

**HOSTEL REDEVELOPMENT PROGRAMME OF THE KAGISO HOSTEL IN THE
MOGALE CITY LOCAL MUNICIPALITY**

by

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submitted in accordance with the requirements

for the degree of

MAGISTER TECHNOLOGIAE

in the subject

PUBLIC MANAGEMENT

at the

UNIVERSITY OF SOUTH AFRICA

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November 2013

DECLARATION

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I hereby declare that the dissertation entitled “hostel redevelopment programme of the Kagiso hostel in the Mogale City Local Municipality” is my own work and that all the sources that I have used during this study have been acknowledged accordingly.

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ACKNOWLEDGEMENTS

The completion of my study was made possible by the support of the following people to whom I would like to express my thanks.

- I thank the Almighty for providing me with the wisdom required for studying and for strength and health.
- My temporary supervisor and later co-supervisor, Professor Barry Rhulani Hanyane, who introduced me to the research world. His easy accessibility and urgent responses kept me focused and strong.
- My former co-supervisor and later main supervisor, Ms Carol Xolile Thani, for her coaching and encouragement.
- My former supervisor, Professor KG Phago, for his initial guidance.
- Officials of the Mogale City Local Municipality, Gauteng Department of Local Government and Housing and DGSD Consulting Engineers and Project Managers.
- The municipal manager of the Mogale City Local Municipality and the Gauteng Department of Local Government and Housing for granting me permission to conduct my research study.
- Dr Bruno Luthuli, Mr Sello Molapane Hosea Mothotoana, Mr Enock Mukwindidza, Mr Mphikeleli Mathew Mnguni, Dr Dovhani Mamphiswane and Ms Masana Chikeka – you all made this study possible.
- My late sister, Nanetie Sphiwe Ubisi, my mother, Rosea, and my uncle, Million Mkhabela, for their belief in me – may their souls rest in peace.
- My grandmother, Ms Neyasi N’wafaduku Mkhabela, who, together with my late mother, sacrificed their old age grants and funded my first year of study.
- My children, Blessing, Gina and Rachel Mkhathswa, for their support and for taking care of each other when I relocated to Pretoria to be near to the main library. *Ndza mi khensa*. Also not forgetting my daughter-in-law, Princess Gugu Mhlongo, and my granddaughters, Ntsako Mbalenhle and Rirhandzu Zamazwide Mkhathswa.
- My siblings, Violet, Robert, Lucas, Getrude and Joyce Ubisi, for their encouragement.
- The Kagiso hostel dwellers who participated in this study.

SUMMARY

Hostels are a product of the migrant labour system that originated in the copper mining industry in Namaqualand in the 1850s. The migrant labour compounds were used to accommodate migrant labour workers in the urban areas. However, these compounds also meant that migrant labour workers were denied the right of access to permanent accommodation and residential space in the urban areas. After the repeal of the influx control and segregative laws in South Africa in 1986, some of the hostel dwellers brought their relatives and friends to live in the hostels and this resulted in problems such as overcrowding which were exacerbated by poor management and control of the hostels. The living conditions of the hostel dwellers deteriorated during the 1990s. After the announcement of the unbanning of all liberation movements and political parties in South Africa in the 1990s, hostel violence broke out. This hostel violence left many hostel blocks vandalised and without basic municipal services such as electricity, water and waste removal. The hostel violence was primarily between the Inkata Freedom Party (IFP) aligned hostel dwellers and the African National Congress (ANC) aligned township and informal settlement residents.

The hostel violence has catalysed the public housing challenges faced by the democratic government since its inception in 1994. Nevertheless, since 1994 the democratic government has introduced various housing programmes in an effort to provide adequate houses for all South African citizens. One such housing programme is the hostel redevelopment programme. The hostel redevelopment programme was adopted by the democratic government after 1994 with the aim of, among other things, upgrading public hostels, redeveloping and converting the rooms in public hostels into family rental units in order to improve the living conditions of the hostel dwellers and introducing hostel dwellers to family life. The Mogale City Local Municipality (MCLM) is one of the municipalities in Gauteng province that is participating in the hostel redevelopment programme. The findings of this study have revealed that the upgrading of the Kagiso hostel involved the following two processes: During the first process, the MCLM upgraded the Kagiso hostel by fixing broken windows and doors, repairing toilets and providing basic municipal services such as electricity, water, and waste removal in order to improve the living conditions of the hostel dwellers. The second process involved demolishing the hostel

blocks and converting them into family units in order to address the public housing challenges relevant to the Kagiso hostel. In this study, the hostel redevelopment programme is called *process 1* and the community residential units (CRU) programme is called *process 2*.

Key words: hostel redevelopment programme; breaking new ground; community residential units; community residential units programme; democracy; family rental units; free market; hostel; hostel dwellers; hostel family units; housing programme; housing project; human settlement; integrated development plan; local government sphere; migration; migrant labour system; mixed land use; municipalities; Mogale City Local Municipality; neoliberalism; neoliberal housing market; professionalism; public housing; service delivery; urbanisation

ABBREVIATIONS

ADM	Application development and management
ABET	Adult basic education and training
ANC	African National Congress
BEE	Black economic empowerment
BBBEE	Broad-based black economic empowerment
BNG	Breaking new ground
CRU	Community residential units
DA	Democratic Alliance
DISSs	District Intersectoral Steering Committees
DPSA	Department of Public Service and Administration
EEDBS	Enhanced Extended Discount Benefit Scheme
GEAR	Growth, employment and redistribution
GCIS	Government Communication Information Service
GPF	Gauteng Partnership Fund
GDLGH	Gauteng Department of Local Government and Housing
IDP	Integrated Development Plan
IFP	Inkata Freedom Party
IT	Information technology
JOSHCO	Johannesburg Social Housing Company
KZN	KwaZulu-Natal
LGSETA	Local Government Sector Education Training Authority
LISSs	Local Intersectoral Steering Committees
MCLM	Mogale City Local Municipality
NBR	National Building Regulations
MNF	Multi Negotiation Forum
MPCCs	Multi-purpose community centres
NCOP	National Council of Provinces
NDoH	National Department of Housing
NDP	National Development Plan

NGOs	Non-governmental organisations
NHF	National Housing Forum
NISSs	National Intersectoral Steering Committee
NPM	New public management
ORC	Online Regional Centre
PAIA	Promotion of Access to Information Act
PAJA	Promotion of Administrative Justice Act
PALAMA	Public Administration Leadership and Management Academy
PCC	Presidential Coordinating Council
PFMA	Public Finance Management Act
PDoH	Provincial Department of Housing
PISSs	Provincial Intersectoral Steering Committees
POA	Programme of activities
PPP	Public–private partnership
POSDCORD	Planning, organising, staffing, directing, coordinating, reporting and budgeting
PSETA	Public Service Sector Education and Training Authority
RDP	Reconstruction and Development Programme
SADEC	Southern African Development and Economic Community
SALGA	South African Local Government Association
SANNC	South African National Native Congress
SHRA	Social Housing Regulatory Authority
PAM	Public Administration and Management
PIC	Presidential Infrastructure Commission
SIPs	Strategic Integrated Projects
SWH	Solar water heaters
TEBA	The Employment Bureau of Africa
TRA	Temporary relocation area
UDF	Urban Development Framework
UNFCC	United Nations Framework on Climate Change
UNPAN	United Nations Public Administration Network

UNISA
WPTPSD

University of South Africa
White Paper on Transforming Public Service Delivery

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CHAPTER 1

INTRODUCTION AND PURPOSE OF THE STUDY

1.1 Introduction

Hostels are the product of the compound labour system. Before the transformation of the labour compound system, hostels were widely known as compounds or barracks (Cloete, Marais & Venter 2009:31). These hostels were used to accommodate migrant labour workers in urban areas (Mothotoana 2011:1; Mpehle 2012b:214). The migrant labour compounds were built as single sex institutions. There are three types of hostels in South Africa. The first type comprises the public hostels which are used to accommodate workers from different industries while the second type includes the grey sector hostels which are owned by private companies although the land on which they are built is owned by the municipalities. The third type comprises the private hostels which are attached to the places of work and which are owned by the employers (Thurman 1997:43). When the democratic government came into power in 1994, it initiated programmes aimed at improving the quality of life of every South African citizen (Mafunganyika 2011:203). One such programme was the hostel redevelopment programme (Mothotoana 2011:3). This programme was aimed at upgrading public hostels, redeveloping and converting the rooms in the public hostels into family rental units, improving the living conditions of hostel dwellers and introducing family life for the hostel dwellers in order to address the public housing challenges facing South Africa. This programme was introduced nationally as part of the national housing subsidy scheme of the then Department of Housing and now Department of Human Settlements which is responsible for upgrading the public hostels (Cloete *et al.* 2009:29). This chapter discusses the introduction and background to the entire research study, including the terminology used. The chapter also contains an outline of the chapters and concludes with a brief summary of the discussion.

1.2 Background to the study

As indicated in section 1.1 of this chapter, hostels are the products of the migrant labour system. The migrant labour system originated in the copper mining industry in Namaqualand in South Africa in the 1850s (Thurman 1997:43). The migrant worker compounds in South Africa served as instruments to deny the migrant labour workers their rights to access resources such as permanent accommodation and residential space (Ramphela 1993:15). The discovery of diamonds in Kimberly in 1867 and gold on the Witwatersrand in 1886 resulted in a high demand for migrant labour workers. In addition, the change from underground extraction to open cast mining methods in the 1880s and the provision of state subsidies to white farmers increased the influx of blacks into the mining and farming areas affected by these developments.

Minerals were also subsequently discovered in other parts of South Africa. Mine owners adopted the compound system which was then reformed in 1904 with the arrival of Chinese labourers on the Witwatersrand. These refashioned compounds included closed compounds which accommodated small numbers of labourers in one room as compared to the original compounds which had accommodated 40 to 60 men in one room (Moodie & Ndatshe 1994:76–77). The apartheid government had considered upgrading the public hostels and converting them into family units in 1986 but had decided this was the responsibility of the then black local authorities. However, these local authorities did not have the funds required to finance either the upgrading of the hostels and converting them into family housing units or abolishing them. Abolishing the hostels would have meant financing alternative accommodation for the hostel dwellers (Jooma 1991:105). Despite the fact that mining owners such as Anglo American and the Chamber of Mines were willing to improve the living conditions of the hostel dwellers prior to 1986 by upgrading mining hostels, they were prevented from doing so by some of the apartheid laws (Lewis 2003:55). One such law was the Native Land Act of 1913 (Act 27 of 1913) which was passed on 19 June 1913. This Act prevented black people from living in white areas and incorporated territory segregation.

Two other factors which had contributed to the problems experienced by hostel dwellers prior to 1994 were the repeal of the influx control laws such as the Prevention of Illegal Squatting Act of

1951 (Act 52 of 1951), the Group Areas Development Act of 1955 (Act 69 of 1955), the Native Laws Amendment Act of 1952 (Act 54 of 1952), the Natives (Abolition of Passes and Coordination of Documents Act of 1952 (Act 67 of 1952), the Natives Resettlement Act of 1954 (Act 19 of 1954), the Natives (Prohibition of Interdicts) Act of 1956 (Act 64 of 1956) and the Urban Bantu Councils Act of 1961 (Act 79 of 1961) in 1986 and also the hostel violence (Tomlinson 1990:20; Gelderblom & Kok 1994:89). After the repeal of these influx control laws in 1986, the majority of the hostel dwellers brought their wives and children to live illegally in the hostels. This has resulted in overcrowding because of the non-registration of hostel occupants and a lack of proper management (Jooma 1991:105; Elder 2003:927). The main objective of repealing the influx control laws was to replace these laws with an orderly urbanisation which would mean that urban rights would depend on access to state-approved housing and regular employment (Crush, Jeeves & Yudelman 1991:173). Hostel dwellers were, and are still, labelled as outsiders while township dwellers are labelled as insiders (Ramphela 1993:86). The township dwellers assume that they are entitled to land and housing while the hostel dwellers have no public resources of their own but depend on the limited resources of the surrounding townships in order to meet all their needs (Ramphela 1993:20). Most of the hostels in South Africa provide inadequate housing. Adequate housing provides social stability, sufficient space, proper sanitation, clean water, security and protection from the extremes of the climate while preventing overcrowding and is a catalyst for economic revival (Beets & Van Niekerk 1990:69; Percy-Smith 1996:103).

Inadequate housing and overcrowding increase the incidences of communicable diseases while exacerbating social problems and contributing to a lack of basic necessities (De Haan 1996:261). This was evidenced by the bubonic plague which broke out in the Uitvlugt location which had been established in 1901 in the Cape for black people. The bubonic plague also affected the surrounding areas. This resulted in the promulgation of the Native Reserve Location Act of 1942 (Act 40 of 1942), which mandated the then Sprigg government to turn the Uitvlugt into an urban area and rename it Ndabeni (Davenport 1971:1-2). Klipspruit was established in Johannesburg in 1904 after bubonic plague had broken out in the Witwatersrand in the settlement known as Coolie Town to the west of the town centre as a result of a lack of basic services such as water and proper sanitation. Klipspruit was established on the Klipspruit farm. However, the

inhabitants of Klipspruit faced problems with the transport facilities available (Morris 1981:11). In order to enable Africans to live in the city so that they would be near to their workplaces, the then Johannesburg City Council was obliged to issue 10 000 permits to Africans.

These permits also allowed some of the labourers to sleep on their employers' premises while others built shelters in the inner city which then mushroomed into slums. The city of Johannesburg was disfigured by these mushrooming slums and it became difficult for the police to identify and arrest Africans who did not have permits. In 1912, the then Johannesburg City Council regarded hostels as the preferred way in which to ensure the proper supervision of permits and promoted the establishment of open locations. In 1913, the Mai-Mai hostel was built in the south eastern part of Johannesburg as a single men's hostel. The Mai-Mai hostel was the first hostel built by the then Johannesburg City Council. However, it was able to accommodate a few men only and more hostels were needed. The Johannesburg City Council proposed additional in-town hostels for industrial, commercial and domestic workers but the proposal was rejected and defeated by the white ratepayers' groups. From the 1930s hostels were built in South African townships and this promoted racial segregation (Da Silva & Pirie 1986:174).

Although the Native Land Act of 1913 (Act 27 of 1913) prohibited black people from owning land in urban areas, it did make provision for the setting apart of land for black acquisition in the future (Morris 1981:17). The Native Land Act of 1913 (Act 27 of 1913) was complemented by the Native Land Draft Bill which was released by the Department of Native Affairs in 1918. This Draft Bill was revised in 1922 by the Native Affairs Commission and the Native Land Bill was promulgated. The Native Affairs Commission presented the Native Land Bill during the municipal association conferences held between May 1922 and January 1923 in Bloemfontein. The Native Land Bill made provision for blacks to have a stake in their locations (Morris 1981:19). However, Parliament proposed different residential areas for blacks during its debate on the Native Land Bill. Parliament then took the decision that hostels and locations were required for the more recent immigrants and the native villages would be set aside for those natives who were no longer primitive to develop their own houses in their villages.

In 1923, the Natives (Urban Areas) Act of 1923 (Act 21 of 1923) was promulgated. This Act empowered black local authorities to set aside land for blacks in locations and to house those blacks who were employed in towns or to require that their employers provide housing (Morris 1981:23). The Natives (Urban Areas) Act of 1923 (Act 21 of 1923) also made provision for the clearing of black slums while envisaging the complete segregation of the native population in the white areas (Davenport 1971:16; Booysen & Smit 1977:5). However, the Natives (Urban Areas) Act of 1923 (Act 21 of 1923) also stipulated that white areas could be cleared only if alternative accommodation were available for the displaced people (Maylam 1995:149). In 1934, the Central Housing Board was given the right to recommend the financing of location schemes out of sub-economic loans in cases in which the black local authorities could prove that the proposed schemes were aimed at slum clearance. Schemes for location accommodation were financed out of economic loans. The black local authorities financed housing using the funds collected from selling African beer, fines, service fees and rentals (Morris 1981:25).

When the National Party came into power in 1948 policies were reviewed and the Group Areas Act of 1950 (Act 41 of 1950) was promulgated. This Act made provision for the stricter implementation of the laws pertaining to segregation (Morris 1981:42). However, all those laws (influx control laws) were repealed in 1986. The Black Community Development Amendment Act of 1986 (Act 74 of 1986) made provision for the introduction of home ownership in black residential areas and the increase of the supply of land for the purposes of black housing. In 1988, Mr Chris Heunis, the then Minister of the Department of Constitutional Development and Planning, reported in the media that land to the west of the Johannesburg city would be set aside for black urbanisation (Beets, Bekker, Creighton, Mavuso, Steyn, Strelitz, Streisman, Van Niekerk & Wiechers 1991:41). The apartheid government launched the black housing market and encouraged the private sector to provide black housing in 1986 (Tomlinson 1990:20). However, the banks closed on lower-cost housing loans in the mid-1990s because of the township violence and this led to a slowing down of housing construction in townships and which almost came to a halt (Bond 2000:16).

When the democratic government came into power in 1994, housing policies were reviewed in an effort to provide adequate housing for all South Africans and improve service delivery. In

order to achieve this, the National Housing Forum (NHF), which was formed in 1992 by the Multi Negotiation Forum (MNF), reached an agreement on a housing subsidy policy. The policy agreement was discussed at the Botshabelo Conference which was sponsored by the Department of Housing (now the Department of Human Settlements) in October 1994. The NHF consisted of civic organisations, the African National Congress (ANC) and other political parties, trade unions, non-governmental organisations (NGOs), developers, material suppliers, bankers and parastatal agencies (Bond 2000:247). The discussions at the Botshabelo Conference resulted in the Botshabelo Accord, which was signed by representatives of the homeless, government, communities, social societies, financial sectors, emerging contractors, the established construction industry, building material suppliers, employers, developers and the international community with the aim of formulating a national housing policy for South Africa. In December 1994 the Housing White Paper was promulgated. This Housing White Paper set out a framework for the National Housing Policy which was enacted in 1997 as the Housing Act of 1997 (Act 107 of 1997). However, in 2004, the National Department of Housing (now the Department of Human Settlements) reviewed the outcomes of its housing programmes which had been introduced in 1994 and discovered that, as in the apartheid era, low income settlements were still located on the urban periphery and without the provision of proper social and economic amenities (Department of Human Settlements 2010:10).

1.3 Purpose of the study

As mentioned in section 1.1, hostels were built as single sex institutions to accommodate migrant labour workers. These migrant workers were regarded as temporary workers in the urban areas who had permanent homes in their rural homelands (Wamala 2001:113; Smit 2003b:8). However, since 1990, hostels are no longer built in South Africa although existing hostels are upgraded and converted, or demolished if redeveloping them would be costly (Smit 2003b:8). The purpose of this study is to determine whether the hostel redevelopment programme has been effective in addressing the public housing challenges of the Kagiso hostel in the MCLM. The hostel redevelopment programme is discussed in the next section.

1.4 Hostel redevelopment programme

As indicated in section 1.1, the hostel redevelopment programme was adopted in 1994, while the hostel redevelopment programme policy for the upgrading of public sector hostels was adopted in 1995 (Development Action Group 2001:4). As mentioned in section 1.2, in view of the fact that, prior to 1986, mine owners were prevented by certain of the apartheid laws from upgrading mining hostels, the mining trade unions recommended the adoption of the hostel redevelopment process (Lewis 2003:55). According to the ANC (1994:25), which is the ruling party in South Africa, the hostels should be transformed and integrated within the other policy frameworks that recognise the interests of groups in and around hostels in order to be developed properly. The Integrated Development Plan (IDP) is one of the developmental plans that is aligned to the hostel redevelopment programme and which promotes and addresses the integrated development of social facilities and other needs in the majority of municipalities (Department of Housing 2003/2004:6). The Municipal System Act of 2000 (Act 32 of 2000) requires municipalities to compile IDPs for a five-year period. These IDPs will be used as instruments to deliver basic municipal services to communities within the areas of jurisdiction of the municipalities in order to redress the imbalances caused by the previous government.

According to Vatala (2005:225), an IDP promotes consultation and participation between communities, councillors, officials, civic society, sector departments and parastatals through the planning and coordination of the basic social needs of communities in order to render quality services. According to Asha & Madzivhandila (2012:370), community participation should be central in the development of IDPs to enable communities to identify their needs and prioritise urgent needs. In terms of section 100(1)(a) of the Mineral and Petroleum Resources Development Act of 2002 (Act 28 of 2002), the former Minister of the Department of Minerals and Energy, Ms Buyelwa Patience Sonjica, developed housing and living condition standards for the mineral industry in 2009. Municipalities are required by the above mentioned Act to include housing development in their IDPs (Department of Minerals and Energy 2009:6). Mining employers are expected to consult with the Mine and Safety Council, Department of Human Settlements and organised labour when formulating plans to upgrade hostels (Department of Minerals and Energy 2009:5). The reason for this consultation is because municipalities provide

bulk services to communities, including mineworkers. Although mining employers should contribute financially, municipalities should steer the process of upgrading hostels as mandated by the Housing Act of 1997 (Act 107 of 1997). Jooma (1991:43–44) had earlier advised municipalities to seek funds from the relevant provincial departments of housing to finance bulk services should both the municipality and mining employer concerned not have the requisite funds.

It is essential that hostel redevelopment be considered in the context of an urban redevelopment strategy because, in most instances, hostel dwellers outnumber the township residents in urban areas. The planning of the redevelopment must be a joint activity of representatives from the municipality concerned, hostel residents, neighbouring communities, business people and other interested parties in order to avoid a duplication of rendering housing services (Van der Lingen 1996:20). The hostel redevelopment programme was replaced by the community residential units (CRU) programme in 2004 with the aim of providing secure, stable rental tenure for lower income people and households earning R800 to R3 500 per month. This programme provides a once-off capital grant and supports the long-term maintenance of the public-owned stock which is used for affordable rental housing. It should be noted that the researcher was unable to obtain documents from both the MCLM and the GDLGH in order to determine the benefits of the two programmes known as *process 1* (hostel redevelopment programme) and *process 2* (community residential units programme) respectively. However, the results of the study revealed that 100% of the participants had been provided with basic municipal services under *process 1* but that the housing challenge of the Kagiso hostel had not yet been addressed by both *process 1* and *process 2*.

The provincial departments of housing administer the funds and act as the drivers of the CRU programme, while the municipalities are the project implementers. However, it should be noted that, on occasion, the provincial departments of housing also implement the CRU projects. There are two main reasons for the establishment of the CRU programme. Firstly, there is the high migration into urban areas from both within South Africa and from the neighbouring states that increases the competition for housing. High numbers of households in the urban areas either rent backyard shacks or reside in informal settlements. Secondly, low-income families in South

Africa have a limited choice of residences because of high housing costs and poor transport systems, as well as the fact that the housing stock available does not match the needs of low-income households.

The types of housing owned by provincial housing departments and municipalities include public hostels, grey hostels (public and private ownership) and the public housing stock which forms part of the Enhanced Extended Discount Benefit Scheme (EEDBS) (Thellane 2008:1–2). The EEDBS is aimed at facilitating the transfer of units to individuals on a rental basis (Department of Housing 2006:3). This is the case as the above-mentioned types of houses cannot be transferred to individual ownership. This implies that the houses remain in public ownership and are not transferred to the residents on an ownership basis. The CRU programme contributes towards the following: (a) stabilising the housing environment and housing market, especially in townships, suburbs and inner city areas; (b) supporting the integration of public housing into the broader housing market and environment; (c) ensuring the creation of sustainable public housing assets; (d) addressing the dysfunctional and or distressed buildings in cities; and (e) providing rental accommodation for the lower income groups which are not serviced by either social or other housing programmes (Department of Housing 2006:3–4).

It is essential that the CRU programme be integrated into the municipal IDPs and linked to the indigent policies of the municipal IDPs in order to provide free basic municipal services to the poor, create employment and support those living with HIV/AIDS. As explained above, the housing stock funded through the CRU must be owned by either provincial housing departments or municipalities and it must remain in public ownership. The beneficiaries of the CRU include the following: (a) existing residents in housing stock; (b) displaced persons from informal settlement upgrading (emergency housing, evictions among other things); (c) new applicants earning between R800 and R3 500 monthly and who are on waiting lists; (d) age groups with the ability to pay both monthly rentals and for services; and (e) qualifying indigents. Qualifying indigents are those households that are included in the indigent registers of municipalities and are able to pay the required rentals (Thellane 2008:7).

The CRU programme is a sub-programme of the national rental housing strategy of the Department of Human Settlements (McCarthy 2010:5). The programme consists of the following six phases: Phase 1 entails the establishment of the CRU as a programme, phase 2 entails the development of the provincial and municipal community residential unit plans, phase 3 entails the project feasibility, phase 4 entails the project preparation, phase 5 entails the implementation of the programme, while phase 6 entails the management of the stock. The role players in the CRU programme include the National Department of Housing (NDoH), now the Department of Human Settlements, the provincial departments of housing (PDoH), municipalities and the provincial CRU task teams. Each role player has a specific responsibility.

The NDoH develops the policy and standards applicable to the implementation of the CRU programme; guides, coordinates and monitors the national programme rollout by offering advice on provincial strategy and/or business plans; administers funding to the provinces; and oversees the development of the stock owned by the provinces. The relevant PDoH is the leading role player in the implementation of the CRU programme. This leading role entails coordinating, managing, monitoring and funding projects and also building up its own internal capacity as regards implementing the CRU projects. The municipalities implement the CRU projects and also manage and maintain the housing stock. In addition, it is incumbent on the municipalities to seek ways of providing rental relief to the residents involved in the CRU projects. The provincial CRU task teams in each province are responsible for advising on the selection of projects and the development of the selection strategy. These task teams should also provide technical support and assistance for monitoring the progress being made at each phase of the implementation. Each of the role players has a specific responsibility in terms of each phase. The PDoH and municipalities are responsible for phase 1, the PDoH, municipalities and CRU task teams are responsible for phase 2, the PDoH and municipalities are responsible for phases 3 and 4, the municipalities, service providers and PDoH are responsible for phase 5, while the municipalities or management agencies and the PDoH are responsible for phase 6 (Thellane 2008:13–38). In view of the fact that the Kagiso hostel is located in the Mogale City Local Municipality, the researcher deemed it appropriate to briefly discuss the origin of Mogale City at this point.

Mogale City is named after Kgosi Mogale wa Mogale who ruled in Mogale in the 1800s (Molefe 2004:18). Mogale City includes areas of Krugersdorp, Magaliesburg, Tarlton, Hekpoort, Muldersdrift, Krugersdorp West, Witpoortjie, Lewisham, Azaadville, Swannieville, Munsieville, Kagiso, Noordheuwel, Silverfields, Monument, Rangeview, West Rand, Chamdor and Boltonia. Kagiso was established in 1926. Lewisham was the first suburb in the Kagiso township and included 667 housing units. Mogale City was previously known as the Krugersdorp local council which was renamed Mogale City in 2001. Krugersdorp was founded in 1887 by MW Pretorius when he discovered gold on his Paardekraal farm. The purpose of renaming Mogale City was to acknowledge the fact that indigenous kings had governed the area before the European settlers had landed in South Africa (Mogale City Local Municipality undated:1). As mentioned in section 1.1, there are three types of hostels in South Africa. These hostels are all characterised by similar problems. Some of these problems will be discussed below.

1.5 Problem statement

As mentioned in section 1.4, the hostels are all characterised by similar problems. Some of these problems include overcrowding, poor maintenance, rental arrears, the influx of rural people, poor administration, the growth of informal settlements within hostel boundaries, unhygienic living conditions and a high rate of vandalism (Grimmet 2004:4). Common problems experienced by the majority of hostel dwellers include sewerage pipes bursting and then spilling into their hostel units, leaking water taps, long grass and dirty and muddy hostel grounds (Dlamini 2009:3; Mpehle 2012b:220).

The specific challenge facing the implementation of the hostel redevelopment programme in Mogale City Local Municipality is assumed to be the inability of the programme to address the public housing challenges of the Kagiso hostel. The aim behind addressing the public housing challenge through the hostel redevelopment programme was to reduce overcrowding, improve living conditions and introduce family life to the hostel dwellers. Some of the hostel dwellers share resources such as bathing systems and kitchens. The hostel dwellers also share basic municipal services such as water and toilets with their neighbouring communities. Some of the hostel dwellers pay monthly rentals although there are those who are reluctant to pay their

monthly rentals because of a lack of proper administration. The number of people living in the Kagiso hostel increases daily in view of the fact that an open piece of land next to the hostel is occupied by informal settlers who move to the Kagiso hostel if accommodation becomes available. The following main research question and sub-questions originate from the above mentioned hostel problems:

Is the hostel redevelopment programme being effective in addressing the public housing challenges of the Kagiso hostel in the Mogale City Local Municipality?

Sub-questions

- What are the historical foundations and approaches that are critical to understanding the issue of housing as a basic service?
- How was the social integration of the Kagiso hostel dwellers and the adjacent communities promoted?
- How effective has the hostel redevelopment programme been in improving the living conditions of the Kagiso hostel dwellers?

In order to address these research questions, the following research objectives were formulated.

1.6 Objectives of the study

As mentioned above, the following research objectives were formulated:

- To critically review the relevant literature in order to understand housing as a basic service in South Africa.
- To determine whether the social integration of the Kagiso hostel dwellers and the adjacent communities has been promoted.
- To evaluate the effectiveness of the hostel redevelopment programme in improving the living conditions of the Kagiso hostel dwellers.

- To propose mechanisms or strategies that may be implemented to improve the Kagiso hostel.

In order to answer the above research questions and realise the research objectives, a case study design using mixed methods was employed in this study. These mixed methods are discussed in the next section.

1.7 Research methodology

Research refers to the activities which are undertaken by researchers in order to find answers to their research questions or solutions to their research problems. These activities include data collection, the analysis of the data collected and the writing of reports for their research studies (Reinard 2001:34). A research design is a plan for the research which is envisaged (Thomas 2009:70).

This study employed a case study research design using both quantitative and qualitative research methodologies. This is as a result of the fact that case studies use both quantitative and qualitative evidence (Yin 2009:19). Another reason for employing mixed methods in this study was because mixed methods are usually used in public administration and management research (Johnson 2010:12). One of the quantitative research approaches that was used in this study was the survey. This method was deemed suitable because surveys involve either systematic observation or systematic interviewing and the asking of standardised questions which the researcher wishes the interviewees to be asked in order to obtain consistent answers (Blaxter, Hughes & Tight 2010:78). A qualitative research methodology provides for the use of multiple qualitative research approaches or strategies (Baker 1994:143). However, it should be noted that quantitative and qualitative research approaches or strategies may alleviate any research problems that may be encountered (Bowman in Miller & Yang 2008:101). The qualitative research approaches that were employed in this study included a case study, an evaluation study and a discourse analysis in order to explain and explore the hostel redevelopment programme extensively. The case study was chosen for the purposes of this study because it is one of the qualitative approaches that may be used to conduct an evaluation of public programmes (Yin

1993:56). Another reason for the decision to use the case study was that the results of this study will be contextualised within the MCLM and not generalised to all the local municipalities in the Gauteng province. However, the knowledge generated by this study will be transferable to other research studies and this implies that other researchers in other municipalities will be able to use the findings from this study for their studies.

Yin (1993:3) defines the case study method as a method which distinguishes a project or programme from its context in an evaluation study. One aspect of the context of a project or programme is its implementation, in terms of which the researcher determines when the activities of the project or programme started and/or ended and their outcomes (activities). According to Kruger & Welman (1999:190), a case study is used in order to conduct an intensive study of a unit of analysis. Comer & Welch (1988:12) define a unit of analysis as anything about which information may be gathered. Thus, the hostel redevelopment programme is the unit of analysis for the purposes of this study in order to determine whether the public housing challenge of the Kagiso hostel in the MCLM has been addressed. Kruger & Welman (1999:191) also state that a case study is directed at understanding the uniqueness and complexity of a particular case. The Kagiso hostel was, thus, used as a case study because the hostel redevelopment programme is a national programme. A sample was drawn from the Kagiso hostel, which is the 'case' in this study, and the hostel dwellers formed the population for this study.

Sampling is used to expand the representativeness of the subject under study (Baker 1994:142). Thus, for the purpose of this study the Kagiso hostel was purposefully sampled so as to enable the researcher to contextualise the results of the study within the MCLM but not to generalise the results. Systematic sampling was used in this study to identify the total number of participants for the study. This is further discussed in sections 4.2 and 4.4(d). Discourse analysis was used in this study to generate additional knowledge about housing because hostels may be regarded as the by-products of housing.

According to Simons (2009:129), triangulation implies perceiving issues from different angles by crosschecking the relevance and significance of the issues in order to generate and strengthen the evidence gathered. In this study, triangulation was achieved through the use of multiple data

collection tools such as observation, semi-structured questionnaire, informal meetings and semi-structured interviews. Triangulation is further discussed in section 1.8(f) and section 4.4(f). The Statistical Package for Social Sciences (SPSS) version 21 was used in the study in order to analyse the data which had been collected. The SPSS software requires that the responses to open-ended questions be codified because the software recognises numerical data. The responses to closed questions are numerically coded and respondents choose their answers (Babbie 1992:14; Bowman in Miller & Yang 2008:249). The data which had been collected was consolidated and codified numerically so as to ensure that the SPSS version 21 produced quality results. The results of the SPSS version 21 computer software were also used to provide findings, concluding remarks and recommendations.

1.7.1 Quantitative research methodology

Quantitative researchers collect numerical data when conducting their research studies (Muijs 2011:2). The numbers in quantitative research enable researchers to understand and fully describe some aspects of the research problems (Coldwell & Herbst 2004:15; Dan, Dietz & Kalof, 2008:14-15). Comm, Cooper, Glaesser & Hammersky (2012:7) reiterate that, in quantitative research, the data are in the form of numbers. According to Blaxter *et al.* (2010:186), quantitative data are collected through the use of multiple-choice questions. In addition, quantitative data are collected by systematic procedures that may be readily available. One of the systematic data procedures that was used in this study involved collecting the data by means of systematic sampling. A sample is a quantitative data collection instrument. Systematic sampling is discussed further in sections 4.2 and 4.4(d). The survey was the quantitative approach employed in this study and it is discussed in section 4.3.1.1. A semi-structured questionnaire containing both open and closed questions was used to collect the data in this study. According to Bryman (1988:94), quantitative research is based on theory which has been rigorously tested by qualitative research. This is possible because the data produced by quantitative studies are regarded as hard, rigorous and reliable. In most instances such quantitative data gains the support of policy makers because of the reliability of the data (Bryman 1988:103). Quantitative techniques include multiple choice questions and ratings scales (Bryman (1988:159). Blaxter *et al.* (2010:186) support this assertion by stating that quantitative

data may be collected through the use of multiple-choice questions. In this study, closed questions were used to collect the quantitative data.

1.7.2 Qualitative research methodology

According to Yin (2011:8), qualitative researchers study the lives of people, contextualise the conditions in which people live, represent the views and perspectives of people, contribute knowledge in the form of existing or emerging concepts that explain human social behaviour and use multiple sources of evidence. This is possible because, in qualitative research, the data is in the form of words (Comm, Cooper, Glasser & Martyn 2012:7). As mentioned in section 1.7, this study also employed a qualitative research methodology with qualitative research instruments or tools such as semi-structured interviews, semi-structured questionnaires, informal meetings and direct observation being used to collect the primary data. These instruments are discussed in section 1.8. The semi-structured questionnaires contained both open-ended and closed questions. Open-ended questions are used to allow the respondents the opportunity to provide their own answers to the questions while closed questions require the respondents to select a specific answer from among a list of answers provided by the researcher. The researcher intended to use secondary sources such as progress reports of both processes 1 and 2 and the minutes of the stakeholder meetings or hostel steering committees to collect secondary data. However, unfortunately, neither the MCLM nor the GDLGH was able to provide the researcher with the documents or information requested.

1.8 Research instruments

Research instruments are used to collect the requisite data. The research instruments employed in this study are discussed below and also in section 4.4.

(a) Interviews

True (1989:205) defines an interview as a conversation between two people on a specific subject while Seidman (2006:9) maintains that interviewers conduct interviews because they are

interested in understanding the lived experience of other people and the meaning they make of these lived experiences. Babbie (1992:92) defines the semi-structured interview as a two-way communication. The three types of interviews usually used by interviewers as data collection instruments include semi-structured, structured and unstructured interviews. During semi-structured interviews, both open and closed questions are asked by the researcher while closed questions only are asked during structured interviews. The unstructured interview is used primarily to find answers to a delicate question such as knowing the criminals in a particular area. In most instances the researcher has to interview the respondents several times in order to gather the information which will assist in the formulation of a final questionnaire. The interviewer is guided by the specific goal he or she wants to achieve while there is no limit to the responses of the respondents (True 1989:205–206). In this study, semi-structured interviews were used with the researcher conducting face-to-face interviews with the sampled Kagiso hostel dwellers using semi-structured questionnaires.

(b) Questionnaires

A questionnaire is a document which contains a set of questions with fixed wording. The questions are presented sequentially. There is usually some indication of how to answer each question (Bless & Higson-Smith 1995:107). Babbie (1992:149) defines a questionnaire as a collection of questions. The format of a questionnaire depends on the type of questions the questionnaire contains. The widely used types of questionnaires for the purposes of data collection are structured, semi-structured and unstructured questionnaires. Structured questionnaires contain closed questions and the respondents are provided with a list of answers from which they make a choice. This type of questionnaires does not allow scope for the respondents to elaborate on a given answer or for probing by the researcher. In most instances this type of questionnaire is used for large populations. The researcher has the option of either distributing the structured questionnaires to the respondents to administer themselves or conducting a face-to-face interview (Bless & Higson-Smith 1995:107). Semi-structured questionnaires contain both open and closed ended questions (Babbie 1992:147). On the other hand, unstructured questionnaires contain open-ended questions only and allow the respondents to express what is important to them and to express it in their own words (Bless & Higson-Smith

1995:110). This study used semi-structured questionnaires as a data collection tool because this provided the interviewer with an opportunity to ask follow-up questions on the responses given during the interview sessions. It was easy for the interviewer to validate the information provided because the interviewees were all asked the same questions individually.

(c) Observation

Observation allows researchers to see what is happening in the field (Johnson 2002:75) and it provides evidence (Gerring 2012:328). During observation researchers should be able to describe the incidents being observed in detail in order to pass useful judgements (Blumenreich & Falk 2005:92). Some of the advantages of observation include enabling the observer to familiarise himself/herself with the subject and notice the unnoticed and ignored aspects by the observed. Unnoticed or ignored aspects are easily recognised when observing people. People's actions are usually more telling than their verbal communications (Babbie & Mouton 1998:295). In most instances observation yields useful data to field researchers provided they are extremely observant, open to understanding others, open to unfamiliar situations by trying to understand such situations and are not easily misled (Baker 1994:8–9). Those field researchers who use field notes during observation should include in their field notes time, locations and the setting or context in which the observation occurred (Blumereich & Falk 2005:109). However, researchers should also take into consideration the fact that observation may be conducted both formally and informally (Mertens 2009:24). In this study, the researcher employed direct observation. Yin (2009:102) describes direct observation as covering events in their real time.

(d) Informal meetings

Informal meetings are held with the objective of sharing knowledge or obtaining more information about a particular issue through informal structures such as oral communication (Misra & Tyagi 2011:30–40). According to Khan & Katzenbach (2010:11), informal meetings deliver significant benefits because people communicate freely. In view of the fact that this study was conducted on an anonymous basis in line with one of the ethical issues observed in the study, those respondents who participated in informal meetings with the researcher are termed

informants. In research informants are people whom the researcher happens to know and who possess reliable information and may be interviewed several times. Informants differ from respondents because respondents are interviewed once only (Berger 2011:139). The main purpose of holding informal meetings with the informants was to gather additional information on the implementation of the hostel redevelopment programme before the commencement of the data collection process, to introduce the researcher to other leaders of the hostel blocks and to acquire information about the challenges encountered during the implementation of the hostel redevelopment programme. Another reason for the informal meetings was to determine when the hostel redevelopment programme had commenced at the Kagiso hostel. This was as a result of the fact that, when researchers evaluate the implementation of a programme, they need to determine when the programme started and ended and what its outcome was (see section 1.7). The question of when the hostel redevelopment programme started and ended at the Kagiso hostel was not covered in the questionnaire because the researcher was convinced that it (the above mentioned question) would be answered by the secondary data.

(e) Sampling

Sampling implies that the researcher selects a subgroup from a population because it is not feasible to study every member of the population. The subgroup selected represents the population. A population may be a collection of people who share the same characteristics (Dan *et al*, 2008:41). A sample consists of the participants who have been selected and who are representative of the intended population. In addition, the participants must be sufficient in number. Sampling is used for the purposes of data collection and for the analysis of the data collected (Gerring 2012:81). The participants are the potential members of the population in question. However, it must be noted that the sampled participants are also partners in the research (Rubin & Rubin 2005:12). They should also be experienced and knowledgeable in the area in which the researcher is interested and the research problem itself. The purpose of sampling is to obtain information from a sample that represents the population in question (Anderson, Berdie & Niebuhr 1986:31). This is supported by Grooves (2004:11) who states that sampling involves measuring a subset of the population only and not the entire population. As mentioned in section 1.7, this study used systematic sampling to select the participants.

(f) Triangulation

As mentioned in section 1.7, triangulation implies usage of multiple data collection tools to gather information. It (triangulation) assists researchers to verify the validity of the information collected (Blaxter *et al.* 2010:205). Triangulation encourages researchers to collect information from multiple sources with the aim of corroborating the same facts (Yin 2009:120). Thus, triangulated data assist researchers to ensure the validity of their research (Blumreich & Falk 2005:109). The logic behind triangulation is that the findings produced by qualitative research methods may be checked against the findings produced by quantitative research methods (Blaxter *et al.* 2010:205–206). In this study, the results produced by the quantitative research questions were used to interpret the results produced by the qualitative questions with the aim of interpreting the findings and validating their reliability.

1.9 Research scope and demarcation of the study

The aim of this study was to evaluate the effectiveness of the hostel redevelopment programme in addressing the housing challenges of the Kagiso hostel in the Mogale City Local Municipality. The study focused on the implementation of the hostel redevelopment programme from 1994 to 2012 only.

1.10 Terminology

1.10.1 Acts

Acts are statements of laws which are approved by parliament after discussing them as bills in order to provide governance on a particular topic. Thus, acts guide institutions in achieving their set objectives (Du Toit & Van der Waldt 1997:16).

1.10.2 Adequate housing

For a house to be labelled as adequate, it should provide sufficient space for the inhabitants or occupants to grow, prevent overcrowding and provide privacy, sanitation, clean water, protection

from extremes of climate and security (Percy-Smith 1996:103; Bond 2000:100). Adequate housing contributes to economic development (Tshitereke 2009:5).

1.10.3 Effectiveness

Effectiveness refers to the ability to achieve set objectives in an economic, measurable and desired manner (Bayat, Cheminais, Du Toit & Van der Waldt 1998:115). Effectiveness is reached when the specified objectives for a particular service delivery output have been achieved (Khalo, Nealer, Phutiagae, Van der Waldt, Van Niekerk & Venter 2007:112). For example, if the aim of a housing programme or project is the eradication of the Sinqobile informal settlement by providing 100 houses within a year and the targeted houses (100) are delivered within the specified period, then the housing programme or project was effective.

1.10.4 Evaluation

Evaluation refers to the assessment of the design, implementation and results of an ongoing or completed policy, programme and project to determine whether the set objectives of the policy, programme and project are or have been achieved and also their effectiveness (Kusek & Rist 2004:12). The evaluation of public housing programmes enables public housing evaluators to determine whether the housing needs of communities have been met, challenges overcome and remedial action either taken or required (Posavac 2011:50).

1.10.5 Hostels

In terms of section 2 of the Bantu Areas Act of 1945 (Act 25 of 1945), a hostel is proclaimed as a Bantu area used for the housing of single men and women (Wilson 1972:31). A hostel is a building infrastructure which consists of rooms which, in many instances, are as temporary residential accommodation. In the context of this study, hostels are infrastructures which were built with the intention of accommodating migrant labour workers in cities and on the mines (Cloete & Pienaar 2005:44).

1.10.6 Hostel dwellers

Hostel dwellers are those people who are assumed to be living temporarily in hostels but who have permanent homes in other areas or village areas (Klug, Starmer & Weir 1996:285).

1.10.7 Housing plan

A plan is a formulated method which specifies logical steps to be followed in order to achieve a set objective. Plans assist organisations to define goals and to formulate strategies to achieve these goals. Plans also integrate and coordinate the activities of an organisation (Bayat *et al.* 1998:175). A housing plan is a policy document which is adopted and which contains the designs of affordable houses based on the total number of households and their housing needs (Butler & Steiner 2007:3).

1.10.8 Housing projects

Projects are activities which are executed in order to achieve a set objective which is aimed at either producing a new product or improving a particular service within a specified period and budget (Burger, Knipe, Nell, Van der Waldt & Van Niekerk 2002:10).

1.10.9 Housing subsidy

In the South African context, housing subsidies are the funds provided to South African citizens who are not able to provide for their housing needs independently (Department of Housing 2000:31). Housing subsidies are considered as mechanisms for redistributing housing resources from high income households to the poor households (Bond 2000:112).

1.10.10 Implementation

Implementation is the process of carrying out a legitimate programme which has been accepted and negotiated by all the stakeholders (McLaughlin 1987:7). Implementation in the programme context assists the programme implementers to determine whether the programme has been carried out as designed (Werner 2004:1). The implementation of a housing programme is the practical stage of putting the plan of the housing programme into action in order to deliver houses (Barenstein, Jha, Phelps, Pittel & Sena 2010:xvi).

1.10.11 Integrated Development Plan

This is a policy document which was produced by the African National Congress (ANC) after it won the general election in 1994 in order to speed up service delivery and redress the imbalances of the past which had been caused by the apartheid regime (FitzGerald, Lenna & Munslow

1997:41). An IDP may be regarded as an economic and social development framework which assists municipalities to address service delivery problems jointly with their communities (Latakomo 2011:2).

1.10.12 Local government

According to section 151 of the Constitution of the Republic of South Africa, 1996, local government comprises local, district and metropolitan municipalities. Each municipality has a council which carries out legislative and executive duties. According to the researcher, the structures and functions of municipal councils differ as a result of economic development differences and demographics. However, all municipal councils are responsible for delivering basic services to their communities. The primary function of local government is to deliver services to communities (Bauer 2009:37). Local government in South Africa is the lowest tier in the government hierarchy which is constitutionally mandated to deliver basic services to communities in order to redress the imbalances of the past which were caused before the inception of the democratic government in 1994 (Asha & Madzivhandila 2012:369).

1.10.13 Locations

Locations are municipal areas which are situated on the outskirts of cities and which were seen by the apartheid government as the solution to the problems of urbanisation (Davenport 1971:6–7; Maylam 1995:149).

1.10.14 Migration

Migration takes place when a person is absent from home for more than a month each year in order to work or seek employment in another area but, preferably, an urban area (Hunter 2004:11).

1.10.15 Municipality

A municipality is an administration entity that falls within the local sphere of the government hierarchy of South Africa. A municipality has its own democratic elected representatives. The local government uses municipalities to carry out its legislative and executive powers or

authorities. Municipalities are composed of clearly defined territories and populations (Khalo *et al.* 2007:5–6).

1.10.16 Public housing programme

A programme consists of a group of projects which are managed in a coordinated manner in order to achieve better results than if the projects were managed either in isolation or individually (Burger *et al.* 2002:12). Housing programmes comprise activities which are undertaken by housing project managers in order to address the housing needs of communities which have been identified (Butler & Steiner 2007:3). The design of a public housing programme should result in the provision of adequate houses for poor people at an affordable cost (Posavac 2011:50).

1.10.17 Service delivery

Service delivery refers to the process of government, non-government organisations (NGOs) and private sector organisations in ensuring that the basic public needs of people are met in order to improve their lives (Doyle, Du Toit, Knipe, Van Niekerk & Van der Waldt 2002:90). It is essential that the service delivery processes satisfy the needs of communities (Sebola 2012:409).

1.10.18 Slums

Slums are areas which are occupied illegally by people, in most instances, of all races and which have no basic social services (Maylam 1995:149). Slums residents are not eligible to access basic public services such as proper sanitation facilities, refuse removal, electricity and essential infrastructures (Tshitereke 2009:4–5). Slum areas are characterised by a lack of basic services, poverty, inadequate structures, overcrowding, unhealthy conditions and insecure tenure (Huchzermeyer & Karam 2006:2).

1.10.19 Social housing programmes

Social housing programmes refer to those programmes which are designed to benefit communities by improving their living conditions and addressing their social problems (Freeman, Lipsey & Rossi 2004:6). In South African social housing is provided to low-income earners (Department of Housing 2005:8).

1.10.20 Squatters

Squatters are people who live on land without the landowner's permission (Bam, Mathole & Tomlinson 1995:7). Squatters build roofed or informal structures that provide them with shelter. It is easy for squatters to network with people living in similar conditions because, in most instances, squatters settle in peripheral sites as a result of evictions or social problems that have forced them to leave their previous place of residence (Levinson 2004:273–274).

1.10.21 Urbanisation

Urbanisation is a natural economic and developmental process in terms of which people from less developed areas, usually rural areas, move to more developed areas (cities and towns) in search of greater employment or social opportunities (Morris 1981:1). This movement of people from less developed areas to developed cities and towns results in high density populations in the affected areas (Cloete 1995:50). Some of the major factors that contribute to urbanisation include inequalities in both income and the living standards of people living in developed and less developed areas (Potter 2011:80).

1.11 Ethical considerations

According to Kielm (2012:2), ethics involves judgements about the rightness or wrongness of human behaviour. In other words, ethics distinguishes good from bad and assists human beings in choosing right from wrong. Researchers are human beings and it is essential that they adhere to research ethics when conducting their research studies. Thus, adherence to ethics when conducting research is vital and compulsory for all researchers and researchers should ensure that their research studies are ethically appropriate. The goal of all social researchers is to ensure that they conduct ethically informed research because, in most instances, ethical issues may arise from research designs that use both qualitative and quantitative methods in order to collect data. Whether a social researcher uses surveys, documents, interviews or computer-mediated communication, ethical issues such as privacy, informed consent, anonymity, secrecy, honesty, confidentiality, professionalism, legality, voluntary participation and the desirability of the research will be affected. This is also the reason why universities, departments and institutions have research committees that must approve research proposals before researchers commence

with their research studies (Blaxter *et al.* 2010:161). Research ethics is aimed at establishing practical and moral norms and standards for the conduct of research studies (Gregory 2003:13). In this study, the researcher complied with the ethical research requirements of the University of South Africa (Unisa) as stipulated in the Unisa 2012 policy on research ethics (see Annexure C). Ethical considerations are discussed further in section 4.6 of this dissertation.

1.12 Chapter outline

This research dissertation is divided into six chapters which include the literature review (theory) and the results of the data which was collected and analysed. These chapters are structured as follows:

Chapter 1: Contains an introduction and the background to the entire research study. The chapter also discusses the terminology, research questions and research objectives as well as the research methodology employed in the study.

Chapter 2: Provides a critical synthesis of the relevant literature in order to understand public housing as a basic service in South Africa. The opinions and views of scholars who added to the knowledge of public housing are also explored in the chapter.

Chapter 3: Contains a critical discussion of mixed land use as a modern discourse in housing. This chapter also discusses the benefits of using mixed land for mixed developments.

Chapter 4: Contains a discussion on the research methodology employed in the study as well as on quantitative and qualitative research methodologies and their strategies/approaches. In addition, the type of sampling utilised in the study and the software used to analyse the data are also discussed in this chapter.

Chapter 5: Contains the analysis and interpretation of the results produced by the empirical study. The interpretations of the results are enhanced by graphs.

Chapter 6: Contains the findings, conclusion and recommendations based on the results of the study. Areas of further research are also discussed in the chapter.

1.13 Conclusion

Hostels originated in the copper mining industry in Namaqualand as compounds or barracks in the 1850s. The hostels were used to accommodate migrant labour workers. However, the migrant compound labour system denied migrant labour workers the rights to access resources such as permanent accommodation and residential space. Originally, the compounds in South Africa accommodated 40 to 60 men but were transformed in 1904 when the Chinese workers arrived in the Witwatersrand. Migrant compounds were built as single sex institutions and, thus, they denied the migrant labour workers any form of family life. The promulgation of influx control and segregation laws by previous governments in South Africa is the main cause of the housing challenges which have faced the democratic government since its inception in 1994. After the repeal of the influx and segregation laws in 1986, the hostels were overcrowded as a result of, among other things, poor control and management. After the announcement of the unbanning of all political parties and liberation movements in 1990, hostel violence broke out and hostel blocks were vandalised to such an extent that basic municipal services were interrupted. When the democratic government came to power in 1994, it adopted the hostel redevelopment programme with the aim of upgrading public hostels, redeveloping and converting the rooms in the public hostels into family rental units, improving the living conditions of hostel dwellers and introducing family life to the hostel dwellers in an effort to overcome the public housing challenges facing South Africa. As explained in section 1.4 of this chapter the hostel redevelopment programme was replaced by the CRU programme in 2004. The CRU programme is one of the national rental housing strategies of the Department of Human Settlements and consists of six phases. The role players in the CRU programme include the NDoH, PDoH, municipalities and provincial CRU task teams. In view of the fact that this study focuses on hostel as a by-product of housing, housing as a basic service in South Africa is discussed in the next chapter.

CHAPTER 2

LITERATURE REVIEW: PUBLIC HOUSING AS A BASIC SERVICE IN SOUTH AFRICA

2.1 Introduction

The previous chapter contained an introduction and background to the entire research study including a discussion of the research methodology and terminology used in the study. The chapter also contained an outline of the chapters in the study. As mentioned in section 1.2, housing in the urban areas was used by the previous governments, which were in power before the advent of democracy, as an instrument of racial segregation. However, this racial segregation resulted in the non-sustainability of the low cost housing supply to black people in urban areas (Moodley, Rule & Yanssaneh 1997:1). This has resulted in the current shortage of houses and a lack of delivery of basic municipal services delivery to most South African citizens (Phago 2010:88). This chapter discusses the provision of public housing in urban areas, public housing pre-apartheid, housing during the apartheid era and housing in the early democratic era. The chapter concludes with a summary of the discussion. In the next section, the literature review on public housing is discussed briefly with specific focus on the provision of public housing and other thematic issues.

2.2 Provision of public housing in urban areas

Hoek-Smit (in Kohn & Von Pischke 2011:51) maintains that housing is one of the largest investments in the economy of a country and it may be used as a barometer of the social wellbeing of households, more specifically in the urban areas. This is supported by Mafunisa & Tsanwani (2011:881), who state that sustained economic growth and job creation reduce poverty and improve the living conditions of citizens. However, it should be noted that urbanisation in many countries has contributed to inequalities in both the income levels and living standards of communities (Potter 2011:80). In addition, urbanisation also increases the expectations of those people who migrate to the urban areas of gaining access to adequate houses and living in healthy

conditions. However, these expectations are often not met because the majority of houses in urban areas are expensive and many households have low-income levels (Hoek-Smit in Kohn & Von Pischke 2011:51). Urbanisation also increases the populations in urbanised areas affected while, in most instances, these areas are already densely populated (Drakis-Smit 2011:8; Potter 2011:22). The increase in the population often results in unhealthy living conditions which may lead to diseases such as cholera, malaria and typhoid for the low income earners in many countries (Cheserek & Opata 2011:320). The lack of access to housing is a major constraint to the majority of people in several countries (Huggins & Leckie 2011:4).

In South Africa the failure of the governments prior to the inception of the democratic government in 1994 to provide adequate houses for its citizens had resulted in an ever increasing public housing shortage (Phago 2010:88). According to Huggins & Leckie (2011:2), globalisation, population growth, urbanisation, environmental changes and economic expansion are some of the factors that force countries to change their housing rights policies. Housing rights are changed through housing legislation. In South Africa the democratic government has promulgated housing policies since its coming to power in 1994 in an attempt to provide adequate housing to all its citizens (Naidoo 2010:81). As mentioned in section 1.2, the democratic government in South Africa has, since it came into power in 1994, introduced housing subsidy schemes and programmes in order to provide adequate housing, improve the living conditions of its citizens and redress the imbalances caused by the previous governments. One such housing programme is the hostel redevelopment programme. The aim of this study was to evaluate this programme in order to determine whether the programme has been effective in addressing the housing challenges of the Kagiso hostel in the MCLM. The researcher conducted a literature review in order to provide a background to both the provision of public housing by the previous governments prior to democracy and which resulted in the current housing challenges facing the democratic government and the efforts of the democratic government to provide adequate public houses to all citizens. The aim of the literature review is also to validate the findings of the study. The provision of public housing pre apartheid is discussed below.

2.2.1 Public housing in South Africa pre apartheid

As mentioned in chapter 1, the labour worker system laid a foundation of the racial discrimination which resulted in black people being denied urban resources such as accommodation or residential space. Urban areas were considered to be white areas and black people were labelled as temporary residents in the cities because they had their homes in the rural areas from which they came. During the Anglo Boer War in South Africa (October 1899–May 1902) the Africans supported the British in the belief that the British government was committed to extending civil and political rights to black people. When the Treaty of Vereeniging, which ended the war, was signed in 1902, the British government agreed to leave the issue of rights for Africans to be decided by a future self-governing, white authority. This led to the promulgation of racial segregation laws which entrenched racial discrimination. The Native Land Act of 1913 (Act 27 of 1913) was the first segregation legislation which was passed by the union government which came into power in 1910. This Act mandated the union government to declare urban areas as white land. The black areas in Johannesburg were neglected after the establishment of Klipspruit in 1904 until the Spanish Influenza struck South Africa in 1918. Although the union government had received a comprehensive report on the conditions prevailing in urban black locations throughout the Union of South Africa from the Tuberculosis Commission in 1914, the union government did not take any action after receiving the report until, in 1919, the then Minister of the Department of Public Works appointed the Influenza Housing Committee (Morris 1981:13). This committee was to advise the union government on the provision of financial aid which would be utilised to provide accommodation in urban areas for those people with limited means and on the best method to be used for this purpose.

The committee recommended that the union government should take control of building operations and create a government housing loans fund by suspending the proposed government, municipal and private building programme and channelling labour and materials into the building of houses. The researcher is of the view that the union government should have followed the British approach in this regard. In 1918 the government ministers of Britain had regarded the introduction of housing subsidies as a way of addressing the public housing

problems and had made recommendations to the British government. By 1919, housing subsidies had been introduced in Britain. The introduction of the housing subsidies established clear responsibilities for the British local authorities as regards the way in which British citizens should be provided with houses (Malpass & Murie 1982:34). The recommendations of the Influenza Housing Committee were incorporated into the Housing Act of 1920 (Act 35 of 1920) which was enacted in 1920 (Morris 1981:13–16). The researcher believes that the advice and recommendations of housing committees have a huge impact on public administration practices. This is mainly because advice and recommendations may result in, among other things, policy development. The housing policies which are formulated should be implemented by means of public administration practices in order to ensure that public housing services are both effective and efficient (Huchzermeyer & Karam 2006:viii). This view is supported by Hanyane (2011:26) who maintains that public administration as a field of practice deals with the implementation of government policies to enable government to function effectively and efficiently. This study focused on evaluating the implementation of a housing programme which, as revealed by the results of the data analysis, has failed to address the public housing challenges of the Kagiso hostel in the MCLM. Thus, with this in mind, the researcher agrees with Nkuna & Sebola (2012:76) that, even if sound policies and processes are developed, they are sometimes difficult to implement. However, the researcher is of the view that the failure to implement government policies, programmes and projects in South Africa may sometimes be catalysed by the non-adherence on the part of public administrators to the values and principles of public administration, the Public Service Act of 1994 (Act 103 of 1994) and other public service regulations and resolutions.

Section 195 of the Constitution of the Republic of South Africa, 1996 provides for the values and principles that govern public administration in South Africa. Section 196 of the Constitution of the Republic of South Africa, 1996 mandates the Public Service Commission (PSC), to promote the above mentioned public administration values and principles throughout the public service as per the provision of Section 197 of the Constitution of the Republic of South Africa, 1996. Public administration practices or functions are discussed further in section 2.4. Nevertheless, Sebola (2012:410) points out a valid, concrete and huge service delivery problem in that government monitoring institutions such as the Auditor-General and Public Service Commission

are constrained by bureaucratic and political interferences which prohibit accountability. This was, in fact, the experience of the researcher as a Public Service Commission junior official.

The above mentioned Housing Act of 1920 (Act 35 of 1920) made provision for the establishment of a central housing board under the auspices of the Department of Health. The housing board was tasked with controlling the housing developments of local authorities. However, instead, the housing board was viewed as a purely administrative body which supervised the lending of government funds (Morris 1981:16). In 1922, the Native Affairs Commission declared that, by nature, blacks were not town dwellers and that their presence in towns caused hygiene, economic and social problems. This declaration led to the promulgation of the Native (Urban Areas) Act of 1923 (Act 21 of 1923) which prevented black people from building their own houses, buying land, leasing houses or land and owning houses in urban areas although it did make provision for the establishment of the following three forms of accommodation, namely, hostels, locations and native villages (Morris 1981:26). Local authorities were mandated by the Native (Urban Areas) Act of 1923 (Act 21 of 1923) to take responsibility for delivering houses (Moss 2008:7). Almost all the housing provided to black people before 1986 was on a rental basis (Smit 1992:46). This may be because the housing was provided exclusively for migrant labourers (Booyesen & Smit 1977:6). In 1928 the Council Committee of Native Affairs extended Klipspruit and this led to the building of numerous houses by 1930 (Morris 1981:27). However, the building of houses was disrupted by the Second World War (1939–1944) because funds had to be directed to the purchase of war resources such as war equipment, war clothes, guns and bullets and the payment of war personnel.

In Johannesburg, the construction of houses gradually declined and then stopped completely during the war. Many black people moved to urban areas during the war. After the war, industrial development increased and this resulted in a severe shortage of houses. Any available accommodation such as existing locations, shacks and rooms for domestic servants on employer properties became overcrowded because the majority of the people moving to the urban areas did not have accommodation. Some of these people established squatter camps which became uncontrollable (Booyesen & Smit 1977:6). Many of the squatters built shelters using corrugated iron on sites owned by local authorities. At the time the Johannesburg City Council responded by

putting up rows of temporary breeze block houses to accommodate the squatters and those areas became known as shanty towns. One of the famous squatter movements was the Sofasonke which was founded by Mr James Sofasonke Mpanza in 1935 (Callinicos 1993:7).

It is essential that a house provide social stability (Beets & Van Niekerk 1990:69). In addition, it must also provide sanitary facilities, stormwater drainage, a household energy supply, clean water, secure tenure, protection and privacy (Maylam 1995:265). However, the housing provided to black people in urban areas prior to apartheid did not meet these housing standards. For example, most of the residents of the Klipspruit township built in 1904 in Johannesburg had to move from the township to places which were near to their work areas as a result of the lack of transport infrastructure (Morris 1981:11). The establishment of locations by the colonial government was perceived as part of the solution to the problems caused by urbanisation but it also created social problems because the locations were situated on the outskirts of towns on poor sites which were not equipped with even the basic resources (Davenport 1971:6–7).

2.2.1.1 Housing in South Africa during the apartheid era

The main objective of the apartheid government was to separate the whites from the other race groups (Lemanski 2006:419). Accordingly, the apartheid government, which came into power in 1948, promulgated the Prevention of Illegal Squatting Act of 1951 (Act 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. Black people who had been born and lived in a specific town for 15 years and worked for the same employer for 10 years were granted permanent residence in 1952 through the enactment of the Native Laws Amendment Act of 1952 (Act 54 of 1952). In 1961, the Urban Bantu Councils Act of 1961 (Act 79 of 1961) was promulgated by the apartheid government with the purpose of permitting the democratic election of new municipal councils with black chairman. The municipal councils were assigned housing administrative duties but these were not sufficient either to solve the housing problems of urban black people or to improve their living conditions. Nevertheless, the compound system was transformed in the 1970s by the upgrading of the mining compounds and the provision of

additional facilities. This resulted in an improvement in the quality of life of mine workers (Lekhela 2004:13).

The Anglo American Company which owns mines was responsible for reforming the compound system (Moodie & Ndatshe 1994:109). As mentioned in sections 1.1 and 1.4, this study focuses on the evaluation of the implementation of the hostel redevelopment programme which was adopted by the democratic government in 1994 with the aim of, among other things, upgrading the public hostels. As explained in section 1.1, it should be noted that, during the apartheid era, hostels were built as single sex institutions. The researcher observed that the majority of the Kagiso hostel dwellers are still living in the breeze block hostels built during the apartheid era. Although the results of the data analysis revealed that the hostel redevelopment programme has not yet been effective in addressing the housing challenges of the Kagiso hostel, the MCLM may still use the findings and recommendations of this study to improve the implementation of similar programmes in the future.

During the apartheid era, the provision of public housing in the urban areas was left to the government and the public sector and there was no partnering with the private sector (Beets *et al.* 1991:87). The failure of the apartheid government to build sufficient houses to meet the needs of urban black people before 1976 and the exclusion of illegals from formal townships forced people to build shelters for themselves, resulted in overcrowded township houses and increased the growth of shack populations in backyards and in open spaces in and around the formal townships. This resulted in negotiations for the provision of housing and other basic services between civic associations, white township councils, development agencies and provincial housing administrators (Smit 1992:20–21). However, the researcher is of the opinion that these negotiations did not produce any positive results because, in 1976, riots broke out in Soweto and spread to other locations. These riots led to the appointment of the Cillie Commission by the apartheid government.

The Cillie Commission was tasked with investigating the causes of the riots. The Commission found that housing was one of the major contributing factors to the riots because blacks were being denied ownership of their homes in the urban areas while there was a shortage of basic

services and facilities in most of the black townships (Smit 1992:43–44). The Transvaal Chamber of Commerce advocated the need for greater expenditure on housing and other amenities after the riots in 1976. This proposal of the Transvaal Chamber of Commerce was boosted by the establishment of the Urban Foundation by English-speaking business people and with the support of the Anglo American Corporation. The Urban Foundation urged that living conditions in the black areas be upgraded and that black South Africans be allowed to own residential property outside their former homeland areas. The Urban Foundation contributed R25 million towards improving the quality of life in black townships (Smit 1992:43). The Urban Foundation also urged the apartheid government to reform its housing and urbanisation policies in order to improve the townships. In addition, it appealed to the government to review its apartheid policies in order to improve black urban areas. The researcher is of the view that the failure of the apartheid government to consider this appeal was as a result of the fact that housing was being used as one of the political weapons to deny black people urban resources (see section 1.2). However, as explained in section 1.2, the repeal of the influx control laws in 1986 liberated black people from their confinement to either one place or the same places and promoted their residential mobility freedom. The democratic government promulgated housing policies when it came into power in 1994 in order to improve the living conditions of hostel dwellers and to provide adequate housing for all its citizens. The Urban Foundation believed that, if private enterprise were able to provide new houses, the state would be able to provide rented accommodation to the poorer township residents in an effective and efficient way. This belief of the Urban Foundation became a reality when the state made an announcement that it would prioritise public housing (Smit 1992:55). However, the demand for white housing began to decline after this announcement because building contractors were interested in the massive housing schemes in the African townships.

Administration boards were introduced in 1977 and the funding for township developments began to increase (Smit 1992:59). By the mid-1980s trade unions had begun to negotiate the housing needs of employees with employers in order to address the housing problems facing employees (Hendler 1989:4–5). One of the problems employees were experiencing was the continuous rise in housing interest rates which was forcing bond holders to default on their bond repayments (Moss 2008:8). The Community Council Act of 1977 (Act 125 of 1977) was

promulgated in 1977 and empowered Dr P Koornhof, the Minister of the Department of Cooperation and Development, to establish community councils. This resulted in the establishment of regional committees in 1979 with the aim of investigating urban black affairs. The regional committees were composed of representatives from all race groups, urban blacks and homeland leaders and were tasked with dealing with housing and township development, the powers of local authorities, economic opportunities, education and transport issues. In 1980, Dr Koornhof launched a community development programme which was aimed at improving the social and economic conditions of black people throughout South Africa and encouraging black communities to take charge of their own community development. The community development programme was coordinated by 16 men selected from the Department of Cooperation and Development. There was a high rate of development of informal settlements during this period but it was also uncontrolled (Smit 1992:21). As a result of the new urban labour policies which came into being in 1982, mine owners preferred to draw their labour from local residents. This provided migrant miners with the opportunity to move their families to townships and squatter camps close to the mines. Even the skilled and semi-skilled miners who were provided with family housing moved to the squatter camps and townships around the major urban centres which were already overcrowded (Lekhela 2004:30–31). The researcher is of the opinion that the new urban labour policies which were adopted by the mine owners introduced housing socialisation that allowed mine workers to move to informal settlements and townships. Mine workers who moved to informal settlements benefited because informal settlement dwellers did not pay monthly rentals, nor did they pay for municipal basic services.

In 1986 the apartheid government promulgated the Urban Development Amendment Act of 1986 (Act 74 of 1986) which made provision for the introduction of home ownership in black residential areas and increased the supply of land for black housing. The government was relieved of most of its rental stock through sales and transfers of housing. Projects which focused on the upgrading of site services rather than removing people also emerged (Moss 2008:8). The apartheid government also initiated the black housing market and encouraged the private sector to provide black housing (Tomlinson 1990:20). However, many lenders were reluctant to extend housing loans to low-income families, including those who were able to afford the bond

repayments, as a result of the non-payment of housing loans and service payment boycotts which had been experienced in 1985 (Moss 2008:9).

Slow and complex land identification, land allocation and development processes resulted in insufficient land for housing development purposes until, in 1990, the South African Housing Advisory Council, under the chairmanship of Dr JH de Loor, was given a mandate by the multi-negotiation forum (MNF) to revise the housing policies and formulate a new housing strategy which would enable the provision of houses to all South Africans. The De Loor report was handed to the multi-negotiation forum (MNF) in April 1992 and it formed the basis for wider consultations with developers, banks, NGOs and politically-aligned movements (Moss 2008:13). However, by 1995, banks had closed off on lower-cost housing loans as a result of the continuing township violence. This meant that housing construction in the townships either slowed down or stopped (Bond 2000:16). The researcher believes that the non-provision of housing loans by banks for low-cost housing also accelerated the housing challenges which the democratic government faced. Houses for blacks were provided through housing board loans (Morris 1981:27 & 33). However, the democratic government has changed this.

2.2.1.2 Housing in South Africa in the early democratic era

According to section 26 (1) of the Constitution of the Republic of South Africa, 1996, everyone has a right to adequate housing. It is essential that a house provide social stability (Beets & Van Niekerk 1990:69). In addition, it must also provide sanitary facilities, stormwater drainage, a household energy supply, clean water, secure tenure, protection and privacy. It may be assumed that the above-mentioned section 26 (1) accommodated the definitions of a house and housing services as offered by Beets & Van Niekerk (1990:69); Maylam (1995:265). Housing is one of the basic services that the democratic government is striving to provide to its citizens. After the end of apartheid in 1994, the democratic government initiated several policies covering the economy, housing, infrastructure and physical development in order to redress the imbalances of the past.

The democratic government committed itself in a Housing White Paper in 1994 to ensure that all citizens have access to permanent residential structures which provide secure tenure, sanitary and waste disposal facilities, privacy, protection and electricity. The democratic government which came into power in 1994 also introduced the Reconstruction and Development Programme (RDP) which was aimed at providing adequate housing. However, the RDP focused more on the quantity of houses than on the quality. It was replaced by the Urban Development Framework (UDF) in 1997. This framework was aimed at transforming the work of the RDP into a policy that would reshape and restructure the spatial distortions and dysfunctions experienced in urban areas. In order to fulfil the aim of the UDF, four key programmes were identified. The main objectives of this programme were to integrate the city, improve housing and infrastructure, promote urban economic development and create housing institutions in order to provide quality houses. The UDF also focused on the responsibilities of all spheres of government and the private sector through joint venture public-private partnerships (Horn 2009:58-59). However, it appeared that the Department of Human Settlements lacked the administrative skills required to manage state-subsidised houses. According to Tissington (2011:30), this is because the Department of Human Settlements does not have reliable data on such houses.

Some of the problems that hamper the provision of adequate public housing include incomplete data at the deeds office on the houses constructed using state subsidies, a lack of skill at record keeping on the part of the Provincial Departments of Housing and municipalities, the use of state subsidies to finance the conversion of leaseholds from the state to the occupants although freehold implies that state subsidies are not used in order to construct the houses in question, the fact that records at the deeds office do not indicate whether houses were constructed with or without state subsidies and also the data on the approval of housing subsidies is incomplete and difficult to match with the actual construction of houses.

Mpehle (2012a:222) is also of the opinion that, on the whole, municipal officials lack record-keeping skills. Public housing stock such as public hostels, grey hostels and community residential units cannot be transferred to individual ownership and only free-standing units built before the advent of democracy may be transferred to individual ownership (Thellane 2008:5). Residential structures should be located in areas in which economic opportunities, health,

education, social amenities and basic municipal services are accessible. National housing programmes were introduced in 1994 in order to achieve the above-mentioned commitment of the 1994 Housing White Paper. However, as in the apartheid era, low-income settlements are still located on the outskirts of towns and they lack proper basic municipal services (Department of Human Settlements 2010:4). It is primarily the lack of any proper implementation of public policies which has led to the ineffective execution of national programmes at the local government level.

Housing is the cornerstone of socio-economic development. It improves the lives of the members of society and provides both a secure base for family units and an opportunity for adults to gain access to economic activities. The provision of housing should help to alleviate poverty, foster economic growth, improve the quality of life of the poor, create assets for the poor, develop sustainable human settlements and link the delivery of infrastructure and other services (Harrison, Huchzermeyer & Mayekiso 2003:76). These are also the reasons why housing is regarded as a basic service for the purposes of this study. However, the public housing provided to the poor seldom satisfies their minimum requirements for basic services, adequate accommodation and affordable resources (Tissington 2011:26). Public housing is owned by government and, thus, the government holds the deeds for these public houses. Public housing has been used to house bureaucrats/public officials and also those people who were employed before democracy in South Africa. However, this changed when the democratic government came into power in 1994 in South Africa and introduced housing subsidies. These housing subsidies are used as the main instrument for financing low-income earners (Tibaijuka 2009:65). Local government is constitutionally mandated to deliver basic services, including housing, to communities. The role of local government in this regard is discussed in the next section.

2.3 The role of local government in housing

When the British government resumed control in South Africa in 1806 it introduced into the country the English local government system which had originated from the need to defend the country against invaders and preserve law and order. This system was only modified in the nineteenth century when other functions such as public health, education and so forth were added

(Craythorne 1980:1–2). According to Meyer (1978:1), local government is a product of the process of urbanisation. This is evident if one considers the introduction of the municipal councils and district boards in the four colonies by the British government in 1903 in order to build genuine local governments with self-financing abilities (Craythorne 1980:3). When the union government came into power in 1910, provincial and municipal governments were introduced. Each provincial government was required by the union government to promulgate its own local government ordinances which were then executed by the relevant local government (De Visser 2005:57). When the apartheid government came into power in 1948, it promulgated provincial ordinances in terms of which white local authorities were established in the wealthy suburbs which had services. Those local authorities were municipalities and were headed by council representatives (De Visser 2005:58). However, local government had been transformed extensively before the introduction of the Constitution of the Republic of South Africa, 1996. The Local Government Transition Act of 1993 (Act 209 of 1993) and Act 2000 of 1993 of the Republic of South Africa (Interim Constitution) provide for a local government system that does not discriminate between the South African citizens on the basis of race (Du Toit & Van der Waldt 1997:241). Accordingly, Chapter 7 of the Constitution of the Republic of South Africa, 1996 provides for local governments in South Africa that cater for all citizens.

Local government is the lowest tier in the government hierarchy and is an autonomous body which has the power to provide services to residents in its area of jurisdiction in order to maintain and promote the wellbeing of these residents. However, it must be taken into considerations that local governments differ in terms of economic circumstances, demographic relations, the physical nature of the areas of jurisdiction and other environmental conditions (Du Toit & Van der Waldt 1997:241). Local government is constitutionally mandated to give priority to the basic needs of communities, participate in national and provincial development and promote the social and economic development of communities (Ntonzima 2011:1011). According to section 151(1) of the Constitution of the Republic of South Africa, 1996, local government consists of municipalities. Each municipality includes a municipal council that has legislative and executive powers. The municipal council passes bylaws while the mayor and the executive mayor or mayoral committee are responsible for formulating policies and overseeing

the implementation of these policies. Municipal managers are responsible for the daily administration of service delivery programmes and expenditure (Leon 2009–2011:15).

Section 152(1)(b) of the Constitution of the Republic of South Africa, 1996 stipulates that local government must either provide services such as housing or create an enabling environment for basic services such as housing to be delivered to communities and ensure that these services are provided in a sustainable manner. Municipalities are responsible for ensuring effective and efficient service delivery and the delivery of basic services (Issacs-Martin 2009:145). However, according to Issacs-Martin (2009:146), the national government is faced with the challenge of delivering basic municipal services to communities as a result of either the slow response or inaction on the part of municipalities in respect of community needs. If municipalities are to respond positively to the needs of the communities, municipal wards should be used because they are important instruments of local democracy and are frequently in touch with the communities (Leon 2009–2011:19).

The researcher is of the view that local wards should also be used to ensure that communities participate in the development of IDPs. According to Davids, Maphunye & Theron (2005:61), IDPs set out the vision, needs, priorities, goals and strategies of municipal councils which will be used to develop the municipalities during the five-year term of office of the municipal councils. According to Latakomo (2011:2), the purpose of the IDP is to foster more appropriate service delivery by providing a framework for economic and social development within a municipality. Municipalities are required to prioritise their housing issues in the housing chapters contained in their IDPs and to integrate these housing issues into their municipal programmes to ensure the realisation of sustainable human settlements (Department of Human Settlements 2010:23). In addition, achievements must be measured. According to Hanyane (2002:45), municipalities should set performance standards and targets which will be then used to monitor and review the performance in order to determine whether the services are productive, economical, efficient and effective. Makgoba (2006:144) also states that the standard according to which achievements in service delivery may be measured will be determined by the degree to which municipalities respond to the basic needs of their communities. Thus a positive response in this context implies that the targeted communities are satisfied with the services provided. The researcher believes

that municipalities should be able to measure their performance in order to determine the success of their programmes, because the outcome of such measurements will determine the service delivery levels. Measurement of performance is possible because municipalities are constitutionally responsible for decision-making with regard to the implementation of national programmes including housing programmes (Tissington 2011:76).

The White Paper on Transforming Public Service Delivery requires government departments to set their performance standards and to develop measuring tools in order to assess their performances. The delivery of services such as housing depends on the availability of resources, including the availability of finance. It is, thus, the responsibility of public administration and management functionaries to deliver services to communities. Schedules 4 and 5 of the Constitution of the Republic of South Africa, 1996 stipulate legislative functional areas for national, provincial and local governments. However, it should be noted that every municipality has an executive mandate to execute all the activities of local government and also any activity assigned to municipalities in terms of national and provincial legislative directives (Nemutanzhela & Nkuna 2012:361). For example, the hostel redevelopment programme was, as mentioned in section 1.1, a national directive because it was promulgated by the democratic government. However, the programme is implemented at the level of local municipalities, for example, as indicated in this study, in the MCLM's area of jurisdiction. In view of the high rate of service delivery protests and demonstrations in South Africa, the researcher deemed it important to discuss service delivery in the context of Public Administration and Management disciplines (see below).

2.4 Housing as a core function of public administration and management

Service delivery protests and demonstrations are manifestations of the citizens' frustration with the government. However, the influx of immigrants into South Africa has placed constraints on economic resources and South Africa citizens often regard immigrants as the main cause of the shortage of resources such as housing in the country. This is one of the reasons why immigrants are attacked during service delivery protests or demonstrations. Service delivery demonstrations are regarded as a way of demanding basic services such as housing from the government (Issacs-

Martin 2009:146). However, the researcher is of the view that the expectations of immigrants, who have been displaced as a result of service delivery protests and demonstrations, of being provided with accommodation by the government also hamper service delivery. Some immigrants also refuse to be integrated into the communities that have expelled them (Issacs-Martin 2009:150). Citizens also often perceive the municipalities as being corrupt and incompetent (Mpehle 2012a:224). The failure of ward councillors to inform communities about budgetary constraints also fuels service delivery protests and demonstrations because, in reality, service delivery depends on the availability of resources and communities must, thus, be made aware of this fact.

In several instances, instead of being open with communities, municipalities make promises that exceed the resources at their disposal and they then prioritise the needs of the communities and render these prioritised services (Rantlha 2012:24). During the apartheid era, violence yielded positive results for both the government and the protestors. The apartheid government instilled fear in the demonstrators by injuring, killing and jailing protestors, often with the assistance of the liberation armies of Unita, Renamo and Lesotho, the Ciskei Defence Force and the Special Forces (Kane-Berman 1993:16–17). The protestors, on the other hand, damaged state property, boycotted service payments and conducted political stayaways and, in this way, gained international attention (Kane-Berman 1993:36). However, the researcher regards any violence during service delivery protests and demonstrations as an obstacle to the effective performance of the functions of public administration because, in most instances, municipal property is damaged. Damage to municipal property may be linked to the belief of communities that municipalities are corrupt and incompetent (Issacs-Martin 2009:144). Mpehle (2012a:213) supports this belief of communities by stating that municipal managers are often inexperienced, unqualified, unskilled and corrupt.

The needs of communities are met through the carrying out of public functions. According to Robson (2006:1), public functions refer to those activities that are performed by government officials in order to provide for the needs and wants of communities. Public functions are executed through Public Administration and Management disciplines. Administration may be regarded as a system of providing services to societies or a system which results in products or

services and it is found in any institution or organisation (Du Toit & Van der Waldt 1997:41–43). However, it should be noted that, in the public administration context, systems do change over time and public administrators need to take precautionary measures so that the intended objectives may be achieved effectively (Nkuna & Sebola 2012:76). Services are provided through generic public administration processes and management functions and, thus, these processes and management functions will be discussed in the next section. Some of the management functions developed by public administration theorists include planning, organising, staffing, directing, coordination, reporting and budgeting (POSDCORB) (Nkuna & Sebola 2012:73).

According to Bayat & Meyer (1994:51), public administration is as old as humanity itself. This view is also supported by Du Toit & Van der Waldt (1997:21) who state that, whenever people work together either to achieve or to do something, they are practising public administration. This is evident if one considers the administrative practices of the Dutch settlers at the Cape of Good Hope after their arrival on 6 April 1652. The Dutch settlers established a refreshment station to sustain a trade link with the Dutch East India Company and, from 1682 to 1685, they introduced the *landdrosten* and *heemraadadeen* system. The *landdrosse* were officials who were tasked with judicial, policy, civil and military functions (Nemutanzhela & Nkuna 2012:360). However, this system was replaced with the promulgation of the Civil Service Act of 1885 (Act 42 of 1885). This Act stipulated that all candidates for administrative duties in the social services were required to pass the Civil Service Examination (Craythorne 1980:1). During the apartheid era in South Africa, public administration was viewed as a means of training personnel to support the apartheid regime although it was rejected by academics, students and the majority of the population. However, this is now a thing of the past because public administration in South Africa is now recognised as the study of knowledge, skills, values and behaviour, the formulation of public policies and the administration of public services (Bayat & Meyer 1994:6–7).

Public administration calls for the delivery of core public services such as housing. Core public services are those services which are intended to promote the wellbeing of the citizens of a country. Government institutions are responsible for delivering services such as housing to the

public either directly or indirectly (Doyle *et al.* 2002:100). This viewpoint is supported by Hanyane (2002:17), who states that public institutions are established in order to satisfy the needs and expectations of community members. Public institutions are headed by public managers and it is the responsibility of these public service managers to ensure that service delivery activities are adapted to include consultation with citizens, the provision of effective and efficient systems and surveys of citizen satisfaction (McKevitt 1998:17). The IDP is one of the instruments that may be used by municipalities to promote the participation of communities in the housing delivery processes. According to McKevitt (1998:1), it is essential that public service managers be aware that they are responsible for the three functions of servicing clients, developing service capacity and raising finance and also the three management processes of control, organisation and human relations. Public managers should ensure that the public housing services benefit the targeted group if the constitutional values and principles of public administration are to be realised effectively. Despite the fact that the above-mentioned functions and management processes are included in the functions of public administration and management, the function of servicing clients will be the only function discussed in this study as the study focuses on housing service delivery. The researcher understands the term 'servicing clients' as the delivery of services such as housing to communities by government institutions. Service delivery is the primary function of local government (Bauer 2009:37). Thus, it is essential that public administration be adapted to the prevailing circumstances as the needs of citizens change with time (Du Toit & Van der Waldt 1997:40).

As stated by Du Toit & Van der Waldt (1997:24) the biggest problem facing the democratic government of South Africa is meeting the unlimited needs of the citizens with the limited resources at its disposal. This view is supported by Hanyane (2002:15), who states that the democratic government which came into power in 1994 was faced with new challenges and problems. Ndida, Uzodike & Winaar (2011:263) are of the view that the adoption of the Growth, Employment and Redistribution (GEAR) policy as a neoliberal macroeconomic policy in 1996 has impacted negatively on the delivery of housing services because the state's intervention in the market is minimal while the existing housing market is strong. Neoliberalism is discussed further in section 2.5.

It may be assumed that the high level of service delivery protests and demonstrations currently being experienced in South Africa is a manifestation of the failure of the democratic government to address the challenges and problems it has encountered since 1994. However, the researcher is of the view that these new challenges and problems were caused by the high expectations on the part of the citizens as a result of the 1994 election campaign slogan of a “better life for all”. This was also clearly stated by Kroelble & Lipuma (2010:265) and Mpehle (2012a:213). However, it would appear that the democratic government is aware of these high expectations as it has introduced several mechanisms and promulgated legislative measures to improve service delivery and redress the imbalances of the past. These mechanisms and legislative measures include the 1997 White Paper on Transforming Public Service Delivery, Multi-Purpose Community Centres (MPCCs), the establishment of the Centre for Public Service Innovation and the President’s Coordinating Council (PCC). Several studies have been conducted on the White Paper on Transforming Public Service Delivery (WTPSD), widely known as the *Batho Pele* principles, and many government departments have pasted posters of the *Batho Pele* principles on their walls and, thus, with the exception of this white paper, the other mechanisms will be briefly discussed below.

The researcher is of the view that public housing administrators should be equipped with necessary skills because public housing is provided through the medium of Public Administration practices. Mafunisa & Tsanwani (2011:885) are of the view that, in order to address the problem of scarce and critical skills in housing, particularly at the local government level, partnerships between municipalities, institutions of higher learning (universities), Skills Education and Training Authorities (SETAs) and Further Education and Training (FET) institutions should be formed and both short- and long-term courses introduced. The researcher recommends that these partnerships also include the proposed national school of government so that relevant officials are given the opportunity to acquire effective skills. Theletsane (2013:182) maintains that it is essential that new entrants to the public sector be trained at an accredited training institution because the courses offered by universities and the Public Administration Leadership and Management Academy (PALAMA) do not offer a generally recognised professional qualification which would promote professionalism in the public sector.

Three of the aspects that will be offered by the proposed school of government in order to promote professionalism are continuous education and the training and development of public servants (Sisulu 2013:1) According to Theletsane (2013:176), integrity, accountability, motivation, innovation, drive, coherence and the coordination of various policies are required for new leadership and modern management in the public sector. The researcher supports Mpehle's (2012a:213) contention that the deployment of unskilled, unqualified and inexperienced cadres in municipal management positions are some of the factors that are hampering the delivery of housing and other basic services. The researcher hopes that the proposed school of government will be accessible to all public servants, regardless of their political affiliation, so that service delivery may be improved. Thani & Disoloane (2012:148) are of the view that a democratic curriculum is the best solution for the problems in public administration because current developments and political factors are affecting public administration in that several academics have conflicting views regarding their role in the teaching and learning of public administration. The researcher also agrees with Thani & Disoloane's (2012:150) view that academics should involve public administration practitioners in developing curricula in order to align theory and practice. In addition, it should be noted that, in most instances, junior public administrators are the implementers of housing policies while, as clearly stated by Mpehle (2012a:213), those in managerial positions are unqualified, inexperienced and unskilled and yet, as indicated by the practical experience of the researcher as one of the junior public administrators in the public sector, those in managerial positions are guided by such junior public administrators. Mafunisa & Tsanwani (2011:887) regard universities as national assets that should be used to enable both learners and officials to acquire necessary skills. Section 10 of the Skills Development Act of 1998 (Act 97 of 1998) provides for the establishment of SETAs which are responsible for the development of sector skills plans in order to identify the skills that are in demand and then to prioritise such skills.

The Local Government Sector Education Training Authority (LGSETA) is responsible for the development of the skills needed by municipalities and the formulation of sector skills plans (Leon 2009–2011:121). On the other hand, the Public Service Sector Education and Training Authority (PSETA), established in 1999, is responsible for the development and promotion of the skills and competencies that will equip public servants to perform their functions effectively

(Public Service Sector Education and Training Authority 2011:14). Public administration practices are aimed at realising political, social and economic objectives (Sindane 2007:217). As stated by Hanyane (2011:35), it may be assumed that this is the reason why most of the universities in South Africa have incorporated a Department of Public Administration into their College of Economic Management and Sciences. However, Hanyane (2011:35) does not elaborate on this statement.

Robson's (2006:13) assumption that universities include what they understand as the body of knowledge in the public administration curricula may justify the failure of Unisa to offer a degree in human settlements under the auspices of its Department of Public Administration and Management. Service delivery module 1 code PUB 1508, which is offered by Unisa, does not include any information of the subject of housing in order to equip learners and officials with housing skills. However, this module does introduce public administration and management students to the broader public service delivery environment. The researcher is of the opinion that, in preparation for the achievement of outcome 8 delivery agreements: sustainable human settlements and the improved quality of household life, as cited in the National Development Plan (NDP) vision 2030, Unisa should include a degree in human settlements as one of the degrees offered by its Department of Public Administration and Management in order to improve the housing skills of public administrators and managers.

In 1999, the democratic government introduced the MPCCs, also widely known as Thusong Service Centres, in order to provide integrated services (Moagi 2012:31). Each district municipality is expected to have one MPCC in its area of jurisdiction. In view of the fact that Thusong Service Centres provide integrated services, intersectoral steering committees and Thusong Service Centre Management Committees were developed in every sphere of government. The District Intersectoral Steering Committees (DISSs) were also established at the district level to ensure that the services offered by the Thusong Service Centres are aligned to their IDPs. The intersectoral steering committees exist in all three spheres of government. National Intersectoral Steering Committees (NISSs) were also established at the national level and Provincial Intersectoral Steering Committees (PISSs) at the provincial level while Local Intersectoral Steering Committees (LISSCs) were established at the local level (Public Service

Commission 2010:2-7). The Maponya Mall Thusong Service Centre, which is headed by the Department of Public Service and Administration (DPSA) with the support of the Government Communication Information Service (GCIS), is one of the urban community service centre that provides integrated services (Moagi 2012:32). This centre has been offering services such as social assistance, economic development and health care to the communities of Klipspruit since February 2011 and also addressing the housing backlogs and low education levels (Moagi 2012:30). Institutions that render these services also include the City of Johannesburg Metropolitan Municipality, Department of Home Affairs, Department of Labour, Gauteng Enterprise Propeller, Gauteng Provincial Government Professional Centre, Gauteng Department of Roads and Transport and the National Youth Development Agency (Moagi 2012:30). In view of the fact that such services are rendered by different institutions from the three spheres of government, the Q-system that provides beneficiaries with numbers in accordance with the services required is used to ensure that the beneficiaries are assisted by the relevant officials (Moagi 2012:33). The researcher is of the view that the establishment of a community service centre in each township mall, such as the Maponya Mall Community Service Centre, will ensure that service delivery, cooperative governance and good governance may be improved. The reason for this is that, as mentioned above, different government institutions from the three spheres of government render various services at one central point and the communities are able to save on transport costs.

The Centre for Public Service innovation was established by the Minister of the Department of Public Service and Administration, Ms Geraldine Fraser-Moleketi, in 2001 as one of the ways of creating innovative solutions to the service delivery challenges, including housing. In 2008 this centre was listed as a government component under the Ministry of Public Service and Administration because it had been created as a section 21 organisation. The Centre for Public Service Innovation is mandated to nurture, recognise and share innovative practices that improve service delivery with the member countries of the Southern African Development and Economic Community (SADEC) region through the United Nations Public Administration Network (UNPAN) portal. The UNPAN portal is a virtual electronic network that promotes the sharing of knowledge and the exchange of innovative practices and lessons learned as regards public policies and management at the local, national, sub-regional, regional and international levels.

The UNPAN portal is the only web-based portal in the world that provides online information on, among other things, United Nations programmes or projects, public policies and administration, training programmes and workshops on housing. The UNPAN is a member of SADEC and serves as the Southern African Online Regional Centre (ORC) that identifies and collects information on public administration from the SADEC and uploads this information onto the UNPAN portal. Information contained in the United Nations Public Administration network portal includes best practices in public administration, a bibliography of public administration events, conference papers, country profiles, legislation major developments and development trends, manuals, analytical reports and statistical databases. This information is provided by the three government spheres in South Africa, public administration and management practitioners, academic institutions, NGOs, community-based organisations (CBOs), media houses and government information officers from the Southern African Development Countries (Leon 2009-2011:96-99). The researcher is of the view that all government departments and governmental organisations or parastatals in South Africa should use the UNPAN portal to enhance public administration and management functions in order to improve service delivery. The reason for this is that it is the mission of the UNPAN to promote global capacity-building through cooperation and the sharing of knowledge, experiences and best practices as regards public policies and effective public administration (United Nations 2013:3). Access to this portal is free.

The Office of the Presidency established the President's Coordinating Council (PCC) in 2005 with the aim of improving service delivery, including housing. Service delivery is a top priority of this council. The President's Coordinating Council was established in terms of the Intergovernmental Relations Framework Act of 2005 (Act 13 of 2005). Section 6(1)(a)–(h) of the Intergovernmental Relations Framework Act of 2005 (Act 13 of 2005) stipulates the composition of the President's Coordinating Council while section 7 (c) states that the President's Coordinating Council should discuss the performance of provinces and municipalities in the provision of services in order to detect failures and to initiate preventative or corrective action when necessary. On 24 April 2012, President Jacob Zuma informed the National Council of Provinces (NCOP) that the improvement of service delivery is a top priority of the President's Coordinating Council. In addition, the President's Coordinating Council is a key platform where spheres of government may learn from their success and challenges by using their representative

forums (Government Communication and Information Systems 2012:4). The main reasons for the service delivery protests in all the provinces include the slow pace of service delivery in housing and allegations of corruption amongst municipal officials. The latter is the main reason why, in most instances, municipalities are targeted by service delivery protesters and demonstrators (Government Communication and Information Systems 2012:1).

However, service delivery in relation to housing is not only a challenge in South Africa and governments worldwide are using service delivery models to improve on the delivery of housing services to communities. One such service delivery model is outsourcing with this model dominating public administration and management worldwide. Public housing in South Africa is usually built by outsourced housing contractors who are appointed in terms of the tender system. Ambe & Badenhorst-Weiss (2011:455) regard outsourcing as involving a decision of whether to perform an activity internally or source it from outside. However, this is not the case in South Africa because the outsourcing of housing services is perceived by the democratic government as a vehicle for accelerating the delivery of public housing. Government outsourcing involves the contracting of a private sector or non-profit sector service provider to perform a specific function for a particular department through a tendering process. This, thus, is the process that is followed when housing is delivered in South Africa. Contracts are signed by the department that has outsourced the service provider and appointed the service provider on the basis of performance standards and the agreed upon amounts for the service. However, it is essential that organisations consider the following factors prior outsourcing: the exact functions or services which must be outsourced, continued functioning even if it means outsourcing a particular function or service and the avoidance of outsourcing problems which would result in fruitless expenditure (Slater 2001:27).

Some of the reasons why governments outsource services include saving costs, lower operational costs, lower labour costs, focusing on core functions, access to world class capabilities, obtaining assistance on expanding and gaining access to new market areas, gaining access to resources not available internally, improving the quality of services, benefits as regards difficult functions and saving resources that may be used effectively for other purposes. The most outsourced services include legal services, information technology (IT), recruitment, manufacturing, technical

expertise, data management, customer support, and web design and maintenance (Mutiangpili 2010:6-9). However, governments also need to outsource services such as infrastructure management and application development and management (ADM), including e-government, portals, provision of pensions and customer support services in order to ensure that all records are kept in one place (Mutiangpili 2010:9). According to Mutiangpili (2010:9), Hong Kong, the United States, Canada, India, Japan, Singapore and the United Kingdom are more experienced in the outsourcing of public sector services or functions compared to other countries and, in addition, they are the biggest spenders in public sector outsourcing. The researcher believes that outsourcing is a catalyst to the new Public Management concept. The reason for this is that the New Public Management (NPM) entails the effective and efficient spending of public funds by adopting the methods and practices of private organisations and companies and the use of technology to improve government functions (Mutiangpili 2010:3–4). Housing projects are undertaken by service providers contracted by provincial departments or municipalities. For example, the Kagiso hostel is being converted into family rental units by the DGSD Consulting Engineers and Project Managers which were contracted by the GDLGH.

According to Ambe & Badenhorst-Weiss (2011:459), outsourcing in the South African public sector is used as a service delivery tool and is in line with the White Paper on the Transformation of the Public Service Delivery, widely known as the *Batho Pele* principles. Some of the types of outsourcing used in South Africa include functional outsourcing and strategic outsourcing. In functional outsourcing a single function that solves one problem in an institution is outsourced. On the other hand, in strategic outsourcing departments outsource a strategic function or service jointly. The researcher is of the view that the strategic outsourcing of services by departments would accelerate cooperative governance and improve service delivery. According to Robson (2006:51), cooperative governance in South Africa is important because there is no precise division of powers between the three spheres of government. This view is supported by Edwards (2008:67) who states that intergovernmental relations are imperative for countries that have multi-sphere political systems such as South Africa. The reason for this is that intergovernmental relations promote and facilitate the cooperative governments which result in good governance (Edwards 2008:66). The researcher believes that cooperative governance would avoid the current duplication in the delivery of public housing services and the use of resources.

Good governance implies that the citizens are satisfied with the procedures and processes which are being used by the government in order to provide solutions to their problems and to meet their needs and wants. However, in democratic countries such as South Africa, a good governance system implies that the citizens participate in the decision-making processes, services are delivered effectively, the rights of the citizens are respected and the government is transparent, accountable and productive. This would ensure that the political, social, and economic priorities would be based on consensus between the citizens and the government and, thus, quality resources would be rendered equally and poverty alleviated. This is made possible through administrative governance system because the administrative governance deals with policy implementation (Agere 2000:5–7). Administrative governance systems are the result of public administration practices.

In the South African context, public administration practices are aimed at promoting a good life for all the citizens (Sindane 2007:217). However, this is possible only if the three spheres of government operate interdependently and in an interrelated manner in order to promote cooperative governance (Edwards 2008:67). Chapter 3 of the Constitution of the Republic of South Africa, 1996 provides for cooperative government and, thus, the democratic government is committed to service delivery through cooperative governance. The democratic government, which came into power in 1994, has established several intergovernmental relations structures in order to improve service delivery through cooperative governance. However, in view of the high level of service delivery protests and demonstrations currently being experienced in South Africa, it is clear that the service delivery structures which have been established are not effective. As stated above the adoption of GEAR as a neoliberalism macro-economic policy in 1996 has impacted negatively on the delivery of housing services. Neoliberalism versus housing is discussed in the next section.

2.5 Neoliberalism versus housing

When the democratic government came into power in 1994 it inherited social, spatial and economic inequalities among its citizens (Dollery, Grant & Van der Westhuizen 2012:268). In order to address these inherited inequalities, the democratic government has promulgated

legislation that has had a political, social and economic impact with the aim of transforming South Africa into a non-sexist and non-racist country (Kruger 2013:19). As clearly stated by Mpehle (2012a:213), the vision of the democratic government was to provide a “better life for all”. According to Mafunganyika (2011:206), the provision of socio-economic rights should improve the quality of life of the citizens of a country. Maserumule (2012:187) states that the promulgation of the 1994 RDP policy framework was aimed at socio-economic transformation with the intention of creating a better life for all and redressing the imbalances of the past which had been caused by the previous governments. Mashigo (2012:330) believes that economic development and the improvement of the living standards of citizens, in particular, the poor citizens depend on the availability of financial resources. This view is supported by Louw (2012:93) who states that NPM in the South African context implies that the role of the government in the economy and society must be centred on privatisation and the deregulation of the markets. Privatisation, the deregulation of the markets and the withdrawal of the state from the provision of social services such as housing are some of the common factors of neoliberalism (Thorsen 2009:2). Braedely & Luxton (2010:3) define neoliberalism as a relationship between political philosophy and the lives of the people. They also state that neoliberal political philosophy aims to liberate the processes of capital accumulation. As already mentioned in section 2.2.1.2, the RDP policy framework was a political document aimed at addressing the capital legacies of the previous governments. According to Huggins & Leckie (2011:3), neoliberal perspectives have emphasised the importance of both formal markets in property and informal markets that are regulated through customary rights systems.

However, it should be noted that, in the public administration context, systems change over time and it is essential that public administrators take precautionary measures so that the intended objectives may be achieved effectively (Nkuna & Sebola 2012:76). From a neoliberal perspective formal markets are regulated by the state although the state’s role is primary in supporting the market through regulations (Huggins & Leckie 2011:3). In order to support the market system with minimal intervention the democratic government in South Africa adopted the Growth, Employment and Redistribution (GEAR) policy in 1996 as a neoliberal, macro-economic policy with the aim of enhancing the free market system (Ndinda, Uzodike & Winaar 2011:763). Ndinda *et al.* (2011:766) regard neoliberalism as the cutting down of state

expenditure on housing and other social services. Maserumule (2012:188) is of the view that neoliberalism ousted socialism. As indicated earlier this view was alluded to earlier by Braedely & Luxton (2010:7) when they stated that neoliberal policies affect all areas of social life instead of being directed at economic issues. They regard neoliberalism as a mechanism for creating social injustice and inequalities by allowing people to participate freely in the markets, expand their wealth and pursue their desires. This view is supported by Sebola & Tsheola (2012:229), who state that the democratic government's failure to distribute the country's wealth equally to its citizens is as a result of the democratic government's reliance on market economies, its bond with neoliberal capitalism and its neglect of the issue of poverty, as well as the societal inequalities experienced by the citizens of the South Africa. The researcher supports this assertion of Sebola & Tsheola (2012) based on the fact that the democratic government promulgated the Social Housing Act of 2008 (Act 16 of 2008) with the aim of delivering rental houses. As explained in section 1.4, the hostel redevelopment programme has been replaced by the CRU programme which provides housing on a rental basis.

Currently, family rental units are being built at the Kagiso hostel under the CRU programme, regardless of the low income levels of the hostel dwellers as revealed by the results of the socio-economic survey conducted by the DGSD Consulting Engineers and Project Managers in 2004. The results of this study revealed that 63,7% of the participants were unemployed while 69,3% were earning between 0 and R1000 per month. The researcher is of the view that the majority of the Kagiso hostel dwellers will be unable to access the family rental units because of financial constraints. Furthermore, there has been a significant withdrawal by large construction companies from the low-cost housing market (Department of Human Settlements 2010:45). Based on the report compiled by the DGSD Consulting Engineers and Project Managers, it may be assumed that the outsourced housing providers are experiencing challenges. According to DGSD Consulting Engineers and Project Managers (2010:3), the challenges encountered by housing project managers and developers include the high unemployment levels of hostel dwellers, political pressure to use unqualified subcontractors, the expectation that every hostel dweller will benefit, poor relationships between government officials and housing providers in some instances, the poor performance of some building contractors, budget constraints on town planning, a restriction on the spaces in which to build new family units, and no projects

identified that will be responsible for catering for or moving hostel dwellers who cannot be accommodated at the new units. In addition, no property management companies have been appointed and there are no rental agreements between the hostel dwellers and the municipalities or the GDLGH as the owners of the public hostels. The challenges dominating the low-income housing sector include the poor design of the houses, houses that are not suitable for the local climate, houses that entail high maintenance costs, the use of substandard bricks as well as leaking water pipes, roofs, pipes, drains and toilets (Emuze, Smallwood & Zunguzane 2012:22–23). In view of the above-mentioned challenges which are being encountered by housing project managers and developers and the high level of service delivery protests mentioned in section 2.3, the researcher assumes that the neoliberalism approach has resulted in stumbling blocks for both the state and the housing service providers.

As explained in section 2.4, South Africa, like other countries, uses outsourcing as a housing service delivery model. The three sectors that deliver housing services in South Africa are the public, civic and private sectors (Mubangizi 2011:76). Van Wyk, (2011:1338) is of the opinion that, although the democratic government has promulgated various supply chain, financial and procurement policies, the outsourcing of public housing services has created the potential for corruption and fraud. The reason for this is that, in many instances, housing tender contracts are managed and awarded to contractors by consultants (Van Wyk, 2011:1340). Emuze *et al.* (2012:19) maintain that many low-income houses that are built in South Africa are defective. Some of these defects include the poor design of the houses, substandard bricks and leaking water pipes, roofs, drainage and toilets, as well as the fact that the contractors use uncertified construction methods (Emuze *et al.* 2012:23–24). These defects are often the result of contractors buying too little and poor building materials to save money, poor onsite supervision, a lack of understanding of the National Building Regulations (NBR) on the part of the contractors and the fact that most contract workers are not committed to meeting quality housing standards (Emuze *et al.* 2012:22–24).

Mpehle (2012a:224) is of the view that the abuse of the housing tender system by government officials is robbing millions of housing beneficiaries in South Africa. The researcher is of the opinion that the non-adherence on the part of both housing public administrators and housing

service providers to the Broad-Based Black Economic Empowerment (BBBEE) codes and practices has had a huge impact on the slow delivery of adequate public housing. Mpehle (2012a:223) believes that the BBE strategy is being abused by people who are associated with politicians in order to accumulate personal wealth. However, Ndinda *et al.* (2011:765) are of the view that the housing problems facing the democratic government may be alleviated by mobilising and harnessing the full diversity of resources, innovation, energy and initiative of individuals, communities, the state and the broader private sector. The researcher recommends further debate on this view because the neoliberal approach which has been adopted is not doing justice to the South African citizens as far as housing delivery is concerned.

2.6 Conclusion

Before the advent of democracy, the previous governments promulgated segregative and influx control laws in order to deny black people access to public housing. After the end of apartheid in 1994, the democratic government initiated several policies on, among other things, the economy, housing, infrastructure and physical development in order to redress the imbalances of the past. The democratic government committed itself through a Housing White Paper in 1994 to ensure that all citizens have access to permanent residential structures which would provide secure tenure, sanitary and waste disposal facilities, privacy, protection, and electricity by introducing the RDP. Various national housing programmes and housing legislative measures aimed at improving housing service delivery were also introduced in 1994 in order to provide adequate public housing to all South African citizens. The national housing programmes and housing legislative measures which were introduced are implemented through public administration and management functions. It is, thus, essential public administration and management functionaries and managers ensure that public administration functions and processes improve service delivery. In addition, the three spheres of government must operate interdependently and in a cooperative manner in order to enhance service delivery.

All the cooperative governance mechanisms implemented should be used to an optimal level to improve intergovernmental relations and enhance service delivery. The UNPAN portal is another mechanism that may be used to improve service delivery because it contains the public

administration activities of SADEC. As explained in a section 2.4 the PCC is a perfect platform for use by municipalities and provincial departments to share the service delivery challenges and achievement. Opportunities to acquire housing skills should be made available to all housing programmes, project and policy implementers while Unisa should offer human settlements courses in order to enhance the achievement of outcome 8 of the National Development Plan vision 2030. Housing service delivery is the constitutional core function of local government. However, as mentioned in section 2.5, the neoliberalism approach adopted by the democratic government is posing challenges to both housing service providers and the government while most of the public housings built for low-income earners are defective.

CHAPTER 3

MIXED LAND USE AS A MODERN DISCOURSE IN HOUSING

3.1 Introduction

Chapter 2 contained a literature review which aimed at ensuring an understanding of housing as a basic service in South Africa. As mentioned in section 1.2, housing is a catalyst of economic revival. The reason for this is that housing is regarded as one of the urban infrastructures. The democratic government in South Africa regards urban infrastructure investment as one of the strategic objectives that may be used to increase economic growth and social development. This increase in economic and social development may be realised by, among other things, the introduction of mass housing programmes. The democratic government uses mixed land in order to develop mass houses. This chapter will discuss land issues, mixed land development, breaking new ground and the Cosmo City township as a flagship project for mixed land use. The chapter concludes with a summary of the discussion. In view of the fact that any type of development, including infrastructure development, requires that land be available, land issues are discussed in the next section. As a result of the fact that that the democratic government is striving to provide developmental housing, mixed land use as a modern discourse in housing is discussed in this chapter in order to add to the existing knowledge on housing.

3.2 Land issues in South Africa

As discussed in sections 1.2 and 2.2.1, the Native Land Act of 1913 (Act 27 of 1913) was the outcome of the incorporation of various land bills which were promulgated by the union government after its formation in 1910. Most black people opposed the land bills that were promulgated. Their opposition contributed to the founding of the African National Congress (ANC) in 1912. From its inception in 1912 until its victory in 1994 the African National Congress (ANC) opposed both the segregatory land acts and other segregatory laws (Levin & Weiner 1996:97). It should be noted that the ANC was founded as the South African Native National Congress (SANNC) with the aim of establishing a multiracial South African society

with legislation that was based on non-racial principles (Walshe 1982:34–35). The SANNC became the ANC in 1923 (Levy 2011:160). The vision of the ANC when it took office in 1994 was to transform South Africa into a non-racial and non-sexist democratic country in which all citizens live together in peace and harmony (Williams 2000:171; Mpehle 2012a:213). Residential segregation had been implemented by the previous governments to ensure that there was spatial and social distances between black people and white people, particularly in the urban areas (Lemanski 2006:419). Daily interaction in urban areas was prevented by the provision of separate facilities for whites and blacks, including among other things schools, hospitals, toilets, recreation facilities and parks (Horn & Ngcobo 2003:340; Seeking 2000:834). However, the democratic government has succeeded in integrating all race groups through transformation.

Transformation in the South African context implied that simultaneous multi-social processes were needed in order to turn the vision of the ruling party into reality (Williams 2000:168). For these processes to be viable, legislation, programmes, projects and international relations are required. The researcher believes that transformation goes hand-in-hand with migration, urbanisation and development. Pieterse (2008:11) is of the view that urbanisation requires the integration of social, economic and environmental projects that benefit both communities and the targeted groups because the integration of social, economic and environmental programmes and projects will promote infrastructure investments. This view is supported by Swilling (in Davies & Imbroscio 2010:371–372) who states that public investment in urban infrastructure promotes economic growth and social development because it boosts private sector investment, lays the foundation for social development and alleviates poverty. This may result in a modernised country that is able to compete in the modern world. Sanctions which had been imposed on South Africa were lifted in 1991 (Osada 2002:102) and this gave South Africa an opportunity to compete with modernised countries. In view of the fact that a house is one of the fixed infrastructures that depends on the availability of land for its existence, the researcher deemed it fit to discuss the benefits of investing in infrastructure, particularly in urban areas.

Infrastructures are the physical, fixed and moveable assets of a country. Fixed assets include buildings, highways, bridges, roads, pipelines and communication systems while moveable assets include, among other things, aircraft and trains (Van Wyk 2010:178). The national special

development framework, also known as the national spatial development perspective, and which was formulated by the Office of the Presidency, is tasked with determining spatial investments and ensuring that infrastructure investments promote economic growth. The Presidential Infrastructure Commission (PIC) was formed in September 2011 and consists of council, management committee and secretariat. Members of the PIC include a number of cabinet members, the premiers of the nine provinces, metro mayors and South African Local Government Association (SALGA) representatives. It is chaired by the President or the Deputy President in the absence of the President. The management committee consists of ministers, premiers and SALGA representatives and is chaired by the Minister of Rural Development and Land Reform while the secretariat consists of cabinet members and Deputy Ministers and is chaired by the Minister of the Department of Economic Development. The Strategic Integrated Projects (SIPs) comprise various projects (The Presidency 2012:4). The PIC is tasked with providing effective investment guidance and mechanisms on infrastructures.

According to Luck, O'Brien & Smallbone (2009:604), by 2050 70% of the world's population will be living in urban areas. This emphasises the need to invest in infrastructure for future use. The researcher is of the opinion that South Africa should accelerate its current urban infrastructure investment, particularly in view of the high rate of urbanisation caused by rural-urban migration and the influx of migrants from other African countries to urban areas (Kibert 2007:62). By so doing, future shortages in resources, particularly in urban areas, may be avoided and development promoted. According to Odhiambo & Wekesa (2010:62), development should be sustainable because sustainable development, especially in housing, will meet the present needs of communities without compromising the ability of future generations to meet their needs. This implies that the natural environment must not be degraded because the future needs of people are linked to the natural environment and humans are an integral part of and depend on it for survival. For example, humans are not able to live without water and the natural environment provides water.

The form and content of development should be determined by communities because people take first place in all the processes of development. Thus, communities should be involved in the planning, execution and running of development projects because they are the beneficiaries of

such projects (De Vos & Mayekiso 1994:2; Mayekiso, Maphazi & Taylor 2013:187). As discussed in section 2.4, if servicing client function is included in the people-centred principle of the Department of Human Settlements this would promote public participation.

As a result of the fact that the houses provided in terms of the RDP did not include a people-centred, integration and delivery approach to municipal basic services and housing services, the Minister of the Department of Human Settlements changed the name of the Department of Housing to the Department of Human Settlements in 2009. The aim of this change was to signify a move away from delivering just a house to delivering a fully serviced house that would provide sustainable human settlement with the full participation of all who were involved in housing development (Bolnick, Bradlow & Shearing 2011:271). According to Odhiambo & Wekesa (2010:62), it is essential that the needs of people be met through sustainable development, including housing development. This view is supported by Musakwa & Van Niekerk (2012:1237), who state that land-use management in most cities is guided by sustainable development. The researcher is of the opinion that the houses built in mixed land use are sustainable because people are given the option of choosing their preferred type of housing. Mixed land development is discussed in the next section.

3.3 Mixed land developments in South Africa

As mentioned in section 2.2.1.2, housing is a cornerstone of socio-economic development because it improves the lives of communities and also provides adults with the opportunity of gaining entry to economic activities. Mixed developments cater for mixed building types, mixed income groups and different tenure forms, while the use of mixed land provides for residential, commercial, public and business spaces in one area (Matsebe, Osman & Sebake 2010:48). This may benefit both developers and municipalities. Developers will have the opportunity to increase their income through leases, more sales per square metre of land, higher property values and higher selling prices, while municipalities are likely to have a stable tax base and will be able to spend less on infrastructures and other utilities (Landman 2010:10–11). This view is supported by Matsebe *et al.* (2010:48), who state that mixed land use is an alternative housing solution as regards bridging the gap in the market between government subsidised and upmarket housing.

The researcher agrees with this view because housing services will be delivered on an equitable basis to all residents regardless of their income status while the government will be meeting the unlimited housing needs of its citizens despite the few housing resources it has in its disposal (see section 2.4). In addition, it may be possible to prevent future service delivery protests because the needs of both high and low income earners will be catered for. Thus, as mentioned in section 3.1, mixed land use developments have socio-economic benefits. If the land in a specific area is used for mixed developments, such as housing, schools, medical centres, parking, child care centres and other social amenities, then this will encourage social interaction because people will be able to meet their needs. In addition, this may reduce transport costs because people will be catered for in their relevant local areas. Mixed land use promotes and integrates developments such as residential, commercial and industrial developments. Also if such developments are all located on a specific piece of land this will improve the economy. The residents will feel secure because there will be more people on the street and less opportunities for criminals because, in most instances, there is always electricity in such integrated development areas. A research study conducted by Mpehle (2012b:220) revealed that the absence of electricity in some hostels in Mamelodi had transformed these hostels into robbers' dens at night. In addition, the residents' health may also be boosted because they would be able walk to facilities instead of using public transport.

Environment plays an important role in the delivery of houses. For example, Standard Bank provides solar water heaters (SWH) to low-income households in South Africa through its Programme of Activities (PoA) that facilitates the supply, installations and financing of solar water heaters in 2012. This programme receives its funding from the United Nations Framework Convention on Climate Change (UNFCCC) (Infrastructurene.ws 2012:1). Standard Bank also funds SWH installers that have thousand heaters or more through its low pressure solar water heater programme in order to save electricity and create jobs. This contributes significantly to social and economic benefits such as skills development and employment opportunities. The provision of hot water to residents improves both local government service delivery and the environment because it (hot water) is one of the housing services and it reduces the use of fossil-fuelled electricity and, thus, lowers greenhouse gas emissions and reduces load shedding (Infrastructurene.ws 2012:1).

Mixed land developments are achieved through cross-linked private programmes, national programmes and municipal projects and schemes. According to the Department of Environmental Affairs (2011-2014), it is not possible for a country to achieve its socio-economic objectives if natural resources are wasted or the ecosystems are degraded. The importance of the environment in the delivery of housing is discussed further in section 3.3.1.1. The principle of mixed housing development involves incorporating different housing development types, sizes and prices in close proximity. Mixed housing developments in Johannesburg include the Brickfields and Carr, which are medium to higher density developments in the inner city and the Pennyville which is medium density (Landman 2010:9–11). The types of houses provided in mixed land development include houses for low-income earners (R0–R3 500), financed linked houses (R3 500–R7 000), social rental units (R1 500–R7 000) and bonded houses. In addition, sites for churches, clinics, crèches, parks, recreation areas, commercial areas, clinics and industrial areas are also provided in mixed land developments (GIBB Engineering & Science 2011:1). Public private partnerships and international relations also play a vital role in housing developments. In 2004 the cabinet approved a comprehensive strategy for the development of sustainable human settlements. This strategy had been developed by the Department of Housing, now Department of Human Settlements, and it is known as Breaking New Ground (BNG) (Du Toit, Pillay & Tomlinson 2006:63). The BNG is discussed in the next section.

3.3.1 The Breaking New Ground strategy

As a result of the fact that most of the housing programmes, projects, codes and policies that had been identified and developed were not addressing the public housing challenges facing the democratic government, a strategy was required to address these challenges. Thus, the BNG strategy was approved by the cabinet in 2004. The BNG strategy is aimed at providing sustainable and well-located quality houses. A further aim of the strategy is to increase the rate of delivery of quality housing through various housing programmes and projects (Tissington 2011:60). The researcher is in agreement with Tissington because, as mentioned in section 2.2.1.2, the objectives of the housing programmes such as the social housing programme, hostel redevelopment programme, community residential units programme, rental housing programme, institutional subsidy housing programme, urban development framework programmes and other

housing policies are all linked to the BNG. The BNG strategy is also aimed at improving the quality of houses and the environment and upgrading informal settlement in order to meet the millennium goals on slum dwellers. It should be noted that the target year for the millennium development goals is 2015. One of the millennium development goals is the provision of adequate housing to citizens (Ngwakwe 2012:311).

The BNG also sets out minimum standards for housing products which will improve both privacy and sustainability and also provide range of social and economic facilities through the housing projects. In addition the BNG stresses the acceleration of the delivery of quality houses to the poor while also emphasising the promotion of the development of sustainable human settlements (Ngomba 2011:3). However, if this strategy is to be effective, then municipalities such as the Mogale City Local Municipality will have to ensure that their IDPs contain housing chapters which include the provision of housing needs assessments, surveying, the prioritisation of informal settlements, the identification of suitably located land for housing, the identification of area for the densification of houses and the establishment of linkages between housing and urban renewals. In addition, a framework on the integration of housing and transportation should also be included in the IDPs (Tissington 2011:68). Maylam (1995:308) has alluded to the fact that, if a municipality does not have the financial or administrative capacity to administer housing programmes, then the relevant Provincial Department of Housing should act on behalf of that municipality until the municipality is accredited. The issue of informal settlements should be tackled directly by preventing further development of such settlements. This may be done by broadening the access of the residents of informal settlements to affordable housing opportunities in urban areas (Bertoldi & Reid 2010:9).

The BNG strategy also emphasises the provision of rental houses in order both to enhance people's mobility and promote a non-racial and integrated society. A new funding mechanism to enhance delivery and accommodation through different social housing forms, including medium-density housing, communal housing, transitional housing and hostel redevelopment, was introduced by the strategy. The subsidised provision of infrastructure is often proposed as a way in which to redistribute the resources from higher income households to the poor (Maylam 1995:113). The reason for this is because basic human needs are related to infrastructure such as

water, sanitation, energy, housing, clean environment, transport and communication systems (Maylam 1995:99). Improvements in the living conditions of informal settlers or shack dwellers should result, among other things, in improvements in employment status, household arrangements and integration into the urban environment and adjacent formal settlements (Bam *et al.* 1995:7).

The democratic government is developing low-income housing on the land that was purchased by the apartheid government for township development in the 1980s (Harrison *et al.* 2003:212). For example, the RDP, which the democratic government introduced in 1994, was aimed at providing houses to low-income earners through subsidies and also by addressing the segregation legacy of previous governments (see sections 2.2.1.2 and 2.5). As correctly stated by Maserumule (2012:187), the RDP is a policy framework for socio-economic transformation which was introduced by the democratic government in 1994. The democratic government has centralised the planning, budgeting and service delivery powers under the auspices of municipalities (Modipane & Sebola 2012:396). This is borne out by the assertions of Cowling & Wilhelm-Rechmann (2013:2) and Maphazi, Mayekiso & Taylor (2013:186–187) who state that municipalities have been assigned powers in respect of land-use, housing development plans and the provision of adequate basic services. However, it should be noted that municipalities had been assigned land-use powers earlier by the Development Facilitation Act of 1995 (Act 67 of 1995) of the Department of Land Affairs.

The Development Facilitation Act of 1995 (Act 67 of 1995) of the Department of Land Affairs also provides for the integration of social, economic, institutional and physical aspects and residential places and employment opportunities in close proximity to one another. In terms of the Development Facilitation Act of 1995 (Act 67 of 1995), municipalities had to formulate objectives to ensure that they considered spatial issues in their planning process (Harrison *et al.* 2003:27). For example, the Mogale City Local Municipality has plans to build 48 RDP walk-up (storey-type) houses close to the built family units which have been built (see Annexure F on the family units) (DGSD Consulting Engineers and Project Managers 2013:1). However, it should be noted that the financial resources of municipalities are critical to, among other things, issues of poverty alleviation, redistribution, economic growth and housing provision (Harrison *et al.*

2003:159). This view is supported by Mashigo (2012:330) who states that finance plays a significant role in both economic development and in the improvement of the living standards of poor people. However, Mpehle (2012a:222) also indicates that it is difficult for municipalities either to raise revenue or to recover the funds used in the provision of bulk services and hostel conversions as a result of the non-payment of monthly rentals and the monies owing for municipal services by communities and hostel dwellers. The researcher agrees with Mpehle because the results of this study have revealed that 100% of the participants did not pay either their monthly rentals or for their basic municipal services. Harrison *et al.* (2003:166) are of the opinion that if cities were closer, then the resources from the richer areas could be used to finance improvements in the poorer areas. However, as a result of the promulgation of segregative laws that divided cities by the previous governments, the democratic government has been forced to use mixed land use developments in order to provide accessible and affordable basic services closer to communities (see section 3.3).

The Mogale City Local Municipality has, in the pipeline, plans to convert the Kagiso hostel into a mixed housing development. The houses provided through social housing developments accommodate low-income earners because the majority of these low income earners are not able to compete in the housing market to provide their own houses (Masitha 2006:75). Based on this statement, the researcher is of the view that it is essential that social housing be made a priority, although a research study conducted by Mpehle (2012b:219–220) have revealed that 61% of the Mamelodi hostel dwellers who had been allocated rental family units were unable to pay the monthly rentals to the extent that some of these Mamelodi hostel dwellers had to rent out their allocated rental family units in order to raise money. Projects under the social housing programme are executed in the interests of greenfields development and the upgrading of existing inner city apartments blocks (Mokhele 2009:3–4). Projects which have been approved under social housing are provided by either social housing institutions or housing delivery agents. Such institutions and agents also determine the form of the building and the size of the housing units. The role of these social housing institutions is to acquire, develop, manage or both develop and manage approved projects primarily for low-income residents with the joint support of municipalities (Mokhele 2009:3–4). This view is supported by Modipane & Sebola

(2012:396) who indicate that municipalities outsource the planning, design and management of basic services projects, including housing projects, to consultants and implementing agencies.

Grants under social housing programme fund the establishment, capacitation and capitalising of social housing institutions and administer affordable rental units within restructuring zones which have been identified (Department of Human Settlements 2010:11–12). The Johannesburg Social Housing Company (JOSHCO), which was established by the City of Johannesburg Metropolitan Municipality, provides affordable units, improved living conditions and basic services to the poor families in Johannesburg (Ngomba 2011:3). The Social Housing Regulatory Authority (SHRA) was launched in August 2010 by the Department of Human Settlements in order to increase the accommodation available to low-income groups in urban areas, facilitate the funding of social housing projects and assist in defining new housing norms and standards in order to stimulate the development of new social housing projects in urban areas and to oversee the accreditation of social housing institutions in terms of existing legislation and regulations. The use of land for mixed development fulfils the vision of the ANC mentioned in section 2.5 because it is possible to deliver mass housing in the same settlement for mixed income earners. The integration of social, economic and environmental programmes and projects results in the provision of low-cost housing. This is evident when one considers the Cosmo City development project in terms of which houses are built using different building materials which suitable for any housing type. This creates jobs and improves the living conditions of the beneficiaries. The Cosmo City development project is a pilot project of mixed land use for mixed income earners located in Gauteng Province and is discussed in the next section.

3.3.1.1 Cosmo City development project as a flagship project for mixed land use developments

There are various housing developments taking place in mixed lands in South Africa. However, the Cosmo City mixed land development project is discussed in this section because it is a flagship project that is providing mixed housing to mixed income earners (Motlhaolwa 2012:1). As correctly stated by Lagus (2011:95), the Cosmo City housing development is redressing the spatial inefficiencies which had been established before the inception of the democratic

government in 1994 by providing low-cost housing aimed at creating integrated and mixed land use closer to urban and transport centres. As mentioned in section 3.3.1, Cosmo City falls within the City of Johannesburg metropolitan municipality in the Gauteng province. The area of focus of this study is the MCLM which is also located in Gauteng province (see section 1.7 and section 4.4). By using land for mixed development, in particular for housing in urban areas, the democratic government is striving to desegregate residential spaces, deracialise residential space, construct low-income state assisted housing that is multi-racial, encourage the rapid movement of blacks to inner cities and also encourage all races to work together to strengthen the building of the new South Africa (Seeking 2000:834; Horn & Ngcobo 2003:340). Currently, as mentioned in section 3.3.1, the MCLM has plans in the pipeline to build walk-up (storey-type) RDP houses at the Kagiso hostel. The researcher is of the view that the MCLM may succeed to creating a mixed housing development similar to Cosmo City should the conversion of the Kagiso hostel be completed as planned.

As mentioned in section 3.1, the Cosmo City mixed development project was identified as a pilot housing project that caters for mix income earners. The researcher regards the Cosmo City project as a mass housing programme because different housing projects are involved in the development of Cosmo City. The reason for this is that each housing type developed in Cosmo City is linked to some of the national housing programmes which are aimed at providing adequate housing for all citizens and alleviating the public housing challenges facing the country. The Development Facilitation Act of 1995 (Act 67 of 1995) also provides for mixed developments areas such as Cosmo City. In addition, the Development Facilitation Act of 1995 (Act 67 of 1995) allows for different types of developments such as commercial, high income residential, low income residential, tourist facilities and mixed land use in one area (Rhizome Management Services 2010: iv). According to the Kagiso hostel informants, the Madala hostel block that has been demolished is planned for mixed land use developments consisting of RDP houses and rental family units. However, the empirical study revealed that family rental units only are being built at the Kagiso hostel. As explained in sections 1.7.2, the researcher was unable to use secondary sources in order to confirm the information provided by the informants. However, the researcher is of the view that the Mogale City Local Municipality should follow the City of Johannesburg's hostel redevelopment programme. In terms of its hostel

redevelopment programme the City of Johannesburg Metropolitan Municipality is converting hostels into integrated mixed income housing developments while constructing new family units on the sites adjacent to the hostel blocks (Johannesburg Social Housing Company undated:1). This would mean that the Kagiso hostel dwellers would be provided with adequate houses regardless of income levels.

The Cosmo City project was identified in 1996 by the City of Johannesburg Metropolitan Municipality and the Gauteng Department of Local Government and Housing but only started in 2004 because of legal battles. According to the Sowetan Live (2012:2), the Premier of Gauteng, Ms Nomvula Mkonyane, reported that the Cosmo City township is an example of the new community and, as stated in section 2.5, it represents the 1994 vision of the democratic government as regards with addressing the segregatory planning of the previous governments and realising the objectives of the Freedom Charter. This is, indeed, true because Cosmo City integrates people from different race groups, income levels and housing tenures (Infrastructurene.ws 2012:1). Sustainability in housing implies that houses should improve the quality of life (socio-economic objective) of the occupants, provide quality dwelling units (engineering objective) and have a non-negative impact (environmental objective) on the earth's ecosystem. Cosmo City is a combined area for unemployed people, those earning below R3, 500 and those who earn higher salaries with those who earn higher salaries being expected to create jobs for those who are unemployed. The Cosmo City development is also changing the spatial design of Gauteng province which was created before democracy to a non-racial spatial design (Gauteng Department of Local Government and Housing 2004b:1). The researcher is of the view that the completion of the planned RDP walk-up houses at the Kagiso hostel, together with the proposed rental family units (see Annexure F) will benefit the Kagiso hostel dwellers because, like the Cosmo City residents, every hostel dweller will be catered for, regardless of his/her income level .

Various building technologies (materials and construction methods), that are responsive to the needs of both the urban poor and the environment and which provide quality houses, were used in the Cosmo City development (Odhiambo & Wekesa 2010:61). Some of the houses in Cosmo City are built from fine ash taken from Sasol's waste products and collected from the Secunda

coal fields. Instead of using conventional brick and mortar the fine ash is mixed with cement in order to form a rich foam which is held together by polymeric binder. This entire mixture is encased in a steel frame structure that comprises panels that may be used for any building application. The walls and roofs of the houses are made of steel and it takes approximately five days only to assembly the walls and roof. This may result in a saving of construction costs and also in the use of energy. The technology used in Cosmo City was developed by Power Technologies, a subsidiary of the Enviro Serv Waste Management of the City of Johannesburg Metropolitan Municipality. It has been proposed that a dedicated factory be built in order to manufacture prebuilt panels from waste streams, fly ash and fine ash cement in order to build affordable human settlements. This new building system is cheaper than conventional building systems. It is easy to transport the panels to site while the panels are from waste streams. The houses built in this way are as strong as conventional brick and mortar houses. However, funds are needed to fund the proposed factory to manufacture all the building materials. The researcher supports the establishment of the proposed building material factory because funds in respect of the on provision of houses and municipal services would be saved.

The City of Johannesburg Metropolitan Municipality, through its climate proofing of urban communities project, installed 700 low pressure SWHs, distributed compact fluorescent lamps, fitted prepaid water and electricity metres and fitted Iso board ceilings in all subsidised houses (City of Johannesburg Metropolitan Municipality 2011:1–3). These are some of the provisions of the urban development framework as discussed in section 2.2.1.2. This framework mandates the development of environmentally sustainable urban settlements by building affordable and quality housing using both renewable and non-renewable resources in order to, among other things, reduce the consumption of electricity. By so doing, resources may be used in a sustainable manner and ecological areas protected for future use. The researcher is of the view that the various building technologies used to build houses at Cosmo City should be used by other municipalities in converting hostels in order to save costs. The reason for this is that, in most instances, municipalities operate in the red (Mpehle 2012a:222). The researcher agrees with Mpehle because, as mentioned in section 2.5, one of the challenges encountered by housing project managers and developers is the financial constraints on the part of municipalities and Provincial Departments of Housing that hamper the achievements of set milestones.

3.4 Conclusion

The previous governments implemented residential segregation to ensure that there was a spatial and social distance between black people and white people, particularly in the urban areas. Daily interaction between blacks and whites in urban areas was prevented by the provision of separate facilities for whites and blacks such as schools, hospitals, toilets, recreation facilities, parks etc. However, the democratic government has integrated all the race groups through transformation. Transformation in the South African context implies that simultaneous, multi-social processes are needed in order to translate the vision of the ruling party into reality. However, if these processes are to be viable, legislation, programmes, projects and international cooperation, among other things, are needed.

The democratic government regards urban infrastructure investment as one of the strategic objectives that may be used to enhance economic growth and social development. This improvement in economic and social development may be achieved through, among other things, the introduction of mass housing programmes. The democratic government is using mixed land to develop mass housing. The vision of the ANC, when it took office in 1994, was to transform South Africa into a non-racial and non-sexist democratic country in which all citizens live together in peace and harmony. The Cosmo City township is an example of a new community which represents the 1994 vision of the democratic government which, as stated in section 2.5, involves addressing the segregatory planning of the previous governments and achieving the objectives of the Freedom Charter. Various building technologies (materials and construction methods) that are responsive to the needs of the urban poor and the environment and which provide quality houses were used in the Cosmo City development. Some of the houses in Cosmo City are built from fine ash taken from Sasol's waste products and collected from the Secunda coal fields. The various building technologies that were used to build houses in Cosmo City should be used by other municipalities to convert hostels in order to save costs because, in most instances, municipalities operate in the red. The approval of the BNG strategy by the cabinet in 2004 was a positive move as regards providing sustainable human settlements to all South African citizens, regardless of race, gender and employment status.

CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4.1 Introduction

The previous chapter discussed mixed land use as a modern discourse in housing. As explained in section 1.7, research in public administration and management (PAM) involves several activities. Some of these activities include obtaining solutions to research problems or finding answers for the questions identified by researchers through collecting data, analysing the data which has been collected and writing reports on the research work (Reinard 2001:3–4). The goal of science is the search for the truth (Mouton 2001:239). PAM is no exception to this because the fundamental goal of research, in particular in Public Administration and Management science, is to make local government more effective and national government more efficient (McNabb 2010:xvii). The results of science and research inform public life because they provide a basis for political and practical decision-making (Flick 2011:4). Researchers use research designs, research methods and research tools to conduct their research projects or studies in order to validate their findings or research results. In this study, the researcher used both quantitative and qualitative research methodologies. These are discussed hereunder. The case study research design and research tools such as interviews, questionnaires, observation, sampling, informal meetings and triangulation are also discussed in this chapter. The chapter concludes with a summary of the discussion.

4.2 Research design

As mentioned in sections 1.7 and 4.1, this study employed both qualitative and quantitative research methodologies and approaches. The use of mixed methodologies is advantageous because each method has its own strengths and the combination of these different strengths yields reliable and valid results. The four main data collection techniques or tools that are widely used in both quantitative and qualitative methodologies include documents, interviews, observations and questionnaires (Blaxter, Hughes & Tight 2010:185). The data collection

techniques or tools listed above were used in this study in order to collect both quantitative and qualitative data. Quantitative research relies on numbers while qualitative research relies on words (Dan, Dietz & Kalof 2008:14–15). The semi-structured questionnaire used in this study produced both quantitative and qualitative data. It is essential that researchers align their research designs to their main research questions or hypotheses (Baker 1994:250). This view is supported by Babbie & Mouton (1998:73) who state that research designs assist researchers to outline the way in which they intend to conduct their research studies.

The purpose of a research design is to describe how an inquiry into a research problem that should produce persuasive, valid and useful argument in the eyes of the audience will be conducted (Justine in Miller & Yang 2008:75). The research design must address the type of research being undertaken and the reason(s) for choosing the research design in question (Babbie & Mouton 1998:73). Based on the above, the research design employed in this study involved a case study using mixed methodologies. Qualitative research approaches such as the case study, evaluation study and discourse analysis were used in this study with the aim of gathering sufficient rich and valuable data to validate the results of the study. The aim was also to answer the main research question and sub-questions as stated in section 1.5 and realise the research objectives as stated in section 1.6 of the study. As indicated in section 1.7 the unit of analysis for the purposes of this study was the hostel redevelopment programme. In view of the fact that the results of the study will be contextualised to the MCLM and not generalised to all local municipalities in the Gauteng province, the Kagiso hostel was purposefully sampled for the study.

According to Du Plooy (2009:123), a purposive sample is based on previous knowledge of the target population or objectives of the study and will assist the researcher to decide on the selection of a sample. For the purposes of this study, the fact that the researcher had prior knowledge that the Kagiso hostel was one of the target beneficiaries of the hostel redevelopment programme assisted in the realisation of the objectives of the study. This knowledge had been acquired through the researcher's assessing the Mogale City Local Municipality's 2004–2005 IDP. The researcher, as a former official of the Department of Arts and Culture, had been tasked with compiling progress reports on all the projects funded by the Department of Arts and

Culture's Investing in Culture Programme for each municipality in order to submit a quarterly report to the Department of Public Works' Expanded Public Works Programme (EPWP). The researcher has also been a resident of Kagiso for 24 years and has relatives living in the Kagiso hostel. When researchers conduct sampling, they select interviewees who will represent the target population. It is essential that researchers seek the consent of the sampled interviewees to participate in the study (Reinard 2001:240). This is based on the ethical considerations to which each researcher should adhere (see section 1.11 of the study). Another reason is the fact that the data collected from the sampled interviewees will be used to draw conclusions and generalise the results to the population (Reinard 2001:240). As mentioned in sections 1.7 and 1.7.1, the researcher in this study used systematic sampling to identify the participants who participated in this study. According to Cox & Donnelly (2011:30), systematic sampling implies choosing participants according to a predetermined schedule of time intervals, numbers or distance in order to avoid systematic errors. Systematic sampling is discussed in section 4.4(d) while the issue of research methodology is discussed in the next section.

4.3 Research methodology

As mentioned in section 1.7 of this study and section 4.1, research involves the carrying out of numerous activities in order to find solutions to the research problems identified through the collection of data, the analysis of the data which has been collected and the writing of research reports. Researchers need to use research designs, research methods and research tools in order to validate their findings (see section 4.1). A research methodology outlines the research methods and research tools that are employed in conducting a research study (Du Plooy 1995:16). This view is supported by Blaxter *et al.* (2010:59) who state that methodology relates to the tools used in data collection and the data analysis techniques such as questionnaires and interviews. Thus, the methodological approach underpins the research. The reason for this is that an interview that is conducted in accordance with a qualitative methodology or approach will have a different purpose and produce different data as compared to an interview that is conducted in accordance with a quantitative methodology or approach. However, it should be noted that, as mentioned in section 1.7, both quantitative and qualitative research approaches elucidate the research problems. This study employed mixed research methodologies, qualitative

and quantitative research approaches and data collection tools such as a semi-structured questionnaire, semi-structured interviews, observation, informal meetings and sampling in order to gather the primary data.

The quantitative research methodology employed in this study answered the quantitative questions (closed questions) while the qualitative methodology answered the qualitative questions (open-ended questions). The qualitative research approaches employed in this study included the case study, evaluation study and discourse analysis and are discussed in sections 4.3.2.1, 4.3.2.2 and 4.3.2.3 respectively. As mentioned in section 1.7.2, observation, semi-structured interviews, semi-structured questionnaires, informal meetings and sampling were used as the primary data collection instruments for the purposes of this study and are further discussed in section 4.4. Secondary sources such as the progress reports on the hostel redevelopment programme and the minutes of the hostel steering committee meetings should have been used to collect secondary data (see section 1.7.2) in order to further verify and validate the findings of the study. However, this was not possible as the researcher was unable to obtain assistance in this respect from either the MCLM or the Gauteng Department of Local Government (GDLGH).

As a result of the fact that housing is a basic service (see discussion in section 2.2.1.2) the researcher regards the hostel redevelopment programme as a social intervention. The reason for this is that social interventions are studied in order to establish whether they have been properly implemented in terms of the intended outcomes and benefits for the targeted group (Babbie & Mouton 1998:90). In this study, such programmes as social interventions include the hostel redevelopment programme. This was yet another reason for employing the evaluation study in this research study. Qualitative researchers interpret the data they have analysed so as to generate meaning. In order to make sense from participants' experiences, researchers need to understand how factors in the participants' lives interacted so as to result in their present situations. It is, thus, essential that these interactions be detailed in the context of their happening. In this study, these interactions reflect the failure of the MCLM to implement the hostel redevelopment programme effectively in order to provide adequate houses for the Kagiso hostel dwellers. However, researchers need to be cautious when generating meaning because participants' lives also involve emotional factors. Meaning making depends on language used by speakers or

writers (Seidman 2006:18–19). The importance of language is discussed under discourse analysis in section 4.3.2.3, while quantitative research methodology is discussed in section 4.3.1 below.

4.3.1 Quantitative research methodology

As mentioned in section 1.7.1, quantitative research is based on theory which can be tested by qualitative research. According to Bryman (1988:159), quantitative techniques include multiple choice questions and rating scales. These quantitative techniques were also employed in this study to answer the closed-questions contained in the semi-structured questionnaire which was used to collect data. Thus, the closed-questions provided quantitative data for the study. In quantitative research, the data are in the form of numbers (Blaxter *et al.* 2010:65). These numbers are used by researchers to describe some aspects of the research problems or research questions (Coldwell & Herbst 2004:15). In this study, the numbers that were produced by the quantitatively analysed data were used to illustrate the results in graphical form. These numbers were also used in the interpretation of the qualitatively analysed data in order to generate meanings from the findings. Quantitative research assists in establishing that the sampled participants do, indeed, represent the target population so that the findings of the research may be generalised to this population (Bryman 1988:116–117). In this study, the sample was drawn using systematic sampling. Systematic sampling produces quantitative data because it entails selecting the *n*th case where, in most instances, *n* represents a number (Bryman 1988:170). Quantitative data assist quantitative researchers to analyse the quantitative information produced by their research studies (Bryman 1988:135). In this study, both quantitative and qualitative data were analysed using SPSS version 21 (see section 1.7).

4.3.1.1 Survey

A survey is one of the quantitative approaches that may be used to generate quantifiable data that represent the population in question (Bryman 1988:11). Surveys are used to gather information about individuals. These surveys are generally standardised to ensure their reliability and validity. This standardisation is important because the results of surveys are generalised to the broader population. Surveys are composed of structured questions that produce quantitative data

(Yin 2009:109). Surveys may be administered in different ways with the most common way being the structured interview using a structured questionnaire. In such an instance, the researcher will ask each participant the same questions. This study used semi-structured questionnaires containing both open and closed questions. Quantitative and qualitative methods are used by researchers to examine the same research problem or question (Bryman 1988:131). Quantitative and qualitative methods complement each other (Collins, Du Plooy, Grobbelaar, Puttergill, Terre Blanche, Van Eeden, Van Rensberg & Wigston 2000:91). In this study, the results produced by the quantitative questions complemented the results produced by the qualitative questions contained in the semi-structured questionnaires and assisted the researcher to explain the findings of the study. The findings are discussed in section 6.3. Surveys involve either systematic observation or systematic interviewing. In this study, systematic sampling was used to select the sample for the study (see table 4.1).

4.3.2 Qualitative research methodology

As explained in section 1.7.2 of this mini-dissertation the study also employed a qualitative research methodology in addition to the quantitative research methodology. The qualitative research approaches that were employed in the study included a case study, evaluation study and discourse analysis (see section 1.7 and section 4.3). These qualitative research approaches are discussed below. In most instances qualitative researchers work with a small number of people sampled from the population in question (Huberman & Miles 1994:27). The qualitative research approaches, namely, the case study, evaluation study and discourse analysis, and the survey as a quantitative research approach were used in this study in order to collect the requisite data and obtain answers for both the quantitative and qualitative questions which were contained in the semi-structured questionnaires used in the study.

4.3.2.1 Case study

As mentioned in section 1.7 and section 4.2, the case study is one of the qualitative research approaches that was employed in this study. A case study is aimed, among other things, primarily at an in-depth, analytical examination of a case (Bearfield & Eller in Miller & Yang

2008:87). A case study was used in this study because the case study provides both quantitative and qualitative evidence or data (Yin 2009:19). In addition, the case study is one of the qualitative approaches which may be used to evaluate programmes in order to determine the effectiveness of such programmes (Baker 1994:302). However, the primary purpose of a case study is to generate an in-depth understanding of a programme or a policy in order to acquire knowledge or information which may be valuable to policy developers, decision-makers and the communities affected (Simons 2009:21). This view is supported by Binza & Wessels (2012:1) who state that case studies assist public administration and management students to solve problems that affect societies and organisations while also equipping the students to be responsible public servants and good citizens.

According to Binza & Wessels (2012:1), the use of case study approaches by research students solves learning and teaching problems and this motivates both students and lecturers. As discussed in section 1.7, a case study focuses on studying a single case in-depth. In most instances, case study researchers conduct case studies with the purpose of exploring the uniqueness of a single case (Simons 2009:3). As a result of the fact that, in most instances, case studies involve communities, many case study researchers purposefully select samples that have similar or key characteristics as compared with the population in question (Reinard 2001:293). The results of case studies are not generalisable (Mertens 2009:173). In this study, the Kagiso hostel was purposefully selected as a case study (see section 1.7) in order to contextualise the results of the study to the Mogale City Local Municipality. Case studies serve an excellent purpose in both transformation and evaluation research because the data collected is used, in most instances, for social transformation purposes (Mertens 2009:173).

In addition, the case study provides both detail and contextual factors that may influence the implementation and outcomes of programmes, projects, policies and even new systems (Mertens 2009:293). This may be linked to the fact that the case study in public administration and management assists researchers to focus on actions and on the interpretation of people in their economic, political and administrative environments (McNabb 2010:91). The researcher is of the opinion that South Africa needs more case study researchers because, as discussed in section 3.2, the country is still in its transformation process while it is also contributing to international

systems such as the UNPAN (see section 2.4). Such research may yield effective results which may contribute effectively to service delivery. The three types of case studies that are widely used include intrinsic, instrumental and collective case studies. In the intrinsic case study researchers have an interest in a particular case itself while, as regards, the instrumental case study, researchers choose a specific case in order to explore an issue or research question or to gain insight into or understanding of such chosen case. Researchers use the collective case study for studying several cases in order to form a collective understanding of an issue or question (Stake 1995:3-4). This study used the intrinsic case study in order to gain an understanding of the implementation of the hostel redevelopment programme in the Kagiso hostel and the programme's outcomes. When using the case study to evaluate a programme, project or policy, it is essential that researchers be responsive to multiple stakeholders and audiences. The reason for this is that, in many instances, the results of evaluation studies determine who gets what in a society, when resources will be reallocated and how to balance the interests of all beneficiaries fairly (Simons 2009:22). In addition to the aims of the researcher when using the case study and as mentioned in section 1.7 and section 4.2, was to gain a more valuable perspectives of the participants and the researcher was the main instrument as regards the data gathering, interpretation of the data which had been and the writing of the report for the study. This is the case as the researchers are the main instruments of data gathering (Simons 2009:4).

4.3.2.2 Evaluation study

An evaluation study focuses on the assessment of social interventions and generally addresses the question of how and with what the aims of an intervention study are realised and the undesirable side-effects that may have occurred (Flick 2011:78). According to Simons (2009:17), an evaluation study is inherently political because it is concerned with the distribution of power, allocation of resources and provision of social opportunities in societies. This is, in fact, the role of politicians because politics is concerned with the exercise of power which, in turn, results in providing services to all the citizens of a particular country (Babbie & Mouton 1998:527). In this study, this reality is manifested through the evaluation of the implementation of the hostel redevelopment programme of the Kagiso hostel in order to determine the

programme's effectiveness in addressing the housing challenges facing the Kagiso hostel dwellers. This may also be linked to the fact that evaluation provides information that is valuable to the decision-making processes which are beneficial to societies (Simons 2009:22). The researcher is of the view that the decision-makers, who are, in most instances, politicians should take the results and recommendations of evaluation and other research studies seriously. For a country such as South Africa, that has been faced with major service delivery protests and demonstrations after the introduction of various service delivery programmes, projects, frameworks and models after the democratic government had come into power in 1994 (see section 2.3), evaluation studies may contribute significantly to service delivery. Evaluation studies are also used to assess the worth of programmes, improve the performance of both programmes and organisations as well as generate knowledge about policies and programmes and compliance with programme directives such as mandated standards, regulations and rules. In addition, evaluation studies assist management to improve programmes, acquire knowledge about the effects of programmes and provide inputs to decision makers about the funding, structure and administration of programmes and responses to political pressures. The goal of an evaluation study is to reduce or prevent social problems, improve social conditions and alleviate human sufferings. Evaluation studies also assist in the assessment of ongoing or completed projects, programmes and policies which have been implemented. In addition, evaluation studies also provide useful information which should enable target groups and donors both to incorporate the lessons learnt and to improve decision-making processes involved in ongoing and similar future programmes (Weiss 1972:4).

Evaluation studies also complement monitoring. If the set objectives of a particular ongoing programme are not achieved, then it is essential that evaluation be conducted in order to determine the causes of the failures. An evaluation study addresses the policies, programmes and practices or performances which should be monitored. However, it should be noted that policies provide an indication of the way in which the resources required for a programme should be allocated. In this study, the relevant programme is the hostel redevelopment programme. A programme offers concrete representation of how a given policy may be realised in terms of specific activities and the resources provided to a particular population. Policies also establish guidelines on how to formulate programmes and design project while programmes contain the rules for implementing projects. Projects may be regarded as the building blocks of programmes

(Cloete, De Conning & Wissink 2006:215-216). In this study, the Kagiso Hostel Redevelopment Programme contained the rules or guidelines on the way in which the Kagiso hostel dwellers should be provided with adequate houses. If evaluation is to be effective, then it is essential that the evaluators be able to distinguish between worthwhile social programmes and ineffective programmes in order to achieve the desired results. Social programmes are those programmes which are designed to benefit communities by improving their living conditions or addressing their social problems (Freeman, Lipsey & Rossi 2004:3). This view is supported by Posavac (2011:50) who states that social programmes, like public housing programmes, are designed to provide adequate housing to poor people at an affordable cost in order to improve their living conditions. In societies such as South Africa with democratic governments, social programmes and policies evolve in response to social problems (Juleness, Henry & Mark 2000:27). However, it should be noted that a programme consists of a group of projects which are managed in a coordinated manner in order to achieve better results (Burger, Knipe, Nell, Van der Waldt & Van Niekerk 2002:12).

For the purposes of this study the Kagiso hostel redevelopment programme is regarded as a social programme which is aimed at addressing the housing problems of the Kagiso hostel dwellers. When designing a housing programme, the focus should be on practices which result in effective and efficient service delivery (Freeman *et al.* 2004:7). The Kagiso hostel redevelopment programme is a social programme which is aimed at providing adequate housing for the Kagiso hostel dwellers. In most instances evaluation studies or research integrate social policies and public administration and public management functions (Freeman *et al.* 2004:10–11). As mentioned in section 2.4 of this study, South Africa's public administration functions are aimed at promoting a good life for all the country's citizens.

One of the questions which programme evaluation endeavours to address is whether the programme succeeded in addressing the actual needs of the intended beneficiaries or target group (Babbie & Mouton 1998:335). Thus, researchers try to find answers to questions regarding the programme's successes, effectiveness and the realisation of set objectives and also whether the intended beneficiaries have been reached in the most effective and efficient manner (Babbie & Mouton 1998:337). It must be taken into consideration that programme evaluation is widely

practised in the context of policy, programme management or client advocacy and the assumption is that there is an audience who is interested in reviewing and perhaps using the findings (Freeman *et al.* 2004:10–11, 20). When evaluating the implementation of a programme, the researcher is trying to determine whether the programme was implemented as designed, whether the programme serves the target beneficiaries and whether the necessary programme administration capacity and infrastructure is in place to support the programme implementation (Babbie & Mouton 1998:341). The effective implementation of a programme depends on its design. It is essential that the programme design reflect the intended operations and services that should be responsive to the social problems and needs identified, and also how to address the social conditions in question (Freeman *et al.* 2004:79). The researcher is of the view that good planning depends on the good design of a programme. When planning programmes such as the Kagiso Hostel Redevelopment Programme it is important to project from the current circumstances into the future because a problem that currently needs an intervention may not need the same intervention in the future and it is, thus, vital that the programme planners take such trends into account (Freeman & Rossi 1989:95; Julness *et al.* 2000:7 & 13; Freeman *et al.* 2004:34; Kusek & Rist 2004:11-15). Programme evaluation is used for different purposes, including the evaluation of social programmes such as the Kagiso Hostel Redevelopment Programme. One of the purposes of programme evaluation that contributes to this study involves reducing or preventing social problems, improving social conditions, alleviating the human suffering which is often associated with hostel living conditions and improving service delivery. Some of the aims of an evaluation study are discussed below.

4.3.2.2.1 Purposes of an evaluation study

As mentioned in section 4.3.2.2, the goals of an evaluation study may include preventing social problems, improving social conditions and alleviating human sufferings. The researcher believes South Africa as achieving these goals because the democratic government, which came into power in 1994, has introduced various service delivery programmes, projects, frameworks and models (see section 2.3). As mentioned in sections 1.1 and 1.4, one such programme is the hostel redevelopment programme which was adopted in 1994 and implemented at the Kagiso hostel in

the MCLM. The main purposes of an evaluation study include (a) assisting programme implementers by analysing reasons why the programmes implemented have not achieved the intended results (b) assisting programme implementers in assessing specific causes which contributed to either the failure to achieve or the achievement of the intended results (c) assisting programme implementers to examine the implementation of a programme and decide on the lessons learnt (d) assisting programme implementers by highlighting either the accomplishments of a programme or its potential to accomplish the intended results and by offering recommendations for improvement (Kusek & Rist 2004:11–15; Freeman *et al.* 2004:34; Juleness *et al.* 2000:7, 13). However, programme evaluation is an ongoing process which should be undertaken both during the implementation and after the completion of a programme or project (Babbie & Mouton 1998:335–337). Evaluation may provide useful information which will enable target groups and donors to incorporate the learnt lessons and improve the decision-making processes in the future. Based on the saying that “knowledge is power”, the researcher employed also discourse analysis in the study in order to generate more knowledge on housing. Discourse analysis is discussed below in section 4.3.2.3.

4.3.2.3 Discourse analysis

As explained in sections 1.7, 4.2 and 4.3, discourse analysis is one of the qualitative research approaches which was also employed in this study in order to generate more knowledge on housing. According to Gee (1996:viii), discourses are ways of behaving, interacting, valuing, thinking, speaking, reading and writing which are accepted by a specific group of people as the forms of living produced by social histories. This view is supported by Locke (2004:7) who defines discourses as the social products of social histories because social ways (behaving, interacting, valuing, thinking, speaking, reading and writing) originate from history.

The public housing problem currently facing the democratic government in South Africa originated from the period predating 1994 (see sections 1.2 and 2.2.1). However, the researcher believes that the language used to describe the housing challenges of black people before the democratic government came into power in 1994 differs from the current language which is used to describe a house. Before 1994, a house was defined in terms of its structure without taking

into account the fact that the housing services that had to be provided. This may, however, be the result of the way in which people interpret spoken and written texts. Interpretations of texts depend on the language used by either speakers or writers and are closely allied with the analysis of words. The analysis of words is possible if the analyser knows the language which is used in the text. There are many different ways of describing the same event, talk or information. Georgakopoulou & Goutsos (2004:1) maintain that people communicate through language which is made up of sounds, words and sentences. With the usage of language, people do things and perform actions. Thus, sentences are utterances (expressions in words) and communicative units which are used in a particular context to perform a particular function (Georgakopoulou & Goutsos 2004:3). People are not able to perform a particular function without understanding the language used in a text (written or spoken) because discourse, in terms of its simplest definition, means an official, extended discussion on a topic in order to convert words into meaningful statements (Young 2008:35). However, it should be noted that these discussions depend on the language skills of the discourse analysts (Babbie 1992:89).

In this study the researcher discussed discourse analysis in chapter 3 with the aim of either expanding existing knowledge or generating more knowledge on housing using the research results of other housing scholars. In addition, chapter 2 of this study also contained a literature review of relevant literature on the provision of public housing in South Africa. Discourse analysis uses textual data such as documents, transcripts, speeches, mission statements, annual reports and signs in order to generate meanings. This is possible by critiquing other studies on the topic in question. However, it should be noted that critiquing does not mean completely demolishing the previous work of a scholar but, rather, that relevant literature on the topic being studied must be selected in order to acquire knowledge on which to base arguments and make connections between various sources (Ridley 2008:119).

This view is supported by Meyer & Wodak (2010:7) who state that critique does not mean being negative but that it means interconnecting issues to make them both visible and real. This depends on the dialectical (way of thinking and arguing) abilities of the analysts and the method they use to analyse the data in order to accurately generate meanings. According to Meyer & Wodak (2010:12), critical discourse analysis is the study of social phenomena using multiple

disciplines and multiple methods as any social phenomena is open to being critically investigated and challenged in order to bring change to societies. In this study multiple methods and data collection instruments were employed in order to critically analyse the outcome of the implementation of the Kagiso hostel redevelopment programme. In most instances, critical discourse analysts use discursive arguments to defend and modify their argumentative positions (Meyer & Wodak 2010:36). For the purposes of this study, the transcripts of other discourse analysts were considered to generate knowledge on the provision of public housing in South Africa.

Text is the basic unit of analysis, while the language in the text is the focus of study (Georgakopoulou & Goutsos 2004:6–8). According to Georgakopoulou & Goutsos (2004:16), it is essential that text is interpreted within its context because its purpose and function needs to be understood on the basis of its speech type and the reasons why it was created. Texts are elements of social events and they bring about changes in societies (Fairclough 2003:18). Change in societies is often the product of the interaction and acts of people which result from either spoken or written texts (Fairclough 2003:21). Texts are made up of words and this is the reason why analysts use conversations to speak of their results and they use texts to record their results. According to Locke (2004:11), language is the heart of critical discourse analysis. For the purposes of this study, text was considered as data and was used to record the findings, suggest recommendations and report the concluding remarks of the study.

The findings of this study are discussed in section 6.3 of chapter 6. The researcher is of the view that analysis is not possible if the analyst does not know the language which is being used because the results of the analysis must be interpreted in order to generate the meanings which are widely used in qualitative research (Ryan 2010:1). Analysis involves the breaking up of data into manageable themes, patterns, trends and relationships because the aim of analysis is to understand the various elements of the data through an inspection of the relationships between concepts, constructs and variables and also to determine whether there are patterns that may be identified in order to establish the themes. In this study the researcher analysed the data collected using SPSS version 21. The researcher then interpreted and generated the meaning of the

analysed data and produced the results that are discussed in chapter 5. Research instruments are discussed in the next section.

4.4 Research instruments

The research instruments that were used to collect the data in this study include semi-structured interviews, semi-structured questionnaires, observation and informal meetings (see sections 1.7.2 and 4.2). These research instruments are discussed below.

(a) Interviews

Interviews assist researchers to understand the perspectives of the research participants on the matters being studied (Blumenreich & Falk 2005:97). In most instances, researchers use interview guides and questionnaires which contain lists of questions. Answers provided for open-ended questions lead to various questions that are related to the research topic and further provide long detailed answers (Blumenreich & Falk 2005:99). If the interview is semi-structured, then the researchers should conduct face-to-face interviews but, for structured interviews, questionnaires may be distributed to the participants because participants have to choose answers from the closed-ended questions provided. Face-to-face interviews help interviewers either to change or to modify questions during the semi-structured interviews in order to obtain relevant answers to the questions asked (Blumenreich & Falk 2005:98). The aim of the face-to-face interview is to ensure that the participants reconstruct their experiences in such a way that these experiences correspond with the topic being studied (Seidman 2006:15).

According to Mertens (2009:292), interviews yield transcripts. The researcher agrees with this assertion because, during interviews, in particular, face-to-face interviews, the researchers have the opportunity to probe for more information and they may even discover new and valuable information which they had never even considered. Interview transcripts also provide data arising from the non-verbal actions of the interviewees. In addition, semi-structured interviews may bring to light additional problems which would justify further studies or new research projects. In fact, this was the researcher's own work experience when she interviewed public

service users at service delivery points and also in this study and this is the reason why the researcher suggested further areas of study in section 6.5. Additional problems that arise from semi-structured interviews as mentioned above may be the result of the freedom which the interviewees (public service users) had to tell their lived experiences or stories (Mertens 2009:249).

Interviews are the result of fieldwork. In most instances researchers conduct interviews in the field in order to acquire in-depth knowledge about the daily experiences of the interviewees (Reinard 2001:183). Interviews, in particular, face-to-face interviews are especially useful because it is difficult for the interviewees to ignore any questions with which they do not feel comfortable. It is also difficult for the interviewees to ignore the questions posed by the researchers. In addition, when conducting face-to-face interviews the researchers may also record the non-verbal actions of the interviewees which would not have been included in the questionnaire. Researchers use interviews in order to obtain answers to questions from the interviewees. In this study, the researcher conducted face-to-face interviews in order to obtain answers by using semi-structured questionnaires. In general, the same questions are contained in the questionnaires which are used for conducting interviews. However, new questions may emerge from the answers provided by the interviewees or participants (Reinard 2001:238). This often happens when researchers conduct semi-structured and unstructured interviews.

During interviews the interviewers pose the questions that are contained in the questionnaires or interview schedules and they then record the respondents' answers either by writing them down or by recording them electronically (Baker 1994:174). Open-ended responses must be coded before they may be processed for computer analysis (Babbie 1992:147). As discussed in section 1.7, Statistical Package for Social Sciences (SPSS) version 21 was used to analyse the data collected in this study. The researcher's main role during the interview is to collect data and, thus, the researcher leads the discussion by asking questions and probing for more and deeper responses (McNabb 2010:99). On the other hand, the interviewees provide answers and sometimes elaborate on their answers without any guidance from the interviewer. It is essential that the interviewer be a good listener, know how to pick out key points from the mass of data produced by the interview creatively and keep the interviewees focused on the topic of interest

(McNabb 2010:99). During the interview, the researcher must record key topics for later elaboration and probe for additional information (McNabb 2010:102). In this study, the answers from the questions and the further probing were recorded and also used to ascertain areas for further study. In the next section the topic of questions is discussed because the researcher is of the opinion that the issue of questionnaires was explained in-depth in section 1.8(b). Thus, questions are discussed under the heading of questionnaires below.

(b) Questionnaires

Questions

In research questions are the primary means of dealing with the unknown and obtaining new information (Yeager in Miller & Yang 2008:46). It is essential that questions be brief and to the point so that interviewees do not become confused. In addition, the words used in the questions should be those commonly used by the interviewees in their daily lives. Researchers should avoid using words that have a strong emotional content. The questions in the questionnaires must include questions that will address the research concerns and which the researcher plans to use to analyse the data. Open-ended questions allow deeper inquiry and follow-up questions (Robbins in Miller & Yang 2008:256). When answering open-ended questions, the participants are allowed to answer the questions as they wish to, with no limits. According to Reinard (2001:238), demographic questions must be asked first during an interview. The reason for this is that such an approach enables the interviewees to feel comfortable and focused until the completion of the interview process. Thus, in this study the demographic questions were asked first. These questions focused on the socio-economic information or background of the participants. The researcher is of the view that the National Development Plan, vision 2030 is aimed at addressing the socio-economic problems or rights of every South African citizen thus why socio-economic information of participants is important

(c) Observation

As mentioned in section 1.8(c), observation is one of the data collection instruments which was used in this study. Observation is the most elemental unit of evidence (Gerring 2012:328). Observation assists researchers to gather information through hearing and seeing (Babbie 1992:54). Observation in case studies occurs in a natural setting (Simons 2009:4). Field notes should include the time, location and setting or context in which observations occurred and they should also be descriptive (Blumenreich & Falk 2005:92). In this study, tools mentioned in section 1.8 were used in order to collect the data. The researcher is of the opinion that researchers should conduct obtrusive observation because the participants will then realise that they are being observed and they may even provide data that they were not asked to provide. Obtrusive observation means that the participants know that they are being observed while unobtrusive observation – the opposite – implies that the participants are unaware that they are being observed (Johnson 2002:78). In this study obtrusive observation was used as a data collection tool. It must be remembered that the participants participated voluntarily in the study. However, in the case of data that are collected through unobtrusive observation the researcher is of the view that such data may be misleading because researchers may use their own thoughts to pass judgements on their interpretation of the situations being observed and no one would be available to clarify any unclear issues which were observed.

(d) Sampling

As mentioned in section 1.8(e) that the purpose of sampling is to obtain information from a sample that represents the population in question. It is essential that the sample be sufficient large. Sampling entails selecting events from a population (Reinard 2001:279). This view is supported by Johnson (2002:106) who states that a sample is a subset of units selected from a larger population in order to represent the population. According to Gerring (2012:81), samples are the chosen observations that represent the population while observations are the potential members of a larger population (Gerring 2012:328). It must be borne in mind that the data collected from sampling may be generalised only to the relevant population (Baker 1994:437; Babbie & Mouton 2008:275) because a sample is selected from a larger population that has the

same characteristics. The sample used in this study was selected from the Kagiso hostel. All the participants in the sample lived in the Kagiso hostel and, thus, the results produced by the data which had been collected and analysed were used to generalise the findings to all Kagiso hostel dwellers. It was also possible to generalise the results to all the public hostels in Mogale City Local Municipality because they (public hostels) had the same characteristics (see discussion in section 1.5). Based on the above, the Kagiso hostel was purposefully selected for this study because the results may be contextualised to the MCLM not generalised to all local municipalities in Gauteng province (see section 1.7).

As also mentioned in section 1.8(e), the participants in a study should be experienced and knowledgeable in the area that is relevant to the topic of the interviews and in which is of interest to the researcher. When the researcher interviewed the sampled participants for the purposes of this study, the data became saturated. This may be the result of the extent of knowledge of the sampled participants about the Kagiso hostel. Saturation means that no new information is emerging and that the interviewer is being provided with the same answers. Data reaches saturation point when the interviewer is provided with the same information over and over again by different interviewees (Rubin & Rubin 2005:65). In this study the researcher had intended to interview 320 participants but the data reached saturation point once 270 participants had been interviewed. The 320 participants had been selected through systematic sampling (see section 1.8(e)). The sampling interval in the study was 6. However, it should be noted that, in systematic sampling, the first number is the starting point and this number is randomly selected (Du Plooy 1995:260). The systematic sampling procedure that was used to select the sample size is illustrated in table 4.1 below.

	Family type unit 1	Family type unit 2	Family type unit 3	Family type unit 4	Family type unit 5
	1 room	2 rooms	3 rooms	4 rooms	5 rooms
	1 kitchen	1 kitchen	1 kitchen	1 kitchen	1 kitchen
	1 bathroom and toilet	1 bathroom and toilet	1 bathroom and toilet	1 bathroom and toilet	1 bathroom and toilet
TOTAL NUMBER OF UNITS PER CATEGORY	1126	499	155	50	22

				TOTAL NUMBER OF UNIT PER CATEGORY	%	n	Systematic Sampling kth unit
Family type unit 1	1 room	1 kitchen	1 bathroom and toilet	1126	60.8%	19 5	6
Family type unit 2	2 rooms	1 kitchen	1 bathroom and toilet	499	26.9%	86	6
Family type unit 3	3 rooms	1 kitchen	1 bathroom and toilet	155	8.4%	27	6
Family type unit 4	4 rooms	1 kitchen	1 bathroom and toilet	50	2.7%	9	6

unit 4			and toilet				
Family type unit 5	5 rooms	1 kitchen	1 bathroom and toilet	22	1.2%	4	6
				1852	100.0 %	32 0	6

Table 4.1 Systematic sampling procedure employed to select the sampled participants from the Kagiso hostel

Source: Compiled by Andries Masenge (statistician) 2012.

(e) Informal meetings

As mentioned in section 1.8(d), informal meetings often deliver significant benefits. Accordingly the researcher held an informal meeting with an informant of the MCLM on 15 October 2012 to gather information about the challenges encountered during the implementation of the hostel redevelopment programme. The informant highlighted the fact that budget constraints had severely hampered the process. One of the main contributing factors to these budget constraints was the fact that some of the contracted housing service providers had not provided either the expected or agreed upon quality services. On 15 November 2012 the researcher held another informal meeting with two informants from the Kagiso hostel. According to these two informants the hostel redevelopment programme (*process 1*) had started in 2001 while the CRU programme (*process 2*) had started in 2008. Some of the family units built in terms of *process 2* were almost complete (see Annexure F). However, as a result of delays in the completion of the conversion of the demolished blocks into family units and the appalling living conditions of the hostel dwellers, the affected hostel dwellers had been provided with containers for accommodation. However, the block 5 and block 6 hostel dwellers had refused to move into the containers that were supposed to accommodate them on a temporary basis. According to these two informants the upgrading process had been successful because the Kagiso hostel had been in a terrible state with every open space a dumping area, the hostel was stinking, some of the rooms flooded during rainy seasons, there was no electricity and the hostel dwellers had sometimes been forced to live without water for days.

(f) Triangulation

As mentioned in section 1.8(f), triangulation implies the use of multiple data collection instruments. Thus, as mentioned in sections 1.8 and 4.4, this study employed multiple data instruments. The data collection tools used enabled the researcher to explore, describe and explain the hostel redevelopment programme in-depth. When researchers explain a phenomenon they are trying to determine the reasons why the said phenomenon either happened or did not happen, when they describe a phenomenon they are trying to determine why and how the phenomenon was established or introduced, and when they explore a phenomenon they are trying to determine the extent to which the established phenomenon happened (Collins, Du Plooy, Grobbeelaar, Puttergill, Terre Blance, Van Eeden, Van Rensberg & Wigston 2000:93–95). In addition to the data collection tools used in the study, the researcher conducted a literature review in order to understand the origin of hostels, the reasons for the introduction of the hostel redevelopment programme and the outcome of the implementation of the programme in the Kagiso hostel. Thus, by so doing, the researcher succeeded in explaining, describing and exploring the hostel redevelopment programme by using the Kagiso hostel.

4.5 Validity and reliability of the study

Validity in research studies establishes whether the data collected presents, reflects or provides a concrete picture of what is being studied. Thus, validity ensures the accurate interpretation and generalisation of the results of the study. This implies that the results may be validated, both internally and externally (Du Plooy 1995:31). On the other hand, reliability implies consistency across repeated tests. If the tests which are repeated produce the same results then the procedure which was used to conduct the tests is deemed to be precise (Gerring 2012:83). Thus, reliability in research studies implies that the research results are replicable and consistent, provided the same data collection method is used to collect the data and the conditions under which the data were collected are the same. If the method and conditions were not the same then the results cannot be said to be reliable (Du Plooy 1995:31). This view is supported by Posavac (2011:80) who states that reliability implies consistency of that information that a measure produces for the same person in the same situation. Posavac also states that, if different observers describing the

same phenomenon report similar levels of variables and not the same levels, then the observation procedure is unreliable. If the method used to collect data is reliable than anybody using the same method at one other time would come up with the same results (Du Plooy 1995:31). As mentioned in section 1.11, it is essential that researchers conduct their research studies in an ethical way and, thus, ethical considerations in research are discussed below.

4.6 Ethical considerations in research

As mentioned in section 1.11, ethics is about choosing what is right from wrong. This also applies to researchers. For example, when researchers conduct face-to-face interview, in most instances, a sense of closeness between the researcher and the participants is created. This is the main reason why ethical research committees are established by universities, departments and institutions to deal with ethical research infringements. The University of South Africa (Unisa) also has research committees that deal with ethical research issues. It is a requirement of universities that the research proposals of research students are approved before the research students commence with their research studies. In this study the researcher's proposal was approved by the research committee of the Department of Public Administration and Management at Unisa in 2010. The ethical issues that were employed in this study are discussed below.

4.6.1 Ethical issues

As mentioned in sections 1.11 and 4.6, a research proposal must be approved before a researcher commences with the research study. Approval of a proposal is an ethical requirement that is carried out by the ethical committee of the university, department or institution at which the researcher intends to enrol for research studies. This is particularly relevant for social research students). The main function of the above mentioned department's ethics committee at Unisa is to check whether or not the proposed research proposal/work infringes laws applicable to the topic being researched or those who will be affected by the research study. However, researchers should also take into account the fact that ethical issues arise throughout the research process including during the analysis and interpretation of the data which has been collected. Ethics also

has methodological implications for research that affects human beings or is intended to improve social justice. It is for these reasons that the researcher requested permission to conduct this research study from the municipal manager of the Mogale City Local Municipality and from the Gauteng Department of Local Government and Housing. Permission to conduct the study was granted (see Annexures A and B respectively). The summary and interpretation of the results of the data analysis were also e-mailed to certain officials at the MCLM and the GDLGH for comment or input before the researcher embarked on the writing up the research findings. The first draft of the report was submitted via e-mail to all the relevant officials for input and argument. However, it should be noted that ethical concerns are not solely about the protection of the research respondents or beneficiaries but is also about the safety and the wellbeing of the researchers. Researchers should ensure that they are safe when meeting their research stakeholders or conducting observations by telling either a friend or relative of their whereabouts (Blaxter *et al.* 2010:167–168). The researcher employed a young, male hostel dweller to assist with the data collection, to ensure easy access to the hostel dwellers and for the purposes of safety.

Ethical issues such as confidentiality, anonymity and voluntary participation were all observed in this study. These ethical issues were communicated to the participants on the first page of the questionnaire and also verbally communicated to every participant before the interviews commenced. Most of the participants were not, however, pleased about the fact that their personal details would be kept anonymous. The researcher is of the opinion that this was indicative of their anxiety to meet the municipal manager and also indicated their disappointment about the way in which the Kagiso hostel issues were being handled. Some of the participants felt that, if they could meet the municipal manager and inform him that they are going to vote for the Democratic Alliance (DA) in 2014 if the family units were not completed before the 2014 general elections, their housing problems may be alleviated. Anonymity is often linked to confidentiality. If confidentiality has been agreed to by the researcher and the research participants, then the personal details of the research participants or respondents will never be revealed as the participants would have been promised anonymity (Blaxter *et al.* 2010:63). In this study, the participants' identities were not disguised because they had participated on a voluntary basis and had been given a guarantee that their personal details were not required.

According to Blaxter *et al.* (2010:164), researchers should ensure that the research participants understand what the researcher is doing and the reasons for conducting the research study. In addition, it is incumbent on the researcher to assure them that they have the right to freely withdraw during the interview process and to refuse to answer any questions with which they feel uncomfortable. This was, in fact, exactly what the researcher in this study did.

4.7 Conclusion

This study utilised a case study design using both quantitative and qualitative research methodologies and approaches (see section 4.2). Case studies provide both quantitative and qualitative evidence or data. The Kagiso hostel was used as a case study because the results produced by the data collection and analysis were contextualised to the MCLM and, also, the hostel redevelopment programme is a national programme. Thus, the Kagiso hostel comprised the population in this study while the unit of analysis employed in the study was the hostel redevelopment programme. Researchers conduct research studies in order to obtain either answers to their research questions or solutions to the research problems. In qualitative research qualitative research approaches are used to gather valuable data. Research involves several activities which include data collection, data analysis and the writing of research reports. In this study, qualitative research approaches such as the case study, evaluation study and discourse analysis were employed to gather valuable data that were used in validating the reliability of the results of the study. However, the study also adopted a quantitative approach, namely, the survey. Various data collection instruments were used in the study (see sections 1.8, 4.1 and 4.4). Systematic sampling was used to determine the size of the sample used in the study (see table). It is essential that researchers adhere to the research ethics of their universities, institutions and departments during their research studies. The analysis and interpretation of the data which were collected is discussed in chapter 5. The findings of the study revealed that the hostel redevelopment programme has not yet been effective in addressing the housing challenges of the Kagiso hostel in the MCLM. These findings are discussed in section 6.3 of chapter 6.

CHAPTER 5

DATA ANALYSIS AND INTERPRETATION

5.1 Introduction

Chapter 4 of this dissertation contained a discussion on the research design and methodology employed in this study. The hostel violence in the 1990s left many public hostel blocks, including the Kagiso hostel, vandalised. However, during *process 1*, the Kagiso hostel was revamped. In 1994, the democratic government adopted the hostel redevelopment programme with the aim of upgrading the vandalised public hostels and either converting them into family units or demolishing them if it was going to be too costly to upgrade them (see sections 1.1 and 1.4). However, the study results revealed that 72,6% of the participants were still living in the old hostel blocks which had been built during the apartheid era. The main objective of this study is to evaluate the effectiveness of the hostel redevelopment programme in addressing the public housing challenges of the Kagiso hostel in the Mogale City Local Municipality (MCLM). The results revealed that both *processes 1 and 2* have not yet been effective in addressing the housing challenges of the Kagiso hostel dwellers. This chapter aims to answer the main research question and sub-questions through the analysis and interpretation of the study results. The administration of the questionnaires and the data analysis are also discussed in this chapter. The chapter concludes with a summary of the discussion.

5.2 Administration of the semi-structured questionnaires

A questionnaire is a document containing a set of questions (Bless & Higson-Smith 1995:107). In this study the researcher conducted face-to-face interviews with 270 participants. These face-to-face interviews were conducted from 21 to 28 November 2012 from 8h00 to 18h00. The researcher hired a male youth who lived in the Kagiso hostel to assist her in conducting the interviews. All the participants who were interviewed answered the questions posed during the interviews according to the best of their abilities. The purpose of the research study was explained to the participants in detail and they were given the opportunity to ask any questions

about the study. It was further explained to them before the interviews that they could withdraw from the interview at any time and also that they had the right to decline to answer any questions. However, as revealed by the field notes compiled by the researcher, no participant either declined to answer any questions or withdrew from the interview process. The face-to-face interviews assisted the researcher to obtain answers to all the questions contained in the questionnaire.

5.3 Data analysis

Data analysis is conducted after the completion of the data collection process (Gerring 2012:78). In quantitative research the data is in the form of numbers while, in qualitative research, the data is in the form of words (Blaxter, Hughs & Tight 2010:65). Qualitative data are produced by fieldwork. Fieldwork is a process of going out to collect the research data. Such research data are described as original or empirical because, without the researcher's engagement with the participants, it would not be possible to access such data (Gerring 2012:65). In this study the researcher used a semi-structured questionnaire to conduct face-to-face interviews with 270 (two hundred and seventy) participants. The Statistical Package for Social Sciences (SPSS) version 21 was used to analyse the data which had been collected. As regards the answers to the qualitative questions, the researcher coded them numerically to ensure that the SPSS version 21 produced accurate and effective results. In view of the fact that the SPSS version 21 was also employed to assist in answering the main research question and research sub-questions and realise the research objectives (see sections 1.5 and 1.6 respectively), analysis and interpretation of the results are discussed below. According to Bryman (1988:193), pictures or graphs are useful because they stimulate discussion. This view is supported by Stopher (2012:16–17) who states that graphical representations of data are extremely very useful, particularly as they help the understanding and assimilation of the data. Accordingly, the researcher used graphs to stimulate a discussion of the results produced by the SPSS version 21. The biographical information of the participants is discussed in section 5.4.1. The next section presents analysis and interpretation of the results.

5.4 Analysis and interpretation of the results

As mentioned in section 4.1, the fundamental goal of research, in particular, in public administration and management, is to help local government to become more effective and national government more efficient. The reason for this is that the research results may inform public life by providing a basis for both political and practical decision making (Flick 2011:4). This study employed a case study design. Case studies provide both quantitative and qualitative evidence (Yin 2009:19). The primary purpose of a case study is often to generate an in-depth understanding of a programme or a policy in order to generate knowledge or information which may be valuable to policy developers, decision makers and relevant communities (Simons 2009:21). Case studies provide information on detail and contextual factors that may influence the implementation and outcomes of programmes, projects and policies (Mertens 2009:293). The results of case studies are often used for social transformation purposes (Mertens 2009:173).

It emerged from the results of the data collection and analysis that the MCLM has provided basic municipal services under the hostel redevelopment programme while 27,4% of the participants have been provided with temporary relocation containers under the CRU programme. The CRU programme has replaced the hostel redevelopment programme (Thellane 2008:1–20). In order to facilitate the interpretation and understanding of the results of the data collection and analysis, the researcher deemed it fit to separate the hostel redevelopment programme and the CRU programme into two processes with the hostel redevelopment programme being referred to as *process 1* and the community residential units (CRU) programme being referred to as *process 2*. The researcher is convinced that the understanding of the results will be further strengthened by some of the observation results. The reason for this is that observation assists researchers to describe the observed incidents in detail and pass judgements (Blumereich & Falk 2005:92). Despite the fact that the participants had indicated that *process 1* had been 100% successful there is currently refuse around the street dustbins and some of the toilets are dirty while others are totally dysfunctional.

The majority of the Kagiso hostel dwellers who live in containers have turned the passages of their residential containers into dumping areas although street bins are just a few metres away.

Common problems experienced by the majority of the hostel dwellers include burst sewerage pipes which spill into their hostel blocks, leaking water taps and long grass while the hostel grounds are usually dirty and muddy (Dlamini 2009:3; Mpehle 2012b:220). However, the researcher is of the opinion that *process 1* had resolved the above mentioned common problems because she had observed only dumping and some dysfunctional toilets. In view of the fact that the MCLM had upgraded the Kagiso hostel the hostel dwellers should be responsible for ensuring that their hostel is always clean and that all the services provided are properly maintained. According to the researcher the hostel dwellers should also consider the financial implications of the upgrading processes. If hostel dwellers opt not to use the empty or half-filled street bins and rather to dump refuse around these street bins, who should be blamed?

5.4.1 Biographical information of participants

The biographical information of the participants was divided into strata. Strata are made up of subgroups of the sample, for example, age, gender, income among other things. These subgroups also occur in the population (Du Plooy 1995:58). This view is supported by Dan, Dietz & Kalof (2008:43) who state that strata are compiled by researchers through groupings of the population according to, among others, gender, age, ethnicity, and income categories, to ensure that specific or particular groups in a population are well represented in the sample. In this study the strata employed included gender, age, marital status, employment status, monthly income, province of origin, place of origin, country of birth, language and educational level. These strata are discussed below.

5.4.1.1 Gender

The hostels were built as single sex institutions to accommodate migrant workers for the duration of their stay in urban areas (Thurman 1997:43). The findings revealed that the Kagiso hostel accommodates both male (55,6%) and female (44,4%) hostel dwellers. This may be the result of the fact that, after the repeal of the influx control and segregative laws in 1986, most hostel dwellers brought their wives and children to live in the hostels illegally (Jooma 1991:105; Elder 2003:927). However, it should be noted that creating a non-sexist country is one of the visions of

the democratic government that came into power in 1994 (Williams 2000:17). The researcher is of the opinion that the number of males living in the hostels exceeds that of females because the apartheid government used the hostels to accommodate male migrant workers (Mpehle 2012b:214). The gender of the participants is illustrated in figure 5.1 below.

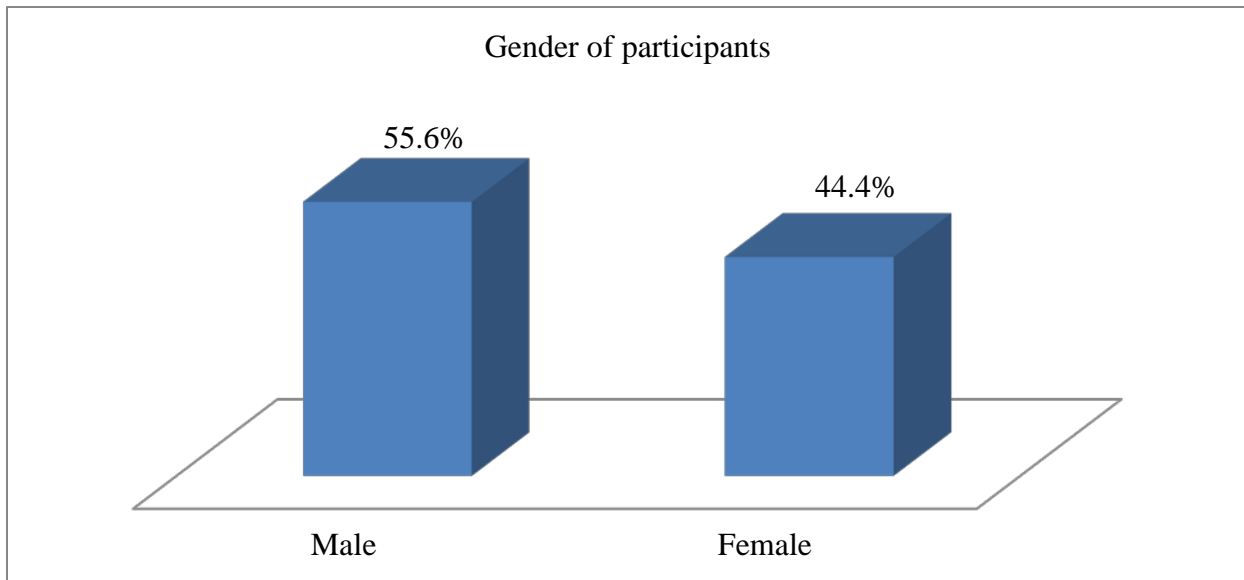


Figure 5.1: Gender of participants

Source: Compiled by the researcher, 2013.

5.4.1.2 Age of participants

Figure 5.2 indicates that 49,3% of the participants were between the ages of 30 and 45. The researcher is of the opinion that this may be as a result of the fact that 97% of the participants were from villages (see figure 5.7) and it may, thus, be assumed that they were looking for employment because 63,7% of the participants were unemployed (see figure 5.4). Another reason may be the fact that the findings revealed a 100% non-payment of monthly rentals or payment for basic municipal services. Figure 5.2 illustrates 28,4% of the participants were between the ages of 45 and 65, 21,9% between the ages of 18 and 30 and 0,4% only between the ages of 65 and 80. Migrant workers were regarded as temporary workers in urban areas but with permanent homes in their rural homelands (Wamala 2001:113). The researcher believes that the fact that 0,4% only of the participants living in the hostel were between the ages of 65 and 80 is

because the majority of the hostel dwellers move to their homes in the villages when they retire. The researcher also observed that some of the hostel dwellers were living in the rooms of their deceased relatives and this may explain why 49,3% of participants were between the ages of 30 and 45, namely, they had inherited their deceased relatives' rooms.

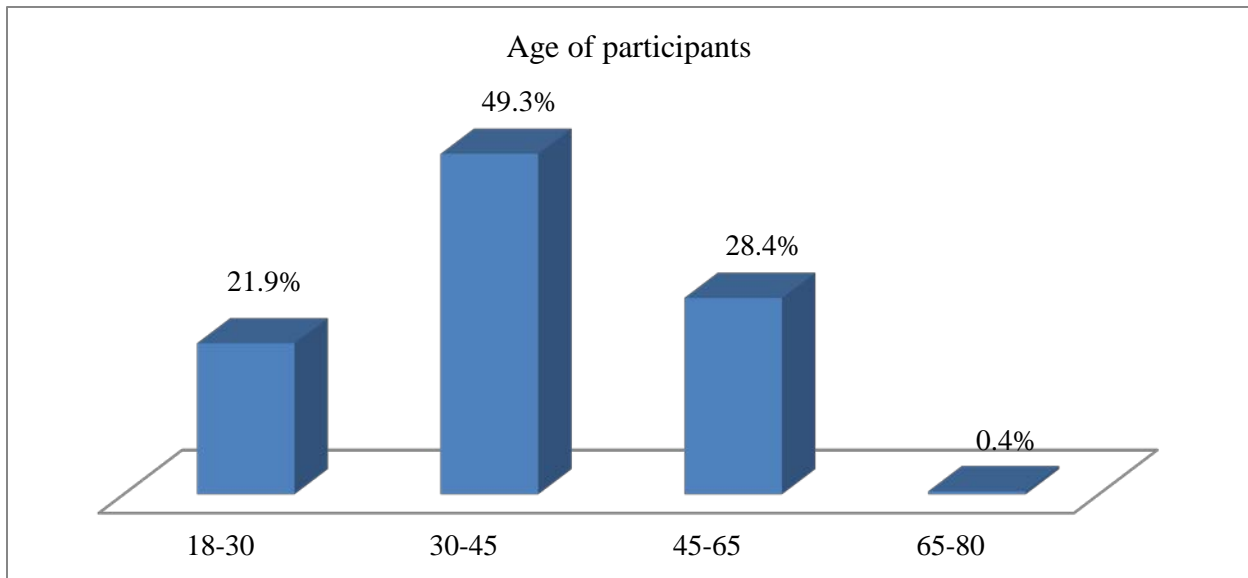


Figure 5.2: Age of participants

Source: Compiled by the researcher, 2013.

5.4.1.3 Marital status

Figure 5.3 indicates that 70,4% of the participants were not married. However, the researcher is of the opinion that some of the hostel dwellers regard themselves as single because they have either not marry their wives or husbands legally or they have not followed all the processes of customary marriages. However, the findings revealed that 23,0% of the participants were married, 5,9% widowed and 0,7% divorced. The researcher suggests that, when allocating the family units, the MCLM should give preference to those hostel dwellers that are living with their dependants. The study revealed that 33,3% of the participants were living with their dependants while the 76,1% who were not living with their dependants indicated that this was because there was no space for their dependants in their rooms. It should, however, be remembered that the migrant worker compounds were used as instruments to deny the migrant labour workers access

to resources such as permanent accommodation and residential space (Ramphela 1993:15). The researcher is of the view that, if black people had been provided with permanent accommodation in the urban areas before 1986, the majority of the hostel dwellers would now be living with their spouses, partners or dependants.

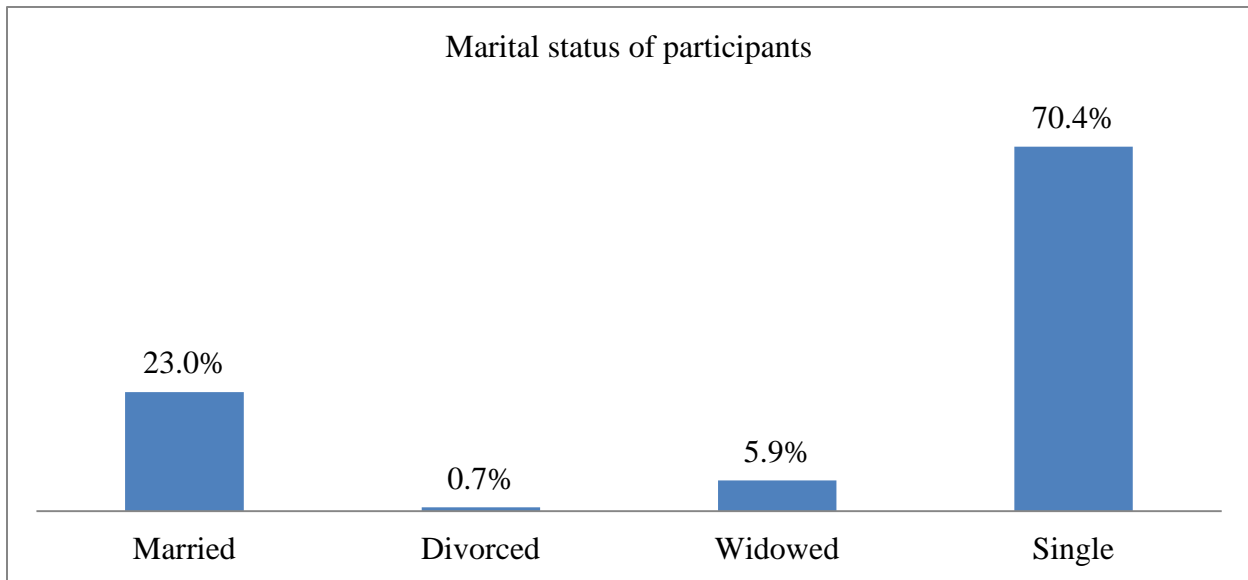


Figure 5.3: Marital status of participants

Source: Compiled by the researcher, 2013.

5.4.1.4 Employment status

Figure 5.4 illustrates that 63,7% of the participants were unemployed, 15,6% only in full-time employment and 17,7% in part time employment while 3,0% were self-employed. Before the advent of democracy in South Africa public housing was used to house public officials and people earning an income (Tomlinson 1990:20). Before democracy, the black authorities had financed housing using funds collected from selling African beer, fines, service fees and rentals (Morris 1981:25). However, the democratic government introduced housing subsidies when it came into power in 1994 with housing subsidies being the main instruments for financing the provision of housing to low-income earners (Tibaijuka 2009:65). The hostel redevelopment programme was introduced nationally as part of the national housing subsidy scheme of the Department of Housing, now Department of Human Settlements, in order to upgrade the public

hostels (Department of Housing 2000:1). The results of the study have revealed that *process 1* had been 100% successful, although 100% of the participants were not paying monthly rentals nor were they paying for basic municipal services. This implies that the Kagiso hostel dwellers are enjoying free accommodation and municipal basic services supplied by the MCLM, regardless of their income status.

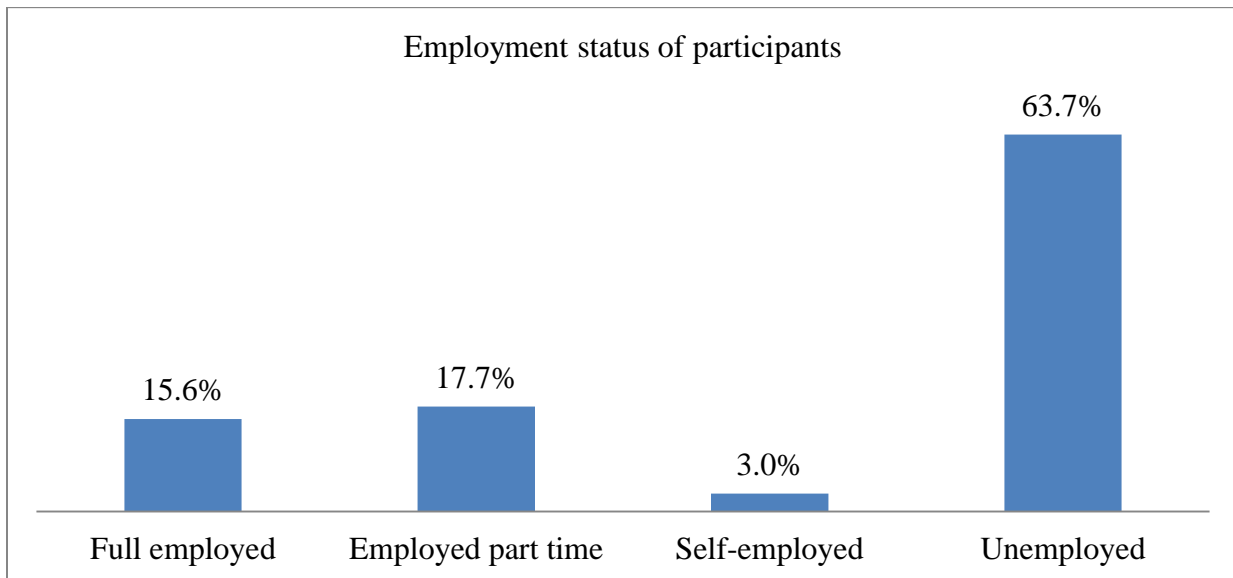


Figure 5.4: Employment status of participants

Source: Compiled by the researcher, 2013.

5.4.1.5 Monthly income

The results revealed that 69,3% of the participants were earning between R0 and R1 000, 22,2% between R1 000 and R2 500, 5,9% between R2 500 and R4 000 and 2,6% between R4 000 and R8 000 (see figure 5.5 below). During the apartheid era in South Africa the hostel dwellers paid a monthly rental to the hostel owners. However, the hostel redevelopment programme which was adopted by the democratic government in 1994 provides hostel owners with tenure options on hostels (Smit 2003a:13).

The hostel redevelopment programme was replaced by the community residential units (CRU) programme in 2004 (Department of Housing 2006:4). The CRU programme is referred to as

process 2 in this study and falls under the social housing programme that provides, among others, housing on a monthly rental basis. In terms of the Social Housing Act of 2008 (Act 16 of 2008) social housing means rental or cooperative housing options for low-to medium-income households. One of the principles of the CRU programme is to provide secure, stable rental housing tenure for low-income people and households (Department of Housing 2006:6). The study results revealed that 69,3% of the participants earned between R0 and R1 000 and that 63,7% were unemployed. This is an indication of the challenge facing the MCLM of formulating an allocation strategy in terms of the way in which the family units will be allocated to the hostel dwellers once they have been completed and also the subsequent maintenance of these family units. The reason for this is the fact that the CRU programme provides once-off grants (Department of Housing 2006:3). Based on the above, the researcher is of the view that it is essential that effective communication channels be established by both the GDLGH and the MCLM to address payment issues before the allocation process commences in order to avoid conflict arising between the MCLM and the Kagiso hostel dwellers.

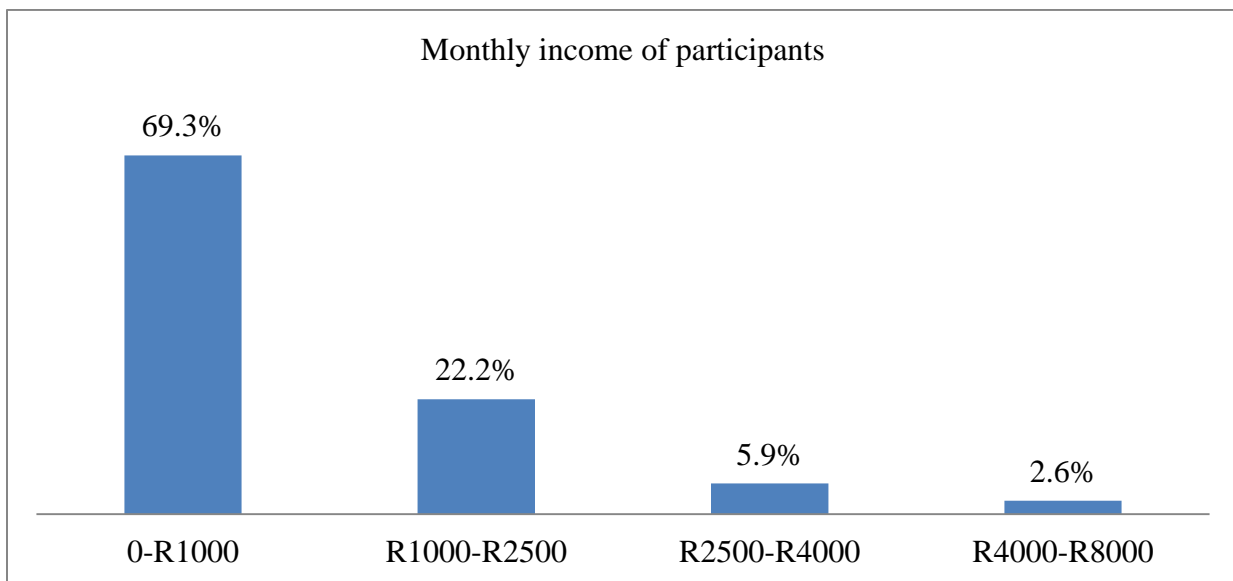


Figure 5.5: Monthly income of participants

Source: Compiled by the researcher, 2013.

5.4.1.6 Province of origin

The results revealed that 92,2% of the participants were originally from KwaZulu-Natal (KZN). After the announcement of the unbanning of all liberation movements and political parties by the former President of South Africa, Mr FW De Klerk, in 1990, hostel violence broke out (Oakes 1992:490). The hostel violence was mainly between the Inkhata Freedom Party (IFP), which was aligned to the hostel dwellers, and the African National Congress (ANC), which was aligned to the residents of the townships and informal settlements (Cloete & Pienaar 2005:44–45). According to Kane-Berman (1993:59), the IFP used the hostels as military bases for political power gains by killing innocent citizens and ANC members. For example, it was alleged that, in the Boipatong massacre, the Boipatong hostel dwellers attacked the residents of the surrounding areas (Simpson 2012:623). It was also rumoured at the time that the IFP was recruiting people in KZN and deploying them in the hostels to help its members to oust their opponents (Zulu 1993:9).

The findings revealed that 0,4% of the participants were originally from the Northern Cape, 5,2% from the Eastern Cape, 0,7% from Gauteng, 0,4% from the Free State, 0,7% from North West and 0,4% from Mpumalanga (see illustration in figure 5.6). The researcher is of the opinion that the fact that the results revealed that 92,2% of the participants were from KZN supports Kane-Berman's statement. The researcher also believes that the majority of hostel dwellers did not return to KZN after the hostel violence of the 1990s. The researcher proposes that the MCLM formulate a ratio strategy that may be used to allocate the family units to the hostel dwellers once the family units have been completed in order to avoid future ethnicity conflicts or fights because, if Zulu-speaking people only are allocated to the family units, this will be viewed as bias or favouritism. The researcher is also of the view that such biaseness may also be manipulated by opposition parties in their campaigning for the 2014 general election because the President speaks Zulu and is originally from KwaZulu-Natal province.

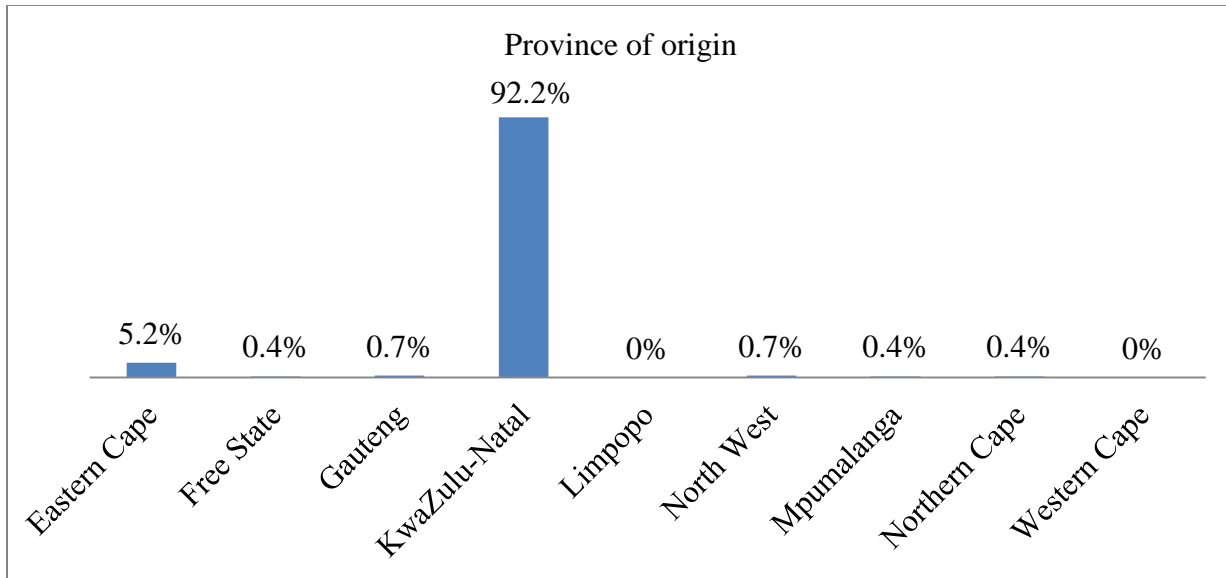


Figure 5.6: Province of origin of participants

Source: Compiled by the researcher, 2013.

5.4.1.7 Place of origin

Figure 5.7 indicates that 97,0% of the participants were originally from villages, 2,6% from townships and 0,4% from farms (see illustration in figure 5.7). During the debate on the Native Draft Bill which was presented by the Native Affairs Commission to Parliament in 1922, Parliament took the decision that hostels and locations were required to accommodate recent immigrants and that the semi-civilised immigrants should build their own houses in their homeland villages (Morris 1981:23). The urban areas were considered as “white cities” and black people were labelled as temporary residents in the cities because they had their homes in their rural areas. In addition, the Native Land Act of 1913 (Act 27 of 1913) mandated the union government to declare the urban areas as white lands (Morris 1981:13). Based on the above, the researcher is of the opinion that most of the hostel dwellers have homes in their original villages to which they return because 0,4% only of the participants living in the Kagiso hostel were between the ages of 65 and 80 (see figure 5.2). It must also be borne in mind that people from the villages were recruited by the labour recruitment arm of the Chamber of Mines, namely The Employment Bureau of Africa (TEBA), to work in the mining industry and returned to their homeland villages when their contracts expired (Jooma 1991:23).

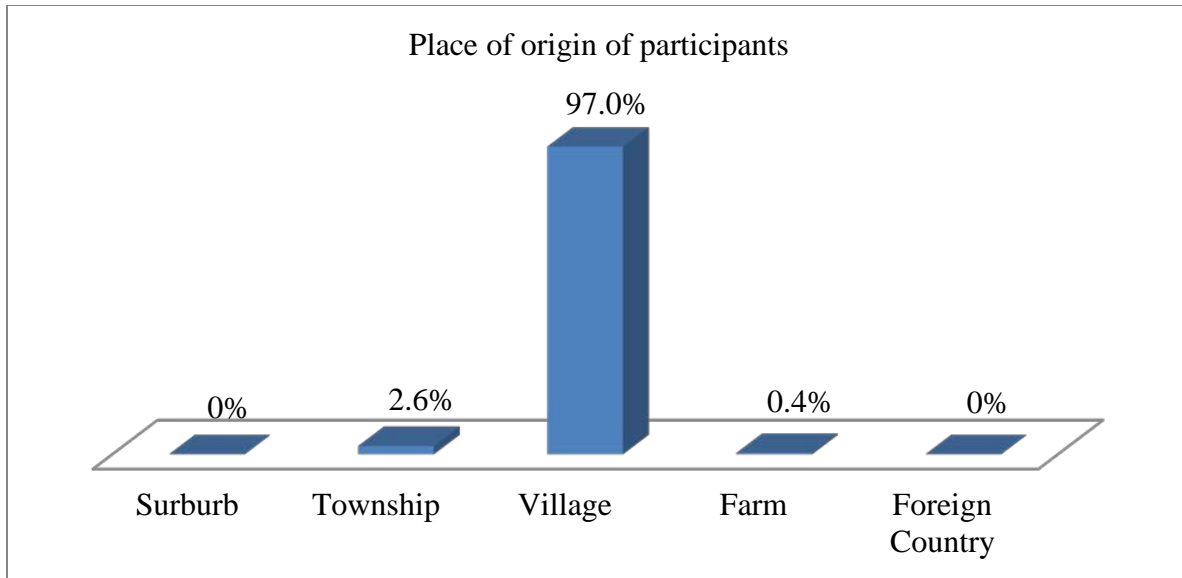


Figure 5.7: Place of origin of participants

Source: Compiled by the researcher 2013.

5.4.1.8 Were you born in South Africa?

The migrant labour workers were recruited from within South Africa and also from the neighbouring countries to work in the mining industry. The mine owners also had contracts with the governments of the neighbouring countries to recruit migrant labour forces from their countries (Jooma 1991:23; Mpehle 2012b:214). However, the study results revealed that 100% of the participants were bona fide South Africans (see figure 5.8). This implies that they are all eligible beneficiaries of all the housing programmes approved by the democratic government since it came into power in 1994. This is, in fact, the case because the beneficiaries of the national housing programmes must be South African citizens (Du Toit, Pillay & Tomlinson 2006:254). The researcher believes that the hostel violence in the 1990s drove non-South Africans out of the Kagiso hostel and that this is the reason why the study results revealed that 100% of the participants were bona fide South Africans.

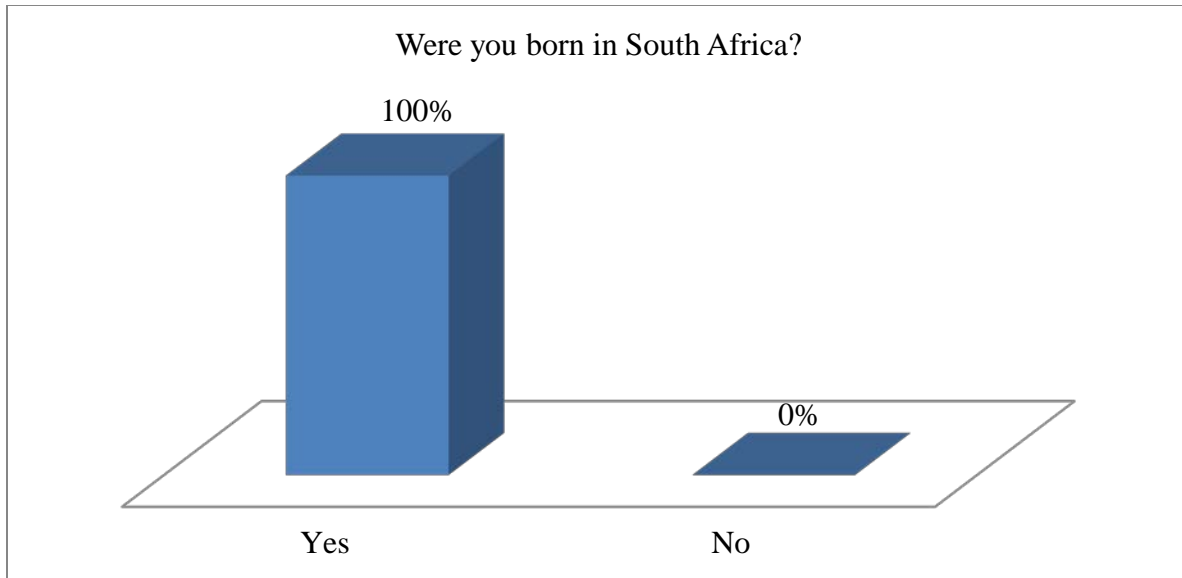


Figure 5. 8: Country of birth of participants

Source: Compiled by the researcher, 2013.

5.4.1.9 Language

Figure 5.9 shows that 92,1% of the participants spoke Zulu, 1,9% spoke Tswana, 5,6% spoke Xhosa and 0,4% spoke Ndebele. The results had also revealed that 92,2% of the participants were originally from the KwaZulu-Natal province (see figure 5.6) and this is clearly the reason why Zulu speaking hostel dwellers dominated the other races in terms of language. It should be noted that the apartheid government had promulgated the Group Areas Act of 1950 (Act 41 of 1950), which had provided for the grouping of the black people in the urban areas according to race (Gelderblom, Kok, Ouch & Van Zyl 2006:87). Based on this fact, the researcher assumes that the Kagiso hostel had been dominated by Zulu speaking labour workers migrants before the advent of democracy. This may also be linked to the rumour that the IFP had recruited people in KwaZulu-Natal in the 1990s to assist its supporters to oust other race groups from the hostels (Zulu 1993:22). The researcher is of the view that majority of the workers recruited in KZN had never returned to their villages after the hostel violence in the 1990s and that the IFP had been victorious in driving other races out of the Kagiso hostel.

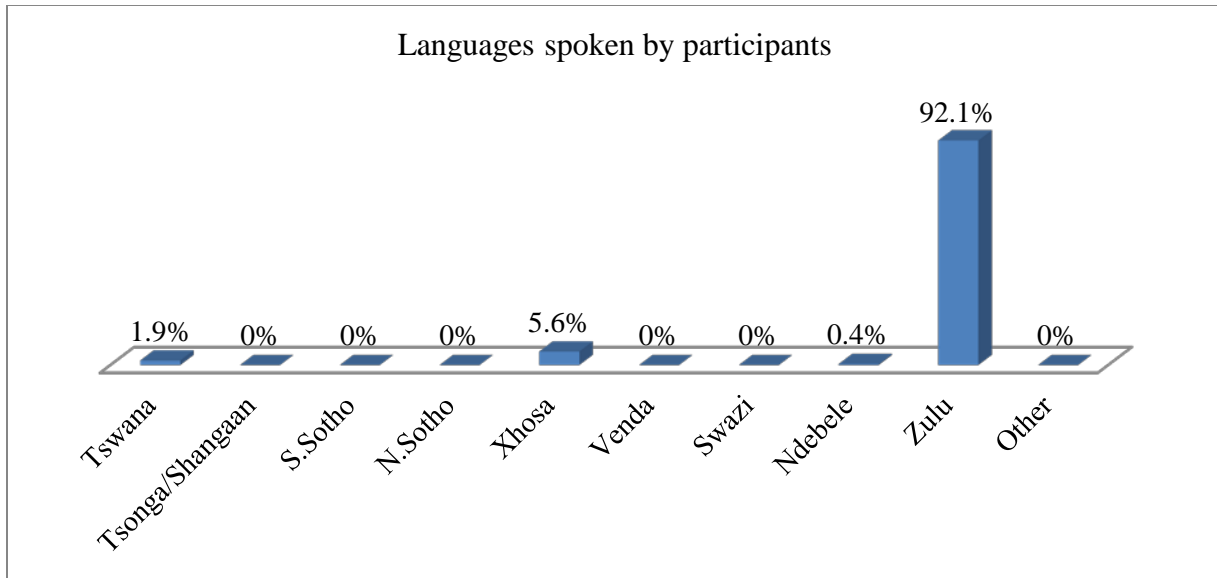


Figure 5.9: Languages spoken by participants

Source: Compiled by the researcher 2013.

5.4.1.10 Educational level

Education plays a vital role in preparing individuals to enter the job market or join the labour force. The reason for this is that education equips individuals with skills that enable these individuals to gain lifelong work experiences (Fasih 2008:ix). Figure 5.10 shows that 57,1% of the participants had passed Grade 10, 21,1% had passed Grade 12, 20,7% had never attended school, 0,7% had tertiary qualifications and 0.4% have post graduate qualification. The researcher is of the opinion that the high unemployment rate of the participants is caused by, among other things, their educational level. In view of the fact that 0,7% only had a tertiary qualification and 21,1% had passed grade 12, the researcher proposes that the MCLM invites the Department of Higher Education and Training to encourage the hostel dwellers to attend Adult Basic Education and Training (ABET) classes and, thus, to further their education in order to increase their job opportunities and, in this way, to enable them to pay their monthly rentals and to pay for municipal services. It should be noted that, in view of the fact that 97,0% of the participants were from villages (see figure 5.7), they may have had little or no knowledge about the available educational opportunities provided by the democratic government.

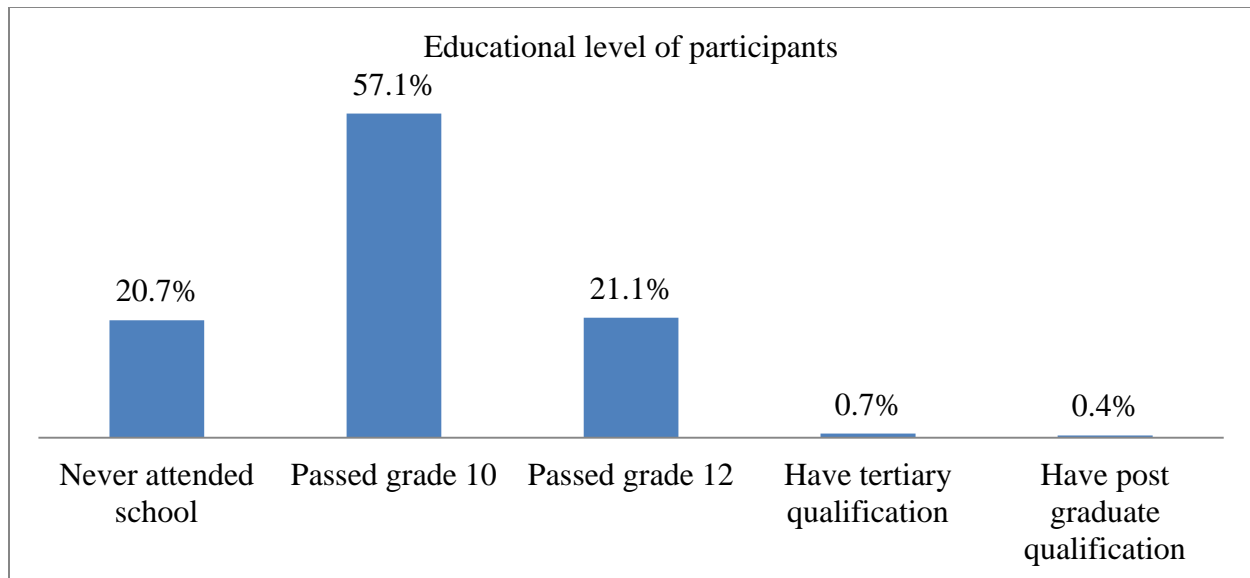


Figure 5.10: Educational level of participants

Source: Compiled by the researcher 2013.

5.4.2 Research questions

Research is undertaken by researchers so as to enable the researchers to obtain answers to their research questions or solutions to their research problems (Reinard 2001:34). This research study was undertaken with the aim of answering the following questions,

5.4.2.1 Question 1

Has the hostel redevelopment programme been effective in addressing the public housing challenges of the Kagiso hostel in the Mogale City Local Municipality?

This question is the main research question of this study. It is essential that a house provide social stability (Beets & Van Niekerk 1990:69). In addition, it must also provide sanitary facilities, storm-water drainage, a household energy supply, clean water, secure tenure, protection and privacy (Maylam 1995:265). However, the study results revealed that, of all these requirements, it is clean water only that is provided to the Kagiso hostel dwellers. One of the aims of the hostel redevelopment programme is to address the housing challenges facing the

democratic government in South Africa (Department of Housing 2000:1). Nevertheless, the study results have revealed that the two processes have not yet been effective in addressing the housing challenges of the Kagiso hostel because 71,9% of participants were sharing their units or rooms with other households while 28,1% lived as single households (see figure 5.11 below). In addition, 27,4% of the participants were living in the containers provided in terms of *process 2* while 72,6% of the participants were still living in their original hostel rooms. Thus, this indicates that the Kagiso hostel dwellers have not yet been provided with adequate houses. For a house to be declared adequate, it must provide sufficient space, proper sanitation, clean water and security and also prevent overcrowding and offer protection from the extremes of the climate (Beets & Van Niekerk 1990:69; Percy-Smith 1996:103).

Clearly the Kagiso hostel does not provide sufficient space because 66,7% of the participants had indicated that they were not living with their dependants while 33,3% only of the participants were living with their dependants (see figure 5.12). In addition, 75,6% of the participants had indicated that they had no space for their dependants in their rooms. A modest 0,7% of the participants had indicated that their rooms had been overcrowded before *process 1* and 27,0% of the participants indicated that their rooms had overcrowded after *process 1*. According to Arrigone (1994:vii), housing programmes are action plans that provide a step-by-step descriptive guide of what should be done to provide housing. The study results revealed that *process 1* had been ineffective in addressing the housing challenges of the Kagiso hostel. This may, thus, be assumed that the MCLM had failed to implement a national programme. It is possible to make this statement because *process 1* had been introduced as a national housing programme (Department of Housing 2000:1). Although, as mentioned in Annexure E as one of the limitations of this study, there were no supporting documents and the researcher assumes that phases 1-5 of *process 2* (CRU programme) have been completed and that only phase 6 is left – See Annexure F. The researcher is of the view that the attached family units indicated in Annexure F will provide adequate houses to the Kagiso hostel dwellers once they are complete.

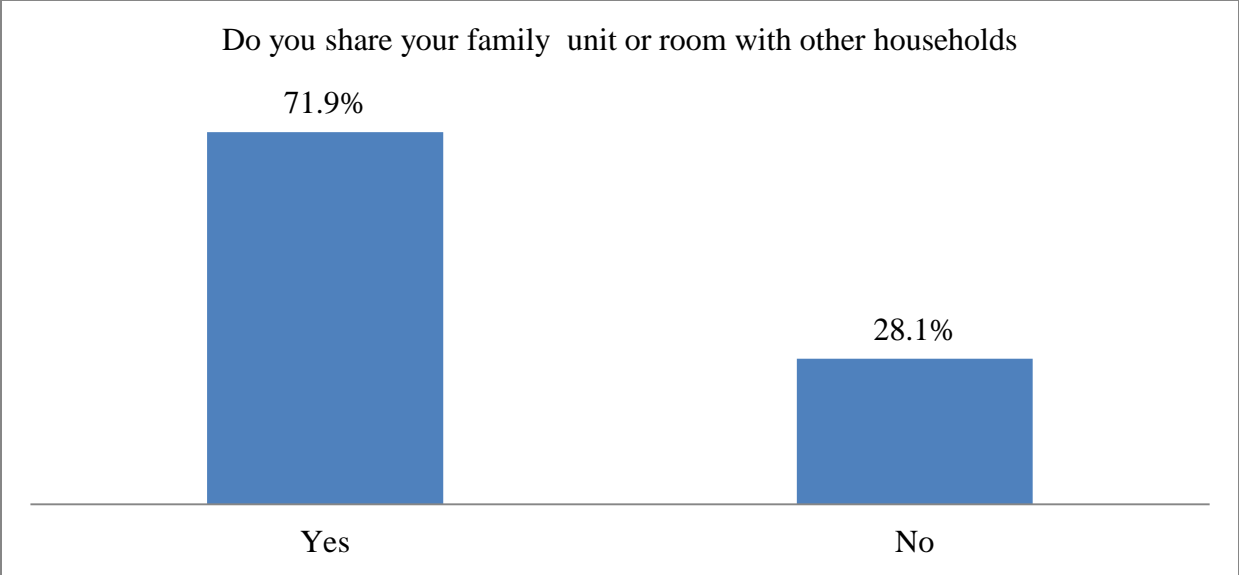


Figure 5.11: Responses to sharing rooms with other households

Source: Compiled by the researcher 2013.

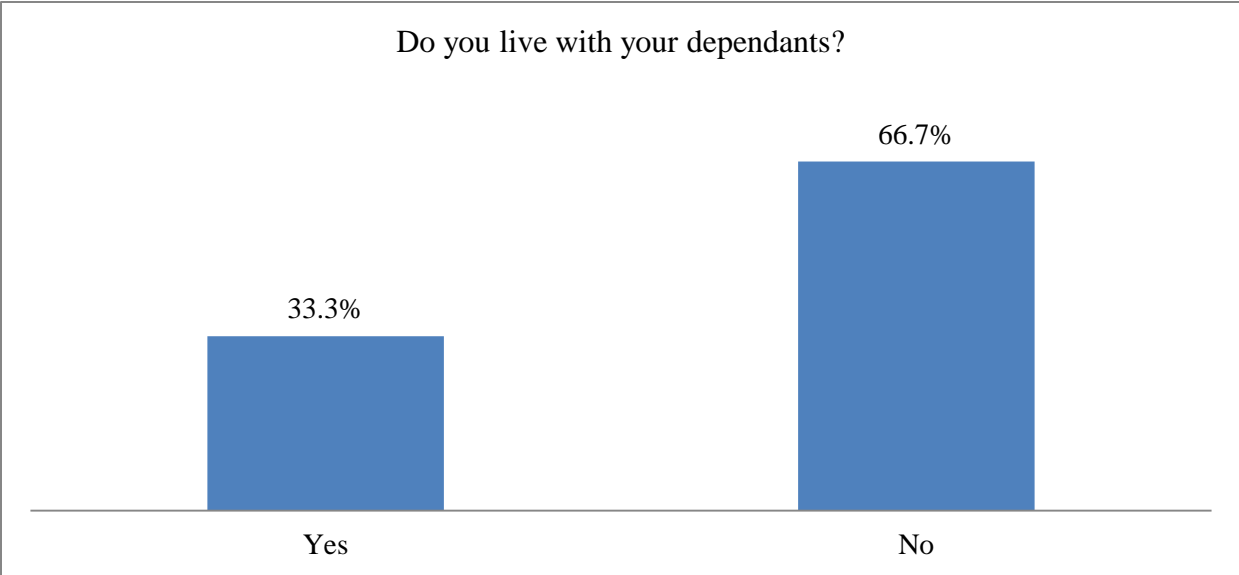


Figure 5.12: Responses as to whether participants are living with their dependants

Source: Compiled by the researcher 2013.

5.4.2.1.1 Provision of alternative accommodation during the upgrading process

The temporary relocation area (TRA) project was approved in 1995 to provide temporary accommodation to hostel dwellers when their hostels were being either upgraded or converted into family units (Keuler 2011:40). Figure 5.13 indicates that 27,4% only of the participants had been provided with alternative accommodation during *process 2* while 72,6% were still living in their original rooms because their hostel blocks had not yet been demolished and converted into family units. According to one of the Kagiso hostel informants, the empty containers which the researcher had observed were meant for accommodating the hostel dwellers from blocks 5 and 6 so that their blocks could be demolished and converted into family units. However, the hostel dwellers from blocks 5 and 6 were resisting being moved to the empty containers. The researcher is of the opinion that the delays in completing the conversion into family units may have had an impact on the resistance of the hostel dwellers from blocks 5 and 6 to moving to the empty containers. The reason is for this is that the study results revealed that 27,4% of the participants had indicated that the containers in which they were living were hot in summer, cold in winter, had no electricity and smelt of paraffin. These 27,4% of the participants indicated that the containers were terrible. Accordingly, the researcher concluded that these containers did not provide adequate housing. It should be noted that inadequate housing and overcrowding increase the incidence of communicable diseases, social problems and the lack of basic necessities (De Haan 1996:261).

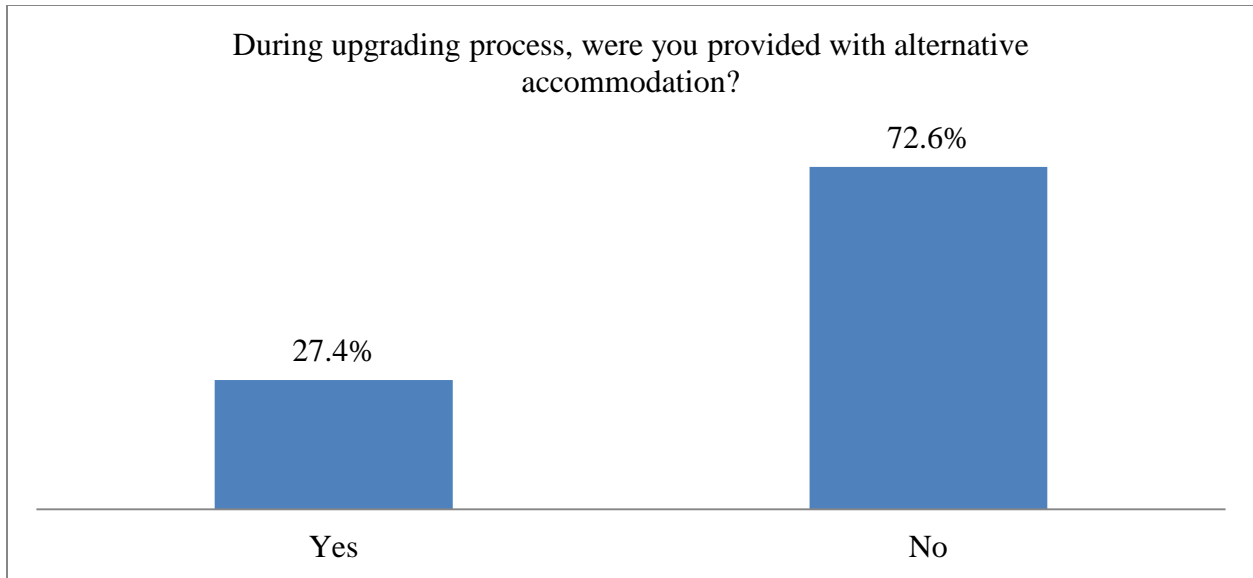


Figure 5.13: Responses to the provision of alternative accommodation

Source: Compiled by the researcher 2013.

5.4.2.1.2 Introduction of family life

The hostels were built to accommodate single sex migrant workers from the different industries (Thurman 1997:43). According to figure 5.12 66,7% of the participants did not live with their dependants while 33,3% lived with their dependants. Based on the fact that 33,3% of the participants were living with their dependants it may be concluded that family life has been introduced into the Kagiso hostel. In addition, it main be assumed that the 75,6% of the participants who had indicated that they were not living with their dependants because there was no space for their dependants in their rooms may have been living with their dependants if the Kagiso hostel had provided enough space for them. As regards those participants who were living with their dependants, 88,9% had indicated that their rooms did not provide sufficient space for them and their dependants while 11,1% only had indicated that they had enough space for their dependants (see figure 5.14 below).

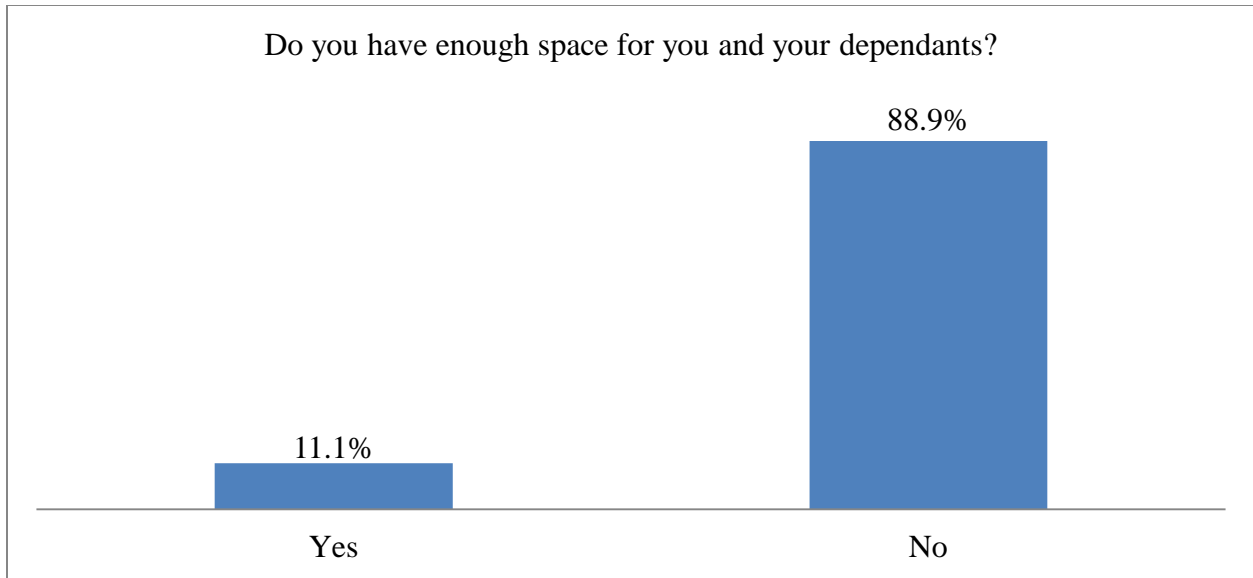


Figure 5.14: Responses as to whether those participants living with their dependants had enough space

Source: Compiled by the researcher 2013.

5.4.2.1.3 Participation in the planning processes and integration of the hostel dwellers into the neighbouring communities

It is essential that communities be involved in the planning, execution and running of development projects because they are the beneficiaries of these projects (De Vos & Mayekiso 1994:2). One of the mechanisms that may be used for this purpose is the IDP. The IDP deepens the consultation and participation between communities, councillors, officials, civic society, sector departments and parastatals through the planning and coordination of the basic social needs of communities in order to render quality services (Vatala 2005:225). Municipalities are required by the Mineral and Petroleum Resources Development Act of 2002 (Act 28 of 2002) to include housing developments in their IDPs (Department of Minerals and Energy 2009:6). It is essential that the CRU programme be integrated into the municipal IDPs (Thellane 2008:4). The purpose of the IDP is to ensure more appropriate service delivery by providing a framework for economic and social development within a municipality (Latakomo 2011:2). Municipalities are required to prioritise their housing issues in the housing chapters of their IDPs and to integrate the housing issues into their municipal programmes to ensure the achievement of sustainable

human settlements (Department of Human Settlements 2010:23). Figure 5.15 reveals that 98,5% of the participants did not know what an IDP was while 1,5% only did know. Based on this, it may be concluded that the MCLM did not involve the Kagiso hostel dwellers when it formulated its IDPs.

It is important that human service programme planners meet the unmet needs of the target groups when planning human service programme to avoid offering services without having consulted the targeted groups as, in most instances, this results in resistance and misunderstanding (Posavac 2011:3). The researcher observed empty containers that were guarded by security guards. The researcher assumes that these containers were intended as temporary relocation areas. The planning of the redevelopment of hostels should be a joint activity between representatives from the municipality and neighbouring communities, hostel residents, business people and other interested parties in order to avoid either the duplication or waste of resources (Van der Lingen 1996:20). According to one of the Kagiso hostel informants, the hostel dwellers from blocks 5 and 6 were supposed to move to the empty containers which the researcher had observed so that their blocks could be demolished and converted into family units but they were resisting any such move to these empty containers. This resistance on the part of the block 5 and 6 hostel dwellers indicates that the MCLM had not involved the hostel dwellers when initiating plans to address the housing challenges of the Kagiso hostel. However, for the MCLM to purchase containers that would not serve their purposes may be regarded as fruitless expenditure and also a transgression of the Public Finance Management Act of 1999 (Act 1 of 1999), widely known as the PFMA. The PFMA is an Act that was approved by the democratic government in 1999 with the objective of promoting sound financial management in order to maximise service delivery through the effective and efficient use of limited resources. The PFMA regulates financial management in the three spheres of government to ensure that all the revenue, expenditure, assets and liabilities of these spheres of governments are managed efficiently and effectively. It also stipulates the responsibilities of the persons entrusted with financial management in the three spheres of government and provide for matters connected therewith. In addition, it aims to eliminate waste and corruption in the use of public assets and to help in holding public managers accountable.

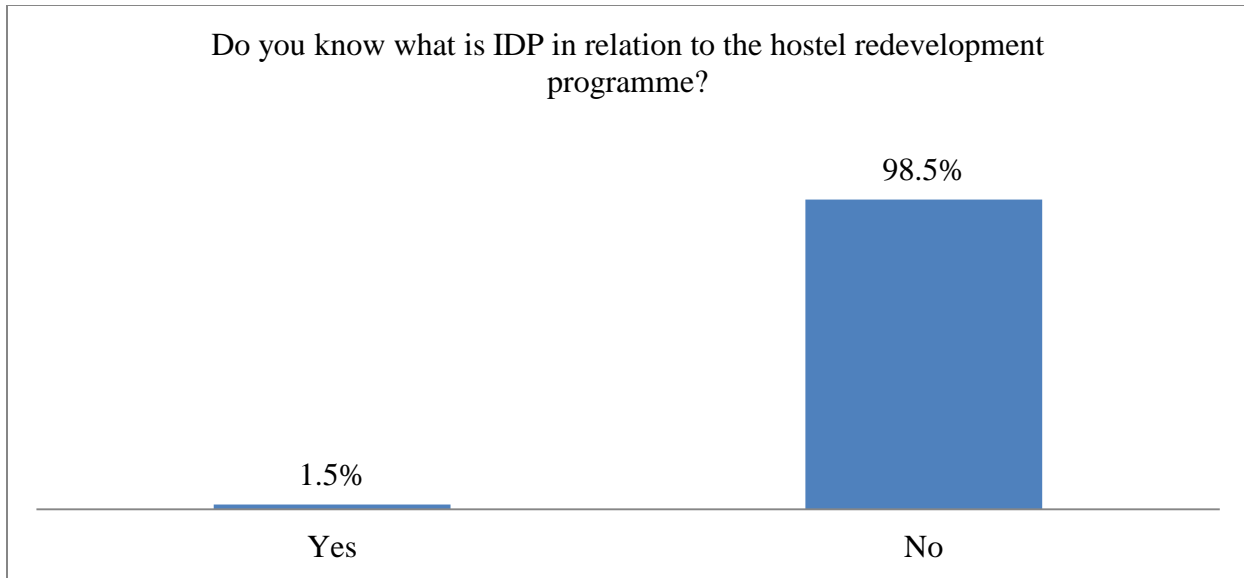


Figure 5.15: Responses as to whether participants were aware of IDPs in relation to the hostel redevelopment programme

Source: Compiled by the researcher 2013.

5.4.2.1.4 Cooperative governance in providing basic services including adequate houses

The effectiveness of cooperative governance in delivering services to South African citizens was not included in the questionnaire. However, the researcher is of the opinion that the lack of cooperation between all stakeholders hampers service delivery and, thus, this issue is discussed in this section. Chapter 3 of the Constitution of the Republic of South Africa, 1996 provides for cooperative governance. The provision of housing should help to alleviate poverty, improve the quality of life of the poor, enhance economic growth, develop sustainable human settlements and link the delivery of infrastructure to other services (Harrison, Huchzermeyer & Mayekiso 2003:76). However, this is not possible without cooperative governance.

Section 7(2)(c) of the Housing Act of 1997 (Act 107 of 1997) stipulates that every provincial government must take all reasonable and necessary steps to support and strengthen the capacity of municipalities to effectively exercise their powers and perform their duties in respect of housing developments. Section 9(1)(a)(1) of the Housing Act of 1997 (Act 107 of 1997) requires every municipality to ensure that the inhabitants in its area of jurisdiction have access to

adequate housing on a progressive basis. However, municipalities need to be accredited in order to execute the national housing programmes and the accreditation of municipalities depends on the municipalities meeting the accreditation principles and criteria as set out in the 2009 National Housing Code. The main objective of accreditation of municipalities is to promote cooperative governance and dictate constraints in the housing delivery processes (Department of Human Settlements 2009:13–14). Currently, the GDLGH is responsible for the implementation of the family units project being executed at the Kagiso hostel. However, the researcher is of the opinion that the MCLM has not been accredited. It is the responsibility of the Provincial Departments of Housing to implement housing projects if municipalities are not accredited (Thellane 2008:1–2). The role players in the CRU programme include the NDoH, PDoH, municipalities and the provincial task teams with the PDoH as the leading role player in the implementation of the CRU programme. This leading role includes coordinating, managing, and monitoring projects, funding projects and building its own internal capacity so as to enable it to implement the CRU projects (Thellane 2008:8)

The fact that both the MCLM and the GDLGH were unable to provide the researcher with documents pertaining to the way in which the two processes were being implemented, minutes of stakeholder meetings and hostel management meetings is a manifestation of the lack of cooperation and proper coordination between the MCLM and the GDLGH and this despite the fact that the democratic government has approved the Promotion of Access to Information Act of 2000 (Act 2 of 2000), widely known as PAIA, and the Promotion of Administration of Justice Act of 2000 (Act 3 of 2000), widely known as PAJA. The researcher observed that the hostel dwellers did not know what the role of the MCLM and GDLGH were as regards addressing their housing challenges and they believed that the municipal manager was unaware of their housing problems. Based on the above, it may be concluded that there is no proper cooperation between the relevant role players and that this is the reason why the housing challenges of the Kagiso hostel dwellers have not yet been addressed. In addition, it should be noted that the provision of a good life for South African citizens is possible only if the three spheres of government operate interdependently and in an interrelated manner in order to promote cooperative governance (Edwards 2008:67).

5.4.2.2 Question 2

What are the historical foundations and approaches that are critical in understanding the issue of housing as a basic service in South Africa?

The migrant labour system laid a foundation of racial discrimination which resulted in black people being denied urban resources such as accommodation or residential space (Ramphela 1993:15). When the Treaty of Vereeniging that ended the Anglo Boer war was signed in 1902, the British government left the issue of rights for Africans to be decided by a future self-governing, white authority (Morris 1981:13). The self-governing, white authority that came into power was the union government in 1910. The union government promulgated various land bills after its formation in 1910. Black people opposed the promulgation of these land bills and this resulted in the founding of the South African National Native Congress (SANNC) (now ANC) in 1912 (Levin & Weiner 1996:97). The promulgated land bills were incorporated into the Native Land Act of 1913 (Act 27 of 1913). This Act prohibited black people from being in white areas and incorporated territorial segregation (Morris 1981:13). When the apartheid government came into power in 1948, its main objective was to separate the whites from the other racial groups (Lemanski 2006:419).

This separation between the whites and the other racial groups was achieved through the provision of separate facilities for blacks and whites to ensure that they did not interact on a daily basis (Seeking 2000:834; Horn & Ngcobo 2003:340). In order to achieve its objective of racial separation, the apartheid government promulgated influx control and segregation laws. However, this resulted in a number of uprisings, including the 1976 Soweto uprising, because blacks were denied the ownership of homes in urban areas and there were also shortages of basic services and facilities in most black townships (Smit 1992:43–44). It should be noted that the 1976 Soweto uprising focused primarily on, among other things, issues of housing, basic education, safety and the use of Afrikaans (Frueh 2003:79-80; Botha 2008:106) However, all the influx control and segregation laws which had been promulgated were repealed in 1986 and the Urban Development Act of 1986 (Act 74 of 1986) was promulgated. This Act made provision for the introduction of home ownership in black residential areas and an increase in the supply of land

for black housing (Moss 2008:8). Before 1986 almost all the housing provided to black people was on rental basis while most of the rental stocks were derived from government sales and housing scheme transfers (Smit 1992:46). The apartheid government initiated the black housing market and encouraged the private sector to provide black housing (Tomlinson 1990:20). However, the slow and complex land identification, land allocation and development processes yielded insufficient land for housing development purposes until, in 1990, a housing advisory council under the chairmanship of Dr JH de Loor was established.

This housing advisory council was mandated to revise housing policies and formulate a new housing strategy in terms of which the MNF would provide houses to all South Africans. The De Loor Report of 1992 formed the basis for consultation with developers, banks, NGOs and politically aligned movements (Moss 2008:13). When the democratic government came into power in 1994, it committed itself, through a Housing White Paper, to ensuring that all citizens would have access to permanent residential structures that would provide secure tenure, sanitary and waste disposal facilities, privacy, protection and electricity (Maylam 1995:265). The first step taken by the democratic government to address the public housing challenges was the introduction of the RDP in 1994. However, as a result of fact that the RDP was focused on the quantity of houses instead of the quality, it was replaced by the Urban Development Framework in 1997 (Horn 2009:58–59). In 2004 the Department of Housing, now Department of Human Settlements, reviewed the outcomes of its housing programmes which had been introduced in 1994 and discovered that, as in the apartheid era, low-income settlements were still located on the urban periphery and without the provision of proper social and economic amenities (Department of Human Settlements 2010:10). This resulted in the BNG being approved with the aim of providing sustainable and well located quality houses (Tissington 2011:60). Currently, mass housing is provided through mixed land developments with the aim of bringing about, among other things, a non-racial and non-sexist country (Williams 2000:17). Housing is one of the root causes of the service delivery protests and demonstrations in South Africa (Issacs-Martin 2009:146).

The national housing and subsidy programme report of the Department of Human Settlements indicated that most of the houses provided to low-income earners and the unemployed were not

provided with municipal basic services (Department of Human Settlements 2010:4). However, the results of this study have proved that this is incorrect because 100% of the participants at the Kagiso hostel indicated that they had been provided with basic municipal services such as electricity, water and waste removal under *process 1* by the MCLM. However, it should be noted that the implementation of the national housing programmes is still a challenge to the democratic government because housing is one of the root causes of the service delivery protests and demonstrations. The reason for this is the fact that the implementation of the upgrading and service provision programmes is hampered by an inadequate supply of trained staff, a lack of appropriate training and a shortage of personnel in the technical and administrative fields (Payne 1984:168 and Mpehle 2012a:213). The researcher is of the opinion that this is also the case in housing because, since 1994, the MCLM has failed to address the housing challenges of the Kagiso hostel. One of the objectives of the hostel redevelopment programme is to integrate hostel dwellers with their neighbouring communities in order to promote social integration. The aim of the question was to determine whether the Kagiso hostel dwellers have been integrated into their adjacent communities.

5.4.2.3 Question 3

How was the social integration of the Kagiso hostel dwellers and the adjacent communities promoted?

An IDP addresses the integration of social facilities and other needs of communities (Department of Housing 2003/2004:6). It is essential that hostels be transformed and integrated with other policy frameworks that recognise the interests of groups in and around hostels so as to ensure that hostels are properly developed and to promote the social integration of hostels with their neighbouring township communities (African National Congress 1994:25). Democracy in the South African context implies that communities are involved in decision making processes through public participation. The main purpose of changing the Department of Housing to the Department of Human Settlements by the Minister of the Department of Human Settlements in 2009 was to promote the delivery of fully serviced houses that would ensure sustainable human settlements with the full participation of all involved, including all beneficiaries (Bolnick,

Bradlow & Shearing 2011:271). Public participation enables citizens to communicate their needs and wants to the government of the day through the public service managers who are responsible for initiating, developing, identifying and implementing mechanisms which will ensure that citizens are involved in the decision-making processes relating to their needs and wants (Bayat, Cheminais, Du Toit & Van der Waldt 1998:124-125). This view is supported by Hanyane (2002:1) who states that public participation is an essential building block to any democratic system. As explained in section 5.4.2.1.3, the IDP is one of the mechanisms that may be used for the planning and execution of development projects, including housing projects. The researcher believes that there were no formal integration mechanisms implemented by the MCLM to integrate the hostel dwellers with their neighbouring communities. This is supported by the study results which revealed that 98.5% of the participants had no knowledge of an IDP. The results also revealed that 75.0% of the participants who did know about an IDP did not know about its role while 25.0% only were aware of its importance (see figure 5.16 below).

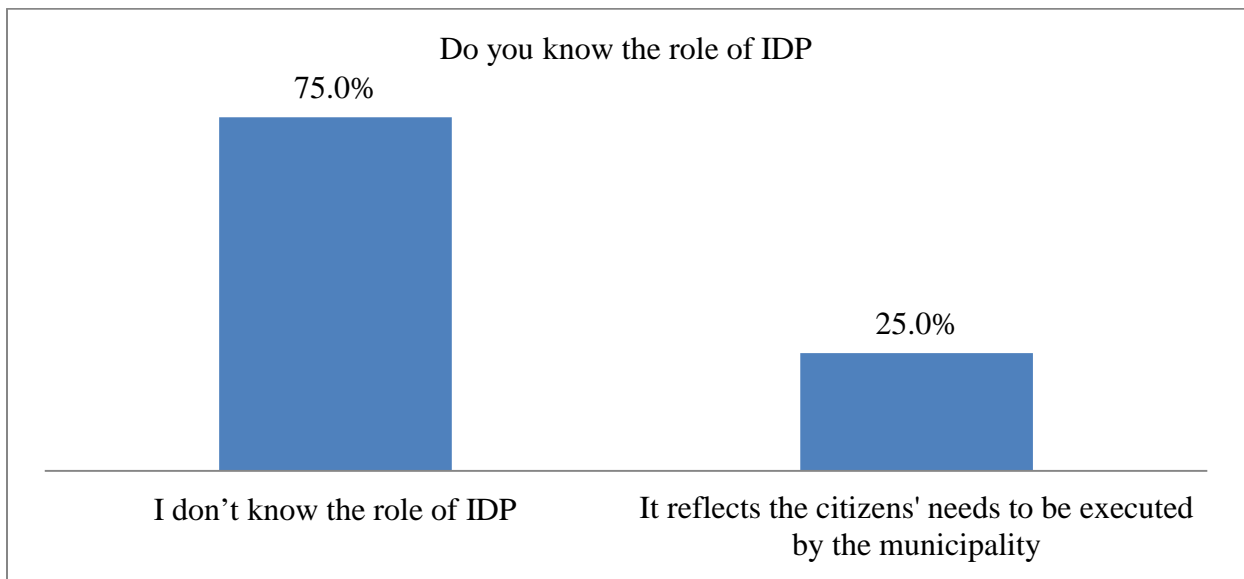


Figure 5.16: Responses of participants who, if they were aware of the role of the IDP, knew about its role in relation to the hostel redevelopment programme

Source: Compiled by the researcher 2013.

5.4.2.3.1 Attendance at Integrated Development Plan meetings

Municipal wards are important instruments that may be used by municipalities to communicate with their communities (Leon 2009–2011:19). Figure 5.17 shows that 93,7% of the participants had never attended IDP meeting and that 6,3% only had ever attended IDP meetings. The researcher is of the opinion that the MCLM should use its municipal wards to ensure that the Kagiso hostel dwellers attend IDP meetings. Municipalities are expected to communicate frequently with their communities to ensure that the needs of their communities are met and that their problems are properly addressed. The researcher is of the view that the Kagiso hostel dwellers were not involved in the planning processes in respect of the development of their hostel but that they were only invited to the planning of the upgrading process – the study results revealed that 51,1% of the participants had been invited to the planning of the upgrading process. Based on the results illustrated in figure 5.17 below, the researcher concludes that the MCLM does not have effective structures in place that may be used to integrate the Kagiso hostel dwellers with their neighbouring communities.

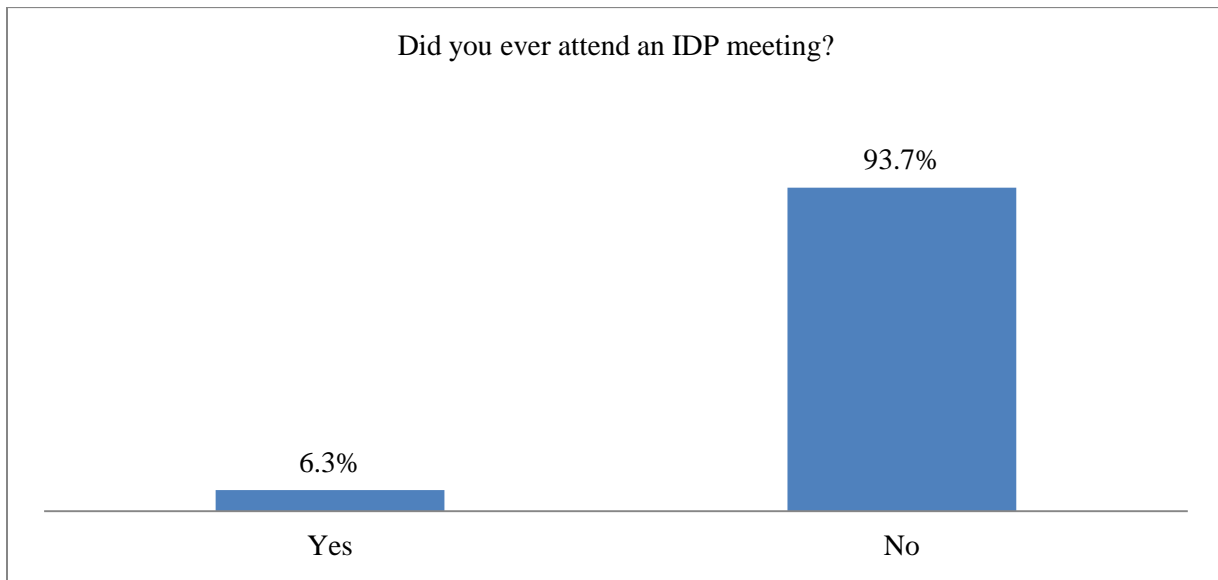


Figure 5.17: Responses as to whether participants had attended the IDP meetings
Source: Compiled by the researcher 2013.

5.4.2.3.2 Sharing of municipal basic services with neighbouring township communities

Figure 5.18 indicates that 85,2% of the participants had indicated that they were sharing basic municipal basic services with their neighbouring township communities while 14,8% had indicated that they were not sharing their basic municipal services with their neighbouring township communities because they were provided with water, electricity and other necessary resources in the hostel. The researcher had observed that most of the residents from the neighbouring township communities fetched water from the hostel. The researcher had also observed a queue of Sinqobile residents in one of the blocks. It may, thus, be assumed that most of the Sinqobile residents were no longer purchasing water. Thus, the results prove that Ramphela (1993:20) was wrong when she stated that hostels did not have resources of their own but that they depended on the limited resources of their surrounding townships for all their needs. This was clearly not the case with the Kagiso hostel because the Sinqobile residents were fetching water from the hostel. Thus, if the Sinqobile township residents were fetching water freely from the Kagiso hostel, the researcher concludes that the Kagiso hostel dwellers were integrated with their neighbouring communities through the sharing of some of the basic municipal services with which they had been provided.

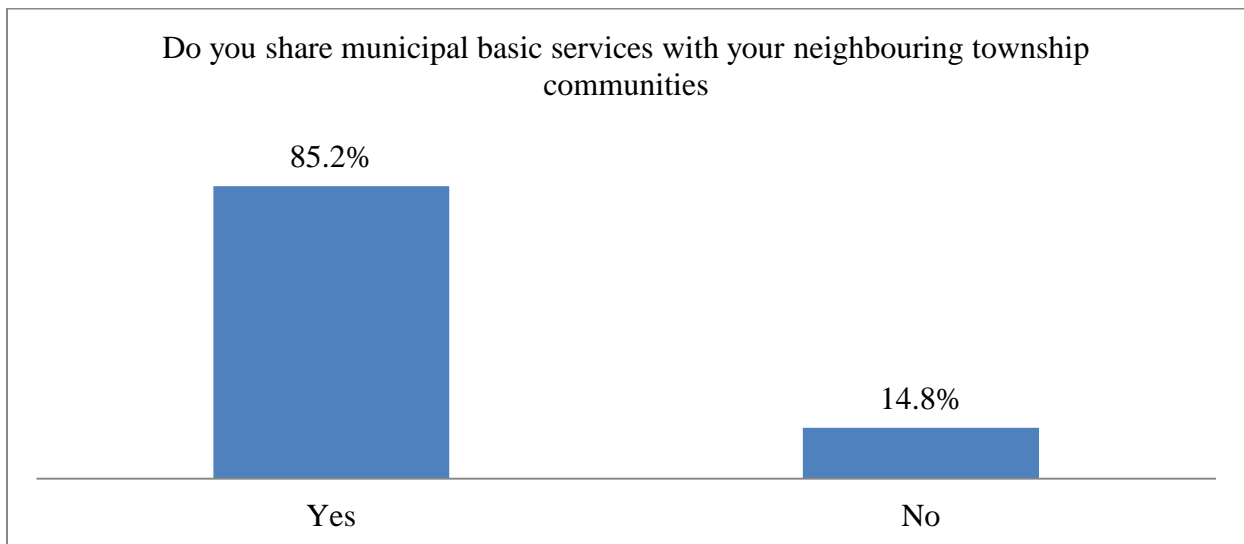


Figure 5.18: Responses as to whether participants shared basic services with neighbouring communities

Source: Compiled by the researcher 2013.

5.4.2.3.3 Reasons for the non-sharing of basic municipal basic services with neighbouring communities

Hostel dwellers have been labelled as outsiders and township dwellers as insiders because the hostel dwellers do not have their own resources (Ramphela 1993:86). The study results revealed that, of those participants who were not sharing basic municipal services with their neighbouring communities, 82,5% of them had indicated that they had electricity, water, dustbins and toilets in the hostel while 17,5% had indicated that there was a charge for services such as swimming pools (see figure 5.19). The researcher is of the opinion that the reason why the 17,5% of the participants were determined not to pay for any services was because all the basic municipal services were provided free, as revealed by the results. The researcher observed that each hostel block was provided with its own basic municipal services, including water pipes, toilets, dust bins and street bins.

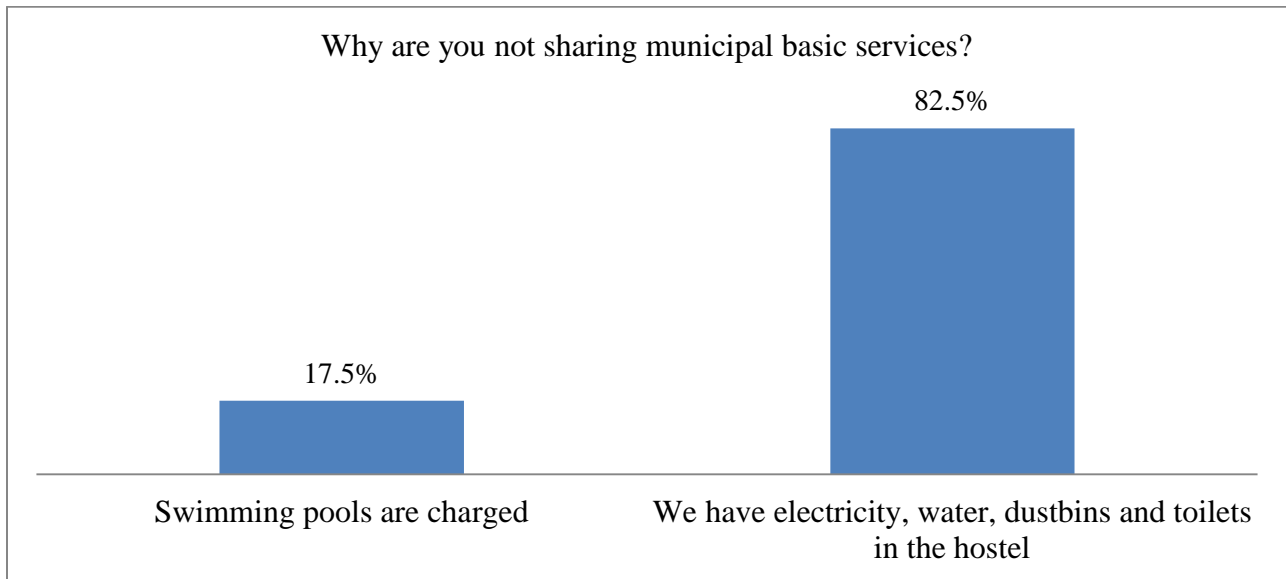


Figure 5.19: Responses as regards not sharing basic services

Source: Compiled by the researcher 2013.

5.4.2.4 Question 4

How effective has the hostel redevelopment programme been in improving the living conditions of the Kagiso hostel dwellers?

5.4.2.4.1 Access to municipal basic services

The hostel violence in the 1990s left many public hostel blocks vandalised and without basic municipal services (Oakes 1992:490; Du Toit *et al.* 2006:109). The hostel redevelopment programme, which was replaced by the community residential units programme, was aimed at upgrading public hostels and redeveloping them and demolishing them and converting them into family units in order, among other things, to improve the living conditions of hostel dwellers (Department of Housing 2000:1). One of the principles of the hostel redevelopment programme is to improve the living conditions of the hostel dwellers (Department of Housing 2000:1). As explained in question 1, the upgrading of the Kagiso hostel entailed two processes. The first process involved fixing broken windows and toilets, providing electricity, water and waste services and cleaning the hostel. The second process involved the conversion of the hostel rooms into family units. Both processes were aimed at improving the living conditions of the hostel dwellers. The provision of municipal basic services such as electricity, water and waste removals during the first process was 100% successful. Figure 5.20 illustrates that 72,6% of the participants had indicated that, before the implementation of *process 1*, they had not had electricity, water and waste removal services while 27,4% had indicated that they had enjoyed electricity, water and waste removal services before their hostel rooms had been demolished. However, it should be taken into consideration that this 27,4% is made of hostel dwellers who had been affected by the second process (CRU programme) and who were living in containers. Thus, this implies that, before they had been moved to containers under *process 2*, they had had electricity, water and waste removal services.

Figure 5.21 illustrates that 27,4% of the participants had explained that, before *process 2*, their living conditions had been better because they had electricity, water and waste removal services while 72,6% had explained that their living conditions had been appalling before *process 1*

because they did not have electricity, water and waste removal services. This implies that 72,6% of the participants had not been affected by *process 2* but had benefited from *process 1* while 27,4% of the participants had been affected by *process 2* and had lost the benefits provided by *process 1*.

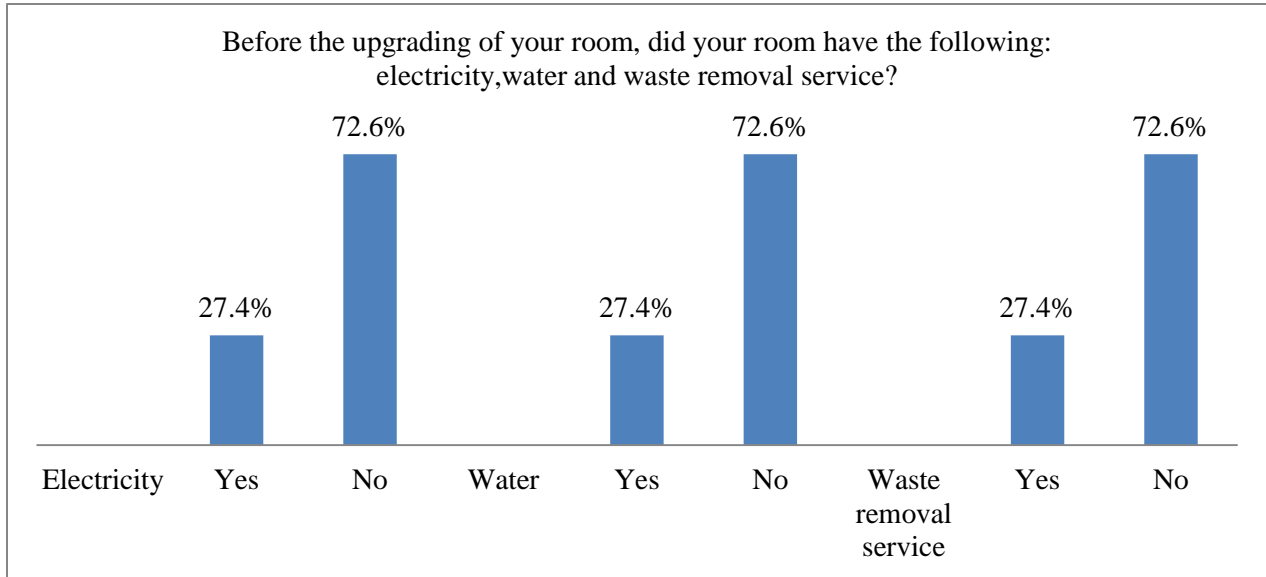


Figure 5.20: Responses as regards accessibility to basic municipal services before the upgrading process

Source: Compiled by the researcher, SV Ubisi, 2013.

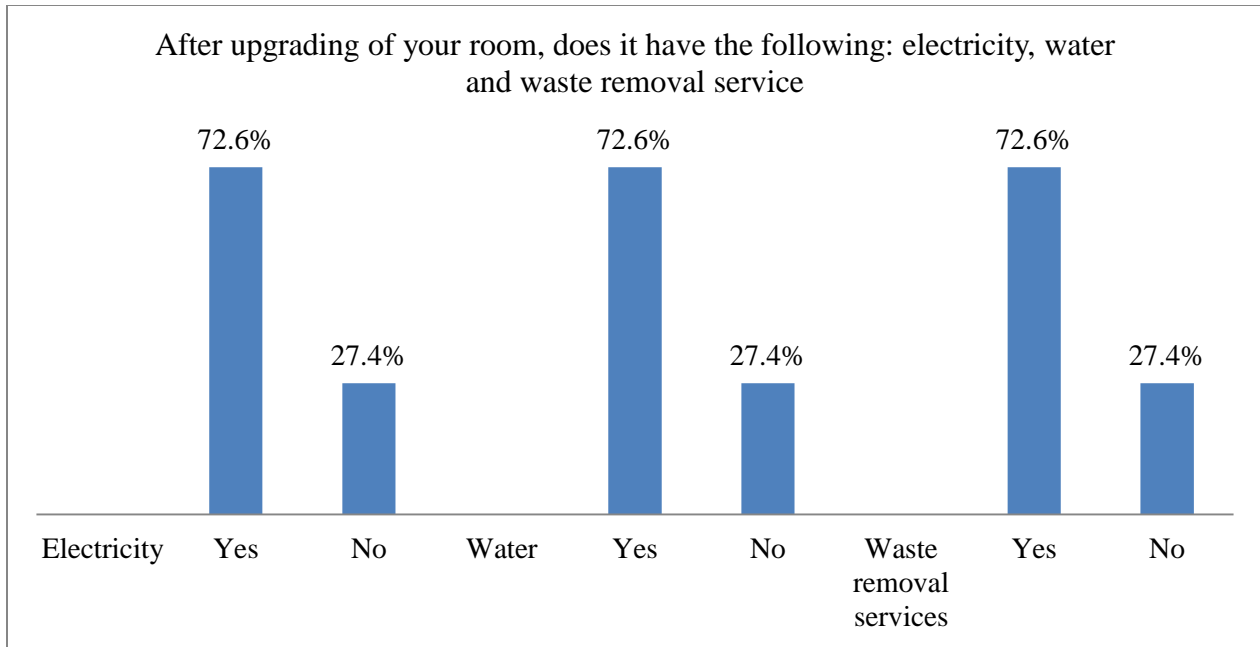


Figure 5.21: Illustration of responses to the accessibility to basic municipal services after the upgrading process

Source: Compiled by the researcher 2013.

Based on the above, the researcher concludes that *process 1* had been effective in terms of improving the living conditions of the Kagiso hostel dwellers except as regards the housing challenge explained in question 1. However, the researcher is of the opinion that the upgrading had catalysed overcrowding. The reason for this is that, before the upgrading processes, 0,7% of the participants had indicated that the hostel had been overcrowded and 27,0% had indicated that the hostel had become overcrowded after the upgrading process. The researcher believes that the overcrowding has been catalysed by accessibility of free basic municipal services provided by the MCLM. Based on this statement, the researcher also believes that there is a high possibility that the total number of hostel dwellers (2242) indicated in socio-economic survey that was conducted in 2004 by the DGSD Consulting Engineers and Project Managers had doubled or even tripled even before the provision of adequate housing for the hostel dwellers targeted for the family units because 75,6% of the participants had indicated that they were not living with their dependants as a result of insufficient space. The doubling or tripling of the total number of hostel dwellers implies that the demand for adequate houses and improved living conditions will be ongoing as measured and confirmed in question 1. The resistance of the hostel dwellers to

moving to the empty containers, as explained in question 1, will hamper and delay the conversion of the hostel into family units in order to further improve the living conditions of the hostel dwellers. The researcher regards this resistance as a mammoth problem facing the MCLM and the GDLGH and it clearly requires urgent intervention.

Since 1990, hostels in South Africa are no longer being built but are upgraded, demolished if upgrading them will be costly and converted into family units (Smit 2003a:8). The researcher observed that most of the container residents had turned their container passages into dumping areas while, in some blocks, hostel dwellers opt to dump their refuse bags or garbage around the street bins even when the street bins are only half full. Accordingly, the researcher proposes that the MCLM invites health and environmental officials to hold workshops for the hostel dwellers about the benefits and importance of living in a healthy environment. The fact that 97,0% of the participants were from villages may imply that hygiene is a relatively unimportant issue for the hostel dwellers and the MCLM cannot be held responsible for unhygienical conditions caused by hostel dwellers. The study revealed that 40,4% of the participants no longer attended hostel management meetings with 59,6% only of the participants attending hostel management meetings (see in figure 5.22 below). However, non-attendance at hostel management meetings denies the hostel dwellers the opportunity to prioritise their needs or the services they require while providing the MCLM with the opportunity to make decisions on the services rendered to the hostel dwellers without the hostel dwellers.

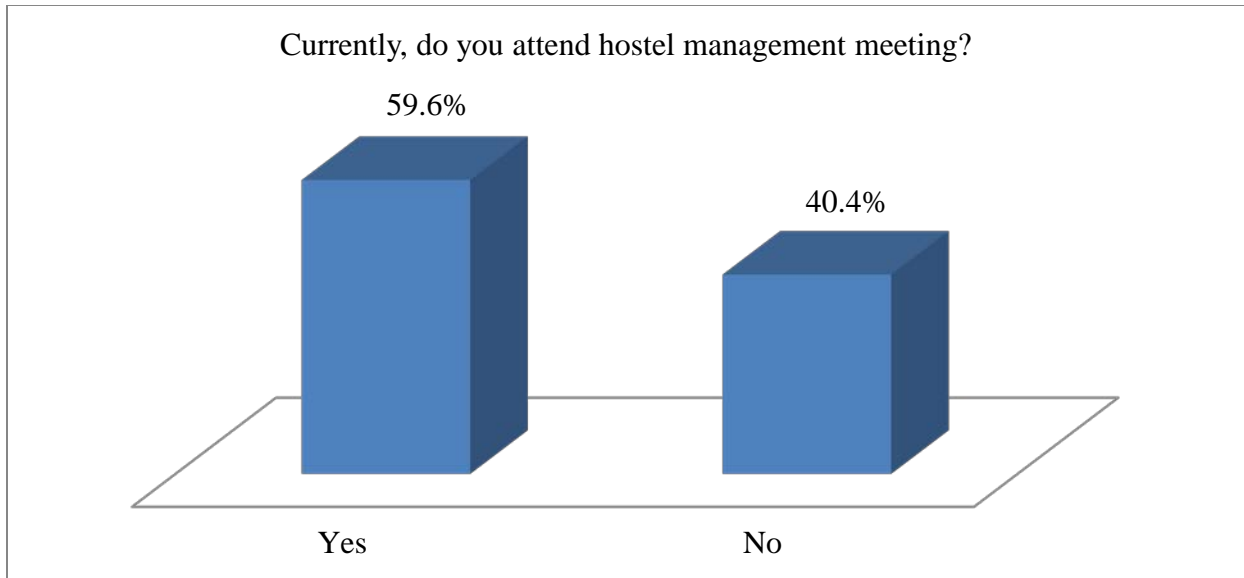


Figure 5.22: Responses regarding hostel management meetings attendance

Source: Compiled by the researcher 2013.

5.4.2.4.2 Reasons for not attending hostel management meetings

Figure 5.23 shows that 70,6% of the participants who were no longer attending hostel management meetings had explained that the meetings were not helping to provide solutions to their problems, 12,8% explained that nothing changed, 2,8% explained that they felt that they were wasting their time while 13,8% explained that they no longer knew their leaders. The results confirmed the information provided by one of the Kagiso informants. According to this informant, hostel management meetings were no longer held on a regular basis and, in any case, the attendance at meetings was poor because there were new hostel representative structures. The researcher is of the view that there are no authorised or democratically elected hostel representative structures in the Kagiso hostel and that may cause conflict between the MCLM and the hostel dwellers about the services provided. For example, as explained in question 1, the block 5 and block 6 hostel dwellers had refused to move to the empty containers. Furthermore, the findings had revealed that 97,2% of the participants who had been invited to the planning of the upgrading process had been invited by hostel representatives. Invitation of hostel dwellers to the planning of the upgrading process calls for effective and legitimate hostel representatives structures for effective communication purposes. The researcher had observed that the

participants had lost trust in the MCLM, their leaders and the hostel representatives. They also felt that their housing challenges and other issues had become a political issue because, according to one of the hostel informants at the Kagiso hostel, the block leaders had been replaced by unauthorised hostel representative structures composed of card carrying members of some political parties.

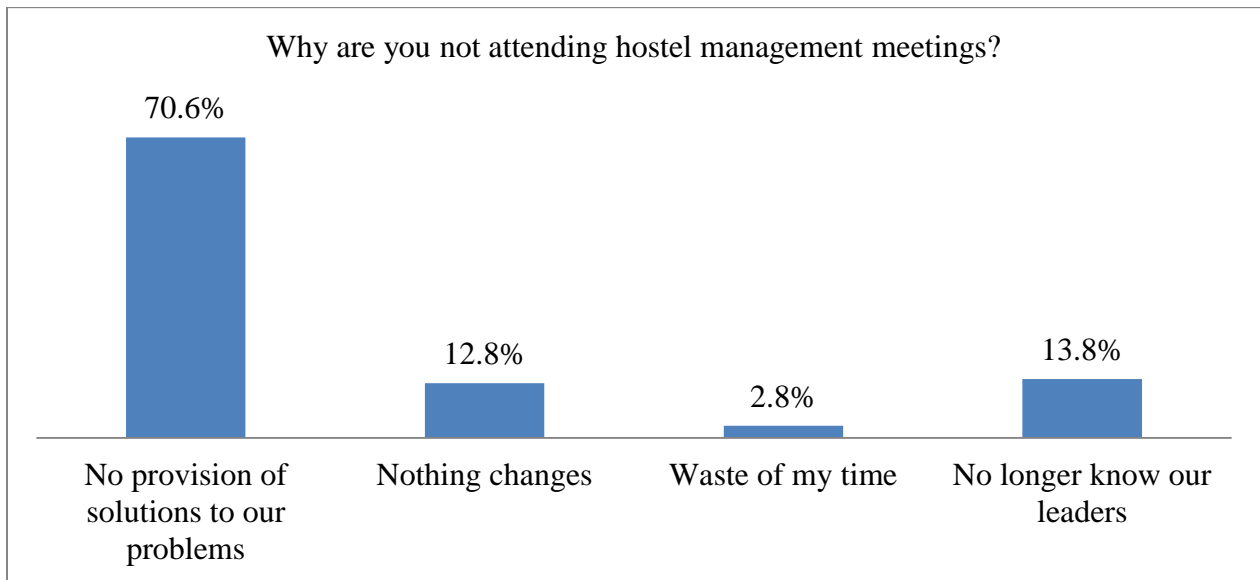


Figure 5.23: Reasons for not attending hostel management meetings

Source: Compiled by the researcher 2013.

5.4.2.4.3 Payment of monthly rentals and for basic municipal services

The hostel dwellers had paid monthly rentals to the hostel owners before the repeal of the Influx and Segregation laws in 1986 (Smit 2003a:13). However, this was no longer the case with the Kagiso hostel because the study results revealed that 100% of the participants were not paying either monthly rentals or for municipal services. Figure 5.24 presents the various reasons provided by the participants for the non-payment of monthly rentals and the non-payment for services. The researcher is of the view that the MCLM needs to communicate details of the budgetary/financial constraints and also about how municipalities generate funds to the Kagiso hostel dwellers in order to encourage monthly payments and to fulfil the transparency and openness principle contained in the White Paper on Transforming Service Delivery. The results

revealed that 96.3% of the participants had indicated that the MCLM should not bill them for either monthly rentals or for services. The researcher is, thus, of the opinion that the MCLM should convert the Kagiso hostel blocks into a mixed housing development so that every hostel dweller may be catered for, regardless of employment status. The reason for this is the principle of mixed housing development which involves incorporating different housing development types, sizes, and prices in close proximity (Landman 2010:9–10). In addition, mixed land developments provide houses for the unemployed, people earning less than R3 500 and those who are earning salaries higher than R3 500 (Infrastructurene.ws 2012:1).

Mixed land use also bridges the gap between government subsidies and upmarket housing (Matsebe *et al.* 2010:48). For example, Cosmo City provides houses to mixed income earners as Cosmo City is a combined area for unemployed people, people and households earning less than R3, 500 and also those people earning better salaries (Gauteng Department of Local Government and Housing 2004b:1). Furthermore, Cosmo City integrates people from different race groups, income levels and housing tenures (Infrastructurene.ws 2012:1). The researcher is of the opinion that mixed developments may benefit the MCLM because bulk services such as water may be provided to all hostel dwellers regardless of their income status. The results had indicated 100% of the participants were not paying for basic municipal services. Figure 5.24 indicates that 92,2% of the participants were not paying because no hostel dweller pays, 6.3% had indicated that the hostel belonged to government and 1,5% had indicated that there was no hot water nor toilets inside their rooms. The researcher observed that the non-payment of monthly rentals is catalysed by the fact that RDP households do not pay monthly rentals and that their basic municipal services are subsidised. For example, the Sinqobile residents fetched water from the Kagiso hostel when the subsidised water units have been consumed.

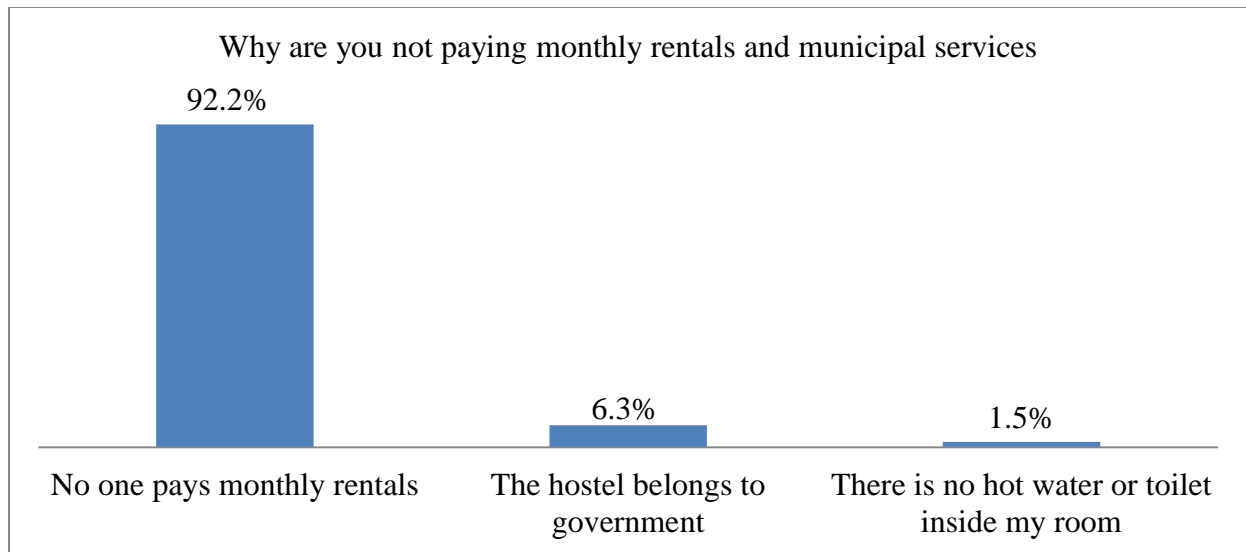


Figure 5.24: Responses as to the reasons provided by the participants for the non-payment of rentals

Source: Compiled by the researcher 2013.

5.5 Conclusion

The results of the analysed data revealed that the hostel redevelopment programme has not yet been effective in providing solutions to the housing challenges of the Kagiso hostel dwellers. However, the results also revealed that the hostel redevelopment programme had been effective in improving the living conditions of the Kagiso hostel dwellers. In this context, the improvement of living conditions implies the provision of basic municipal services such as electricity, water and waste removal services (see questionnaire). The researcher observed that the MCLM not only provided the above mentioned basic municipal services but that it had also fixed broken windows and doors and cleaned the hostel. The study revealed that 100% of the participants were not either paying monthly rentals or for municipal services. Accordingly, the MCLM should hold workshops for the hostel dwellers about the importance of paying for services. The majority of the participants were unemployed and this implies that it would be a challenge for most of them to pay monthly rentals for the family units once they are complete. The reason for this is because the CRU programme benefits those people who are earning between R800 and R3 500. The study also revealed that 98,3% of the participants had indicated that they did not know what an IDP was in relation to the hostel redevelopment programme. This

implies that the MCLM had not involved the Kagiso hostel dwellers when it had formulated its IDPs and this was hampering both proper development planning and also the meeting of the unmet needs of the hostel dwellers.

CHAPTER 6

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

The analysis and interpretation of the results were discussed in chapter 5 of this dissertation. The results indicated that both *processes 1* and *2* have not yet been effective in addressing the housing challenges of the Kagiso hostel (as explained in question 1) but that *process 1* had been effective in improving the living conditions of the Kagiso hostel (as explained in question 2) by providing basic municipal services such as electricity, water and waste removal. This chapter will discuss the findings of the study as well as the conclusions and recommendations. The chapter will also contain a summary of the chapters, areas of possible further studies and the limitations of the study. The chapter will conclude with a brief summary of the discussion.

6.2 Summary of the chapters

Chapter 1 outlined the research study by providing a background to the study and by discussing the purpose of the study, the hostel redevelopment programme, problem statement, research objectives, research design and methodology, terminology and ethical considerations. The chapter also contained an outline of the chapters.

Chapter 2 presented a literature review on understanding housing as a basic service in South Africa. Before the democratic government came into power in 1994 housing had been provided to migrant labour workers in urban areas because they had been regarded as temporary workers with their permanent homes in their homeland villages.

Chapter 3 provided a critical analysis of mixed land use as a modern discourse in housing in terms of providing housing to different income levels in a central place. Mixed land use is a solution to the housing challenges facing the democratic government and also helps to realise the democratic government's vision of a non-racial and non-sexist country.

Chapter 4 presented the research design and methodology employed in the study. The quantitative and qualitative research methodologies and approaches employed in the study were discussed in this chapter. Semi-structured questionnaires, semi-structured interviews and other data collection tools were also discussed as ways in which to test the reliability and validity of the data collected in terms of answering the research questions and realising the research objectives.

Chapter 5 presented the analysis and interpretation of the results produced by the SPSS version 21 software. The results revealed that both *processes 1* and *2* have not yet been effective in addressing the housing challenges of the Kagiso hostel in the Mogale City Local Municipality (MCLM). However, *process 1* has been effective in improving the living conditions of the hostel dwellers by providing basic municipal services such as electricity, water and waste removal.

Chapter 6 presented the findings of the research study, the conclusions of the study, recommendations, areas of further study and the limitations of the study. Conclusion and recommendations were produced from the analysis and interpretation of the results.

6.3 Findings

The results of the study reveal that the housing challenge of the Kagiso hostel have not yet been addressed by either *processes 1* or *2* because the hostel dwellers have not yet been provided with adequate houses. Nevertheless, the living conditions of the hostel dwellers have been improved by the provision of basic municipal services such as electricity, water and waste removal. Adequate housing must provide sanitary facilities, storm-water drainage, a household energy supply, clean water, secure tenure, protection and privacy (Maylam 1995:265). This implies that both processes have not yet been effective in addressing the housing challenges of the Kagiso hostel because 27,4% of the participants were living in containers while 72,6% were still living in their original hostel rooms. The results also revealed that 66,7% of the participants were not living with their dependants while 75,6% of the participants indicated that they were not living with their dependants because there was no space for their dependants in their rooms. Although the results revealed that the MCLM has provided the hostel dwellers with basic municipal

services such as electricity, water and waste removal under *process 1*, the completion of the family units (*process 2*) still requires urgent attention so that hostel dwellers may be provided with adequate houses. Delays in the completion of the family units affect the municipality's budget because some the built family units are damaged by hostel dwellers. The researcher observed that some of the almost completed family units have broken doors and windows. The researcher assumes that phases 1 to 5 of *process 2* have been completed (see Annexure F). This assumption stems from the fact that the researcher was not able to obtain secondary data such as progress reports of the two processes, minutes of the meetings of the hostel management and also meetings held by the role players.

6.4 Recommendations

Based on the results of the study the researcher recommends the following:

- Proper control and management mechanisms pertaining to the Kagiso hostel must be put in place to enable effective development planning by the MCLM. The researcher doubts whether the MCLM has accurate data on the Kagiso hostel dwellers. It is, thus, essential that the MCLM create databases on the hostel dwellers and update these databases on a monthly basis in order to ensure accurate and reliable data. As mentioned in section 2.2.1.2, there is incomplete data at deeds office on the houses constructed with state housing subsidies. This is as a result of a lack of record keeping management skills on the part of the Provincial Departments of Housing and the municipalities. The researcher is of the view that this may be the result of little or no cooperation between all the stakeholders involved in constructing public housing. The findings revealed that 27,0% of the participants had experienced overcrowding after the upgrading of the Kagiso hostel and that 35,1% blamed the fact that they had to share their rooms on the lack or absence of control or management of the Kagiso hostel by the MCLM. The researcher observed that majority of hostel dwellers had brought their friends and relatives from their rural areas to the hostels and that some of the township residents moved to the hostel after upgrading. The findings revealed that 97,0% (see figure 5.7) of the participants were originally from villages. In addition, the Kagiso hostel dwellers

did not pay their monthly rentals with the findings revealing that 100% of the participants (see figure 5.24) did not pay either their monthly rentals or for services.

- Municipalities are responsible for delivering basic services to citizens (see section 2.4) and, thus, they should be at the forefront of promoting and adhering to the stipulations of the Intergovernmental Relations Framework Act of 2005 (Act 13 of 2005), as mentioned in section 2.4. This would strengthen accountability. The MCLM should use the intergovernmental structures contained in chapter 2 of this Act in order to improve service delivery and to render quality services to communities, including the hostel dwellers.
- The MCLM needs to improve the record management system of its programmes and project management teams. The researcher relied on the DGSD Consulting Engineers and Project Managers for the economic survey information. However, the MCLM and Gauteng Department of Local Government and Housing (GDLGH) were unable to provide a socio-economic survey report and other documents. Such documents included the progress reports of the two processes (hostel redevelopment programme and CRU programme), minutes of hostel management meetings and also the minutes of the meeting of role players.
- According to the Gauteng Department of Local Government and Housing (2004b:15), the Gauteng Partnership Fund (GPF) was established as a mechanism to overcome the financial constraints of social housing delivery by providing additional loans which it (GPF) would source from the private sector. The MCLM should familiarise itself with and use the 2004 strategic plan of the Gauteng Department of Local Government and Housing that established the GPF as a reference to overcome the financial constraints it has encountered during the implementation of housing programmes and projects. The researcher is of the opinion that the delays in completing the conversion of the family units may be caused by financial constraints. The study revealed that 27,4% of the participants (see figure 5.13) who were living in containers had complained that they had been living in these containers for almost five years instead of the six promised months.
- The MCLM needs to establish evaluation teams that would be responsible for checking or assessing whether the planned activities of the human services programmes or projects were meeting the needs of the targeted communities and whether the carried activities of the human services programmes or projects matched the plans of the programme, suggesting remedial actions for any deviations and reporting to the municipal manager on a weekly

basis. It is necessary to note that municipal managers are responsible for daily administration of service delivery programmes and expenditures – see section 2.3 of this dissertation.

- The MCLM needs to develop effective hostel representative structures that may be used for the communication of housing services. The findings had revealed that 13,8% of the participants (see figure 5.23) no longer attended hostel management meetings because they did not know whom their leaders were. The use of municipal wards for communication purposes was explained in section 2.3 of this dissertation.
- The MCLM, the GDLGH and the services providers that implement housing programmes or projects need to develop effective progress reports mechanisms which will aid in carrying out the provisions of the Intergovernmental Relations Act of 2005 (Act 13 of 2005). This would promote cooperative governance (see section 2.4). Section 41 of the Constitution of the Republic of South Africa, 1996 details for the principles of cooperative governance and intergovernmental relations.
- The MCLM needs to be accredited to enable it to implement national housing programmes and to be able to outsource its own services because, as discussed in section 2.4 of this dissertation, outsourcing is one of the service delivery mechanisms.
- Effective hostel representative structures need to be developed. The study findings revealed that 59,6% of the participants attended hostel management meetings while 40,4% had indicated that they no longer attended hostel management meetings (see figure 5.22).
- In view of the 100% of non-payment of monthly rentals and the 100% non-payment for services, the MCLM and the GDLGH should jointly develop an allocation strategy which would be used to allocate hostel dwellers to the converted family units once they have been completed using the monthly income status of the hostel dwellers as revealed by the results (see figure 5.5) as an allocation tool of determining monthly rental affordability. The researcher observed that the participants living in containers were under the impression that they would be given preference, regardless of their income status. However, it should be noted that, as explained in section 1.4, the community residential unit programme is one of the social housing programmes that provides housing on a rental basis. The researcher proposes that, as discussed in section 3.3, the MCLM provide the mixed income houses that are developed in mixed land use because 69,3% of the participants had a monthly income ranging from R0 to R1 000, 22,2% had a monthly income ranging from R1 000 to R2 500,

5,9% had a monthly income ranging from R2 500 to R4 000 and 2,6% had a monthly income ranging from R4 000 to R8 000 (see figure 5.5). According to the policy framework and implementation guidelines for the community residential unit programme of the Department of Housing (2006:3&5), the CRU programme is aimed at facilitating the provision of secure rental tenure for low income earners (those earning R800–R3 500 per month) (see section 1.4).

- It is essential that the MCLM develops proper control and management tools for the Kagiso hostel for effective development planning because, as explained in sections 1.4 and 2.3, it is incumbent on municipalities to include housing developments in their IDPs.

6.5 Areas of further study

Below are possible research areas which were not covered in this study and which the researcher recommends would merit further study.

- Evaluate the outcome of the CRU programme in the MCLM.
- Determine whether the Kagiso hostel dwellers have benefited from the Mogale City Local Municipality's indigent policy.
- Investigate the cooperation between the MCLM and the GDLGH in providing adequate houses.
- Determine the responsibilities of the role players in the CRU programme.

The researcher was unable to obtain secondary sources from either the MCLM or the GDLGH. The limitations of the study are discussed below.

6.6 Delimitations of the study

The only document which had been used as a secondary source for the purposes of this study was the socio-economic survey report provided by DGSD Consulting Engineers and Project Managers. As mentioned in section 1.7.2, the researcher was unable to utilise secondary sources as she was not able to obtain progress reports on *processes 1* and *2* or the minutes of meetings.

The SPSS version 20 software that was installed on the researcher's PC was unable to save captured data and this resulted in its loss. The only solution offered by the SPSS IBM South Africa was to install SPSS version 21 and, thus, this meant that the researcher had to resume data capturing after the installation of the SPSS version 21. The installation of the SPSS version 21 delayed the researcher for almost two months as a result of server and contract issues (see Annexure E).

6.7 Conclusion

Both processes (hostel redevelopment programme and CRU programme) have not yet been effective in addressing the housing challenges of the Kagiso hostel in the Mogale City Local Municipality because 27,4% of the participants were living in containers while 72,6% of the participants were still living in their original hostel blocks which had been built before the advent of democracy in 1994. This implies that the Kagiso hostel dwellers would be provided with adequate houses only after the completion of the family units. However, *process 1* had been effective in improving the living conditions of the hostel dwellers because 72,6% of the participants had been provided with basic municipal services such as electricity, water and waste removal after the implementation of *process 1* while 27,4% had been provided with these municipal basic services before their rooms had been demolished. However, *process 2* requires an urgent attention so that the hostel dwellers may receive adequate houses. The allocation of the family units will be a challenge for the MCLM because 63,7% of the participants were unemployed and, thus, it would be difficult for them to pay monthly rentals or else pay for services unless they were all beneficiaries of the MCLM's indigent policy. An estimated 98,5% of the participants did not know what an IDP was and this implies that the Kagiso hostel dwellers had not participated in the development of the MCLM's IDP or in the development plans or processes of their hostel. However, it should be noted that moving the block 5 and block 6 hostel dwellers to the empty containers remains an obstacle to the MCLM in terms of providing adequate housing to the Kagiso hostel dwellers.

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ANNEXURES

Annexure A: Request letters to MCLM and GDLGH

11947 Secretarybird Street

Extension 6 Hospitalview

KAGISO

1754

13 October2011

The Municipal Manager

Mogale City Local Municipality

P O Box 94

KRUGERSDORP

1740

Dear Sir

REQUEST FOR A PERMISSION TO CONDUCT A RESEARCH

I hereby request a permission to conduct a research at your institution for my study.

I'm currently doing a Master's Degree in Public Management with the University of South Africa. The study focuses on the implementation of the Hostel Redevelopment Programme using

the old Kagiso as a case study. The thesis will be submitted to your office on its completion in order for the Mogale City's management to determine if it can be published or protected.

Enclosed is the copy of a letter from the University of South Africa confirming the approval of my research proposal.

Yours sincerely

Ubisi-Mkhatshwa S.V. (Ms)

Tel: 012 352 1037 (Work)

Cell: 073 638 7231

Email: SalphinahM@opsc.gov.za

Regards

Salphinah Ubisi-Mkhatshwa

Tel:012 352 1037

Cell: 073 638 7231

Fax: 012 323 1990/086 536 2386

E-mail: SalphinahM@opsc.gov.za



Annexure B: Approval letters from MCLM and the GDLGH

Good Afternoon,

Your e-mail to the Office of the Municipal Manager dated 08 November 2011 refers.

Permission is hereby granted by the Acting Executive Manager: Corporate Support Services, Ms E Segatlhe, to do your research on the Hostel Redevelopment Programme wherein you would be using the Old Kagiso Hostel. It will be the Municipality's prerogative to determine the publishing thereof.

A formal letter of acceptance will be forwarded to you shortly.

I trust that you will find the above to be in order.

Regards

SYLVIA GOUWS

EXECUTIVE SECRETARY

CORPORATE SUPPORT SERVICES

MOGALE CITY LOCAL MUNICIPALITY

TEL NO: (011)951-2010

FAX NO: 0865159573

From: MM

Sent: 08 November,2011,11:10AM

To: SylviaGouws;RethabisengMokebe

Subject: FW:

Hi Sylvia

Could you kindly assist this lady.

Kind Regards

Le

From: Salphinah Mkhatsha [mailto:SalphinahM@opsc.gov.za]

Sent: 08 November 2011 10:55 AM

To: MM

Subject: FW:

Dear Leonie

Kindly receive the attached as discussed.

Regards



**local government
and housing**

Department Local Government and Hou
GAUTENG PROVINCE

Enquiries : M.C. Mtshali
Tel No : 011 662 8310
Facsimile : 011 662 8397
E-mail address : Mandla.Mtshali@gauteng.gov.za

Mrs. S.V. Ubisi Mkhathswa

RE: Request for permission to conduct research in Kagiso Hostel.

The Gauteng Department of Local Government and Housing (GDLGH) wishes to advise you that your request for the above has been granted. You are however requested to submit a copy of every completed milestone to the Department for perusal prior to submission to the institution.

We hope you will find the above in order.

Yours faithfully


MTSHALI M.C
ACTING DIRECTOR: HUMAN SETTLEMENT DEVELOPMENT CLUSTER 3
WESTRAND AND SEDIBENG REGION
DEPARTMENT OF LOCAL GOVERNMENT AND HOUSING: GAUTENG

DATE: 17/05/2012

Received by (Name): _____
Date : _____
Signature : _____

07 May 2013

REF: PAM/2013/UBISI

**DEPARTMENT OF PUBLIC ADMINISTRATION AND MANAGEMENT
RESEARCH ETHICS COMMITTEE**

This is to certify that the application for ethics compliance submitted by

Salphinah V. Ubisi

Student Number 40518167

for the masters study

**Evaluating the Implementation of the Hostel Redevelopment Programme
The Old Kagiso Hostel in the Mogale City Local Municipality**

has received ethics clearance from the Research Ethics Committee of the Department of Public Administration and Management, CEMS. The committee met and deliberated on 02 May 2013 and found the application for ethics compliance to meet all prerequisites. This approval will be sent to the CEMS Research Ethics Committee for notification.

For the Committee,

Darrell Myrick

Prof. D. Myrick

Acting Chair PAM Ethics Committee

myricd@unisa.ac.za

Annexure D: Semi-structured questionnaire



QUESTIONNAIRE: Hostel dwellers

EVALUATING THE IMPLEMENTATION OF THE HOSTEL REDEVELOPMENT PROGRAMME OF THE OLD KAGISO HOSTEL IN THE MOGALE CITY LOCAL MUNICIPALITY

Dear respondent

You are hereby invited to participate in a research study conducted by Ms SV Ubisi-Mkhatshwa, a master's student at the University of South Africa. The purpose of this research study is to evaluate the implementation of the hostel redevelopment programme of the old Kagiso Hostel in the Mogale City Local Municipality.

Please note the following important information:

(1) This is an **anonymous** study. Your name will not be written on the questionnaire. Your answers will be treated **confidential**.

- (2) Participation in this study is **optional**. You may decide to withdraw anytime you wish to.
- (3) Please answer all questions in the attached questionnaire.
- (4) This study will be used for academic purposes which include publishing an article in an academic journal. You will also receive a report on our findings.
- (5) Please contact me if you need further clarity on: SalphinahM@opsc.gov.za or 073 638 7231.

SECTION A. BIOGRAPHICAL INFORMATION

Please indicate the correct option:

A.1 Gender

Male	1
Female	2

A.2 Age

18-30 yrs	1
30-45 yrs	2
45-65 yrs	3
65-80 yrs	4
Older than 80 yrs	5

A.3 Marital status

Married	1
Divorced	2
Widowed	3
Single	4

A.4 Employment status

Full time employed	1
Part-time employed	2
Self-employed	3
Unemployed	4
Pensioner	5
Student	6

A.5 Monthly income

0-R1000	1
R1000-R2500	2
R2500-R4000	3
R4000-R8000	4
Other	5

A.6 Province of origin

Eastern Cape	1
Free State	2
Gauteng	3
KwaZulu-Natal	4
Limpopo	5
North West	6
Mpumalanga	7
Northern Cape	8
Western Cape	9

A.7 Place of origin

Suburb	1
Township	2
Village	3
Farm	4

A.8 Were you born in South Africa

Yes	1
No	2

A.9 Language

Tswana	1
Tsonga/Shangaan	2
Southern Sotho	3
Northern Sotho	4
Xhosa	5
Venda	6
Swazi	7
Ndebele	8
Zulu	9
Other	10

A.10 Educational level

Never attended school	1
Passed grade 10	2
Passed grade 12	3
Have tertiary qualification	4

Have post graduate qualification	5
----------------------------------	---

B. PARTICIPATION OF THE HOSTEL DWELLERS DURING THE PLANNING PHASE OF THE UPGRADING PROCESS

B.1 Were you invited during the planning of the upgrading process

Yes	1
No	2

B.2 If yes, who invited you?

Hostel representative	1
Municipal official	2
Ward councillor	3
Friends	4
Neighbours	5
Other	6

B.3 Were you given an opportunity to raise your concerns, opinions and suggestion during the upgrading planning meetings?

Yes	1
No	2

B 4 If yes, do you think your concerns, opinions and suggestion were taken seriously? Please explain

Answer:-----

B.5 Currently, do you attend hostel management meetings?

Yes	1
No	2

B.6 If no, why are you not attending? Please explain

Answer:-----

B.7 During the upgrading process, were you provided with alternative accommodation

Yes	1
No	2

B.8 If no, where were you living during the upgrading process? Please explain

Answer:-----

C. ACCESS TO BASIC SERVICES

C.1 Before the upgrading of your unit or room, did your room have the following:

C.1.1 Electricity

Yes	1
No	2

C.1.2.Water

Yes	1
No	2

C.1.3 Waste removal

Yes	1
No	2

C.2 AFTER THE UPGRADING OF YOUR UNIT OR ROOM, DOES IT HAVE THE FOLLOWING:

C.2.1 Prepaid electricity meter

Yes	1
No	2

C.2.2.Water

Yes	1
No	2

C.2.3 Waste removal

Yes	1
No	2

C.3 In your own words, can you explain your living conditions before the upgrading of your unit or hostel.

Answer:-----

C.4 In your own words, can you explain your living conditions after the upgrading of your unit or hostel.

Answer:-----

D. INTRODUCTION OF FAMILY LIFE

D.1 Do you live with your dependants (those depending on you)

Yes	1
No	2

D.2 If no, why are you not living with your dependants? Explain

Answer:-----

D.3 Do you have enough space to accommodate your dependants?

Yes	1
No	2

D.4 If no, explain why do you live in a space that does not cater for all of your dependants efficiently

Answer:-----

D.5 Do you share your family unit or room with other households?

Yes	1
No	2

D.6 If yes, what are the reasons for sharing? Please explain

Answer:-----

E. MONTHLY RENTALS AND PAYMENT OF SERVICES

E.1 Do you pay monthly rentals for your unit or room?

Yes	1
No	2

E.2 If no, why are you not paying your monthly rentals? Please explain

Answer:-----

E.3 Do you think your monthly rentals are fair

Yes	1
No	2

E.4 If no, why do you think they are (monthly rentals) unfair. Please explain

Answer:-----

E.5 How do you think your municipal council can determine your monthly rentals

According to affordability	1
According to size of the unit	2
According to number of independents	3
According to income	4
No payment at all	5

F. INTEGRATION OF HOSTEL DWELLERS WITH NEIGHBOURING COMMUNITIES

F.1 Do you know what is integrated development plan (IDP) in relation to hostel redevelopment programme?

Yes	1
No	2

F.2 If yes, list its role

Answer:-----

F.3 Did you ever attend an integrated development plan (IDP) meeting?

Yes	1
No	2

F.4 If yes, list all IDP stakeholders who were present?

Answer:-----

F.5 Do you share municipal basic services with your neighbouring township communities

Yes	1
No	2

F.6 If no, why are you not sharing municipal basic services? Please explain

Answer:-----

Thank you for your time.

Annexure E: Delimitation of the study

Due to the fact that this study employed ethical issues such as confidentiality, anonymity and voluntary participation, the communiquéés the research had with some officials of the MCLM and GDLGH to be assisted with secondary sources and their names cannot be revealed in this study. The researcher also experienced some challenges with the SPSS as explained in Section 6.6.

From: Salphinah Mkhatsha

Sent: Thursday, December 20, 2012 10:23 AM

To: Kelebogile Mpudi

Cc: Masabatha Melene; Bruno Luthuli

Subject: RE: spss

Dear Kele

Sorry about yesterday, I was in the library. When I returned, I was logged out and I thought you were busy. I managed to open the document. I also typed some information, saved it and when I opened the file, I did not struggle. Furthermore, most icons are reflected on the toolbar. If I have time today, I will try some other functions for more tests, if I don't have time today, I will do them next year.

Thanks a million for your endless efforts, it is highly appreciated.

Regards

From: Kelebogile Mpudi

Sent: 20 December 2012 08:47 AM

To: Salphinah Mkhatsha

Subject: spss

Morning

I tried to call you yesterday, no one was answering the phone. Kindly confirm if SPSS is working .

Regards

Kele

Hi Roger

We have not received the CD that you promised.

Regards

Kele

From: Roger Cupido [mailto:tech@olsps.com]

Sent: Friday, October 12, 2012 9:22 AM

To: Kelebogile Mpudi

Subject: RE: Sent from Snipping Tool

Hello Kele

The authorisation code for the Statistics Standard Edition:

6d6f050011f2364ef892

Regards,

Roger Cupido

Technical Analyst

Phone: +27 (0) 21 702 4666 | **Fax:** +27 (0) 21 702 4333

E-mail: tech@olsps.com | **Web:** www.olsps.com | **Skype:** spss-tech



From: Kelebogile Mpudi [mailto:KelebogileM@opsc.gov.za]

Sent: 12 October 2012 09:08 AM

To: Roger Cupido

Subject: RE: Sent from Snipping Tool

It can communicate with the server. But still cannot connect to spss.

From: Roger Cupido [mailto:tech@olsps.com]

Sent: Friday, October 12, 2012 8:23 AM

To: Kelebogile Mpudi

Subject: RE: Sent from Snipping Tool

Hello Kele

Check if the computer can communicate with the server.

Regards,

Roger Cupido

Technical Analyst

Phone: +27 (0) 21 702 4666 | **Fax:** +27 (0) 21 702 4333

E-mail: tech@olsps.com | **Web:** www.olsps.com | **Skype:** spss-tech



From: Kelebogile Mpudi [<mailto:KelebogileM@opsc.gov.za>]

Sent: 11 October 2012 01:49 PM

To: Roger Cupido

Cc: Roger Cupido

Subject: FW: Sent from Snipping Tool

Hi Roger

Please find the attached error message. And there is no one working on SPSS at the moment.

Regards

Kele

012 352 1126

Annexure F: Photographs of the family units

