



**COMMUNITY INVOLVEMENT TRENDS IN THE HOUSING DEVELOPMENT
PROCESSES IN A SELECTED TOWNSHIP IN CAPE TOWN, SOUTH AFRICA**

BY

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**Signed**

Date 24 August 2015

ABSTRACT

The aim of this study was to assess Community involvement trends in the Housing Development processes in a Selected Township in Cape Town, South Africa. Democracy that was conceived in 1994 in South Africa brought about changes in all the spheres of government regarding provision of basic services such as affordable, basic housing and shelter. Notably, the Bill of Rights provides for protection of human rights by acknowledging participatory democracy where all citizens make decisions in matters affecting them. Participation builds an informed and responsible citizenry with a sense of ownership of government developments and projects. It allows municipalities to buy in and develop partnerships with stakeholders. Community participation is a concept often mentioned in community development.

Participation in some other local areas comes at a price: local democracy is challenged when stakeholders with diverse interests are tasked to provide basic services and affordable human settlement in other areas in the Western Cape. Similarly, while elected councillors make the ultimate decisions, residents should be consulted as far as possible. Involvement of service providers such as private companies in the provision of RDP houses raised questions for the communities such as Khayelitsha. It is believed that government is unable to have all the resources that make the provision of houses successful; hence there are challenges that were experienced during the process. Among the challenges, community participation was limited. Other constraints were structural problems emanating from the legacy of the apartheid housing design and provision of land.

A mixed method approach was employed in order to collect data using both qualitative and quantitative instruments. The primary source for data collection comprised in-depth focus groups, interviews, questionnaires and observation. The sample was extracted from the population of local beneficiaries of Khayelitsha Township, in the Western Cape. In this study, the researcher explored diverse views from literature reviewed, perceptions and opinions of local residents and beneficiaries of low cost housing; regarding their engagement in housing development projects in their area of jurisdiction. Findings from this study revealed that there was limited involvement of the community members in housing development in Khayelitsha. Challenges were experienced by community members; such as limited participation, lack of

information on housing development, limited land on which to build low-cost houses, lack of transparency and accountability on the side of the private companies. The study recommends that national and provincial government need to adopt a participatory development approach towards the implementation of housing developments in order to accommodate the community's views and enable them to benefit in the process when they raise their voices.

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DEDICATION

This is dedicated to my one and only saviour, Lord Jesus Christ, My grandfather Sahluko who has given me many second chances in life. I owe my whole life to you. To Qiqa (Nyaniso) my son and Milisa (Mfusi) my daughter, who were born during my studies and gave me doubting & tough time. Tomorrow, by the time the sun is high, you will be made safe.

Thank you.

GLOSSARY

ANC	African National Congress
ASGISA	Accelerated and Shared Growth Initiative of South Africa, 2006
BNG	Breaking New Grounds (2004)
CD	Community Development
COB	Community Based Organisation
DH	Department of Housing, 2004
DLA	Department of Land Affairs
DLGH	Department of Local Government and Housing, 2005
GEAR	Growth, Employment and Redistribution, 1996
GNP	New Growth Path, 2010
IDP	Integrated Development Planning
KDF	Khayelitsha Development Forum
LED	Local Economic Development
NDP	National Development Plan, 2013
NGO's	Non-Governmental Organisations
NHBRC	National Home Builders Registration Council
NHC	National Housing Code (2000)
PHP	People's Housing Process
RDP	Reconstruction and Development Programme
SHA	Social Housing Act, 2008 (Act No. 16 of 2008)
UNEP	United Nations Environmental Programme

TABLE OF CONTENTS

Declaration	ii
Abstract	iii
Acknowledgements	iv
Dedication	v
Glossary	viii

CHAPTER ONE: INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction	1
1.2 The Context of the Study	2
1.2.1 Factors affecting the delivery of housing/ housing provision	4
1.2.2 Lack of capacity	5
1.2.3 Insufficient land	5
1.2.4 Inappropriate standard	6
1.2.5 Different requirements amongst provinces	6
1.2.6 Inexperienced housing consumers	7
1.2.7 Housing backlogs and basic services	7
1.3 Significance of the Study	8
1.4 Research Problem	9
1.5 Research Objectives	11
1.6 Research Questions	11
1.7 Population and Sampling	12
1.7.1 Study Population	12
1.7.2 Sampling	12
1.7.3 Sampling Criteria	13
1.7.4 Interviews and Focus Group Discussions	14
1.8 Hypothesis	14
1.9 Research Design and Methodology	15
1.9.1 Mixed Methods	15
1.9.2 Data Collection instruments	16
1.10 Data Analysis	16
1.11 Limitation and Delineation of the Research	17
1.12 Conceptualisation	18
1.12.1 Community participation	18

1.12.2 Community empowerment	18
1.12.3 Development trends	19
1.12.4 Housing development/ Community Development	19
1.12.5 Integrated Development Planning	20
1.12.6 Research	20
1.13 Ethical Consideration	20
1.14 Organisation of the Study	22

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction	24
2.2 Roads to Community Participation	25
2.2.1 Phases in Community Participation	25
2.2.1.1 Identification of Appropriate Stakeholders	25
2.2.1.2 Needs Identification and Goal Determination	26
2.2.1.3 Information Dissemination	26
2.2.1.4 Consultation	26
2.2.1.5 Genuine Interests	27
2.2.1.6 Public Involvement in Decision Making	27
2.2.1.7 Accountability	27
2.2.1.8 Repeated Interaction	28
2.2.1.9 Ownership and Control	28
2.2.1.10 Sharing Benefits	28
2.2.1.11 Partnerships	28
2.2.1.12 POLICY AND LEGISLATIVE FRAMEWORK	29
2.3 National Housing Policies, the Provincial Policies and Strategies	29
2.3.1 The Reconstruction and Development Programme (RDP)	30
2.3.2 Growth, Employment and Redistribution (GEAR) -1996	32
2.3.3 Accelerated and Shared Growth Initiative-South Africa (ASGISA) – 2006	32
2.3.4 Housing Act 107 of 1997	33
2.3.5 Prevention of Illegal Eviction from and Unlawful Occupation of Land Act 19 of 1998	34
2.3.6 Role of inclusionary housing policy in transforming South African cities	35
2.4 Policy Development and Legislation on Housing Provision	36
2.4.1 Legislative framework	37
2.4.2 The Housing White Paper	37

2.4.3 Integrated Development Plan (IDP)	39
2.4.4 Land Policy, Housing and IDP's	40
2.4.5 RDP and GEAR and the Implication for Human Settlements	42
2.4.6 The Emergence of South Africa's Social Housing Policy and Programmes	43
2.4.7 Breaking New Ground on Sustainable Settlements	44
2.5 Social Capital and Housing in South Africa	48
2.5.1 People's Housing Process (PHP)	51
2.6 The National, Provincial, and Local Government Oversight on Housing Distribution	52
2.6.1 The role of local government in housing development	55
2.7 Housing Policy in the Western Cape	56
2.8 Chapter Summary	59

CHAPTER THREE: RESEARCH METHODOLOGY AND RESEARCH DESIGN

3.1 Introduction	60
3.2 Research design and methodology	61
3.3 Validity and reliability	62
3.4 Population and sample	63
3.4.1 Sampling and Sampling Procedure	63
3.4.2 Sampling Criteria	65
3.5 Data gathering and Instruments	65
3.4.1. Questionnaires	65
3.4.2 Self-administered questionnaires	67
3.4.3 Interviews and Focus Group Discussions	67
3.5 Data Analysis	68
3.6 Ethical Considerations	69
3.7 Summary	70

CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION

4.1 Introduction	71
4.2 The Background on Khayelitsha Township	72
4.2.1 Demographics	76
4.1.2 Key statistics (2001)	77
4.3 FINDINGS OF STRUCTURED QUESTIONNAIRES	78
4.3.1 Biographical data of respondents	78

4.4 Data Analysis and Interpretation of questionnaires	80
4.4.1 Question	80
4.4.2 Question	81
4.4.3 Question	82
4.4.4 Question	83
4.4.5 Question	85
4.4.6 Question	86
4.4.7 Question	87
4.4.7.1 Community involvement ensures access	88
4.5 Findings from the interview responses	89
4.5.1 Question	89
4.5.2 Question	90
4.6 Extent of participation in community events and housing projects	90
4.7 Knowledge of community events and existing Housing Projects	91
4.8 Awareness of existing National Housing policies	93
4.9 Opinions on the satisfaction about the design and the structure of the houses	93
4.10 Backyard Shacks	95
4.11 Settlement Design and Satisfaction	97
4.12 The role of Local Government officials in engaging with community of Khayelitsha	98
4.13 Accountability and responsiveness of officials to housing service delivery	99
4.14 Feelings and emotions towards self-entitlement to ownership	101
4.15 Intra-household Relations	102
4.16 Family Bonds	103
4.17 Challenges experienced by local residents of Khayelitsha	104
4.17.1 Privacy of family members	105
4.18 Social Nonconformity	106
4.19 Role of ward councillors in community participation	108
4.20 Positive and Negative Social Networks	110
4.21 Summary	112
CHAPTER FIVE: CONCLUSION, FINDINGS AND RECOMMENDATION	
5.1 Introduction	114
5.2 Conclusion	114
5.3 Findings	115

5.3.1 Limited resources	115
5.3.2 Incapacity of state officials	116
5.3.3 Ward committees/ Forum	116
5.3.4 Top down approach	116
5.4 Recommendations	116
5.5 Bibliography	120
5.6 ANNEXURES	135
Annexure 1 Questionnaires	
Annexure 2 Interview Questions	
Annexure 3 Ethic Certificate	
Annexure 4 Request for permission to undertake research	
Annexure 5 Letter of Approval to undertake research	
Annexure 6 Invitation to participate in the study	
Annexure 7 Consent to undertake in answering questions/ interview	
Annexure 8 Editing Certificate	

CHAPTER ONE: INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction

The purpose of the study was to examine the extent of community participation in the housing development trends in an area of Khayelitsha. Democratic participation and communication are fundamental rights yet officials have been individualistic in their approach; deciding on behalf of major stakeholders (community) in implementing policies and taking decisions. The study investigated problems and challenges that the Khayelitsha local municipality faces in terms of housing delivery to its communities and their involvement. The purpose was to examine the factors that affect housing delivery at Khayelitsha local municipality level in the Housing Project and what can be done in order to improve it.

Khayelitsha local municipality is faced with a serious problem of living in poorly designed and built shacks that make the poorest people most vulnerable. The 1995/6 local government elections and constitution of the Republic of South Africa, Act 108 of 1996 for promotion of the democratic system of governance required elected representatives to act in an answerable and transparent manner and to promote the involvement of citizens and community groups in the design and delivery of municipal programmes. To this end, local government and the Western Cape Housing Department need to encourage consultation, public report back, transparency, accessibility and accountability as well as inclusiveness.

Similarly, it should be realised that the Local Government Transition Act (Republic of South Africa, 1993) establishes the development of a new local governmental system which is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way. Chapter 2 of the Bill of Rights of Act 108 of 1996, Section 26 (1) and (2) relating to housing states that “everyone has the right to have access to adequate housing (and) the state must take sensible legislative and other measures within its available resources, to achieve the progressive understanding of this right”. To achieve this goal, it is imperative for the Western Cape Housing Department/ Human Settlement and local government to co-operate with one another in mutual trust and good faith by fostering friendly relations and assisting and supporting one another.

This study examined the extent of community participation in the housing development trends in an area of Khayelitsha Site C with the knowledge that it was one of the first areas to benefit from low-cost housing development in the Western Cape. It attempted to ascertain the level of dissatisfaction expressed by the community and their limited involvement in housing development projects and in local government matters. Chapter 4 of the Municipal Systems Act (Act no. 32 of 2000) states that, “citizen participation in the structures would revolutionise the way local governance functions at metropolitan level” (Act no. 32 of 2000). This move could be seen through the promulgation of legislation which encouraged community participation in governance and policy making. This study recognises the fact that there are other areas in the Western Cape that lack housing development but this research will concentrate on Khayelitsha, from the time of the democratic elections of 1994 to date. The study gives a history of the area and the problems that led to a lack of housing development. Apathy of communities and policy implementation trends are dealt with. The researcher makes mention of strategies for sustainable housing co-operatives in South Africa and the perils of participatory discourse Housing Policy in post-apartheid South Africa.

1.2 The Context of the Study

Goldblatt (2014:21-26) argues that apartheid urban policies have left a highly unevenly distributed municipality infrastructure in black townships characterised by inadequate and poorly maintained services. Posing the greatest challenge are the informal settlements growing daily in and around South African cities, where the most basic water and sanitation services are absent. It is projected that about 164 000 new households per annum are established in urban areas each requiring access to water supply.

In terms of Section 158 of the Constitution of the Republic of South Africa, 1996 it is stated that municipalities should structure and manage their administration, budgeting and planning to give priority to the basic needs of the community. They should promote social and economic development and a safe and healthy environment. People projected to live under the poverty datum line (PDL) live in township areas. It has been estimated that the urban housing backlog in 1995 was 1, 5 million units.

The consequences of this backlog are reflected in overcrowded, informal settlements, increasing land invasions in urban areas and poor access to services in rural areas. Socially and politically this backlog gives impetus to individual and communal insecurity and frustration and contributes significantly to high levels of crime and instability prevalent in many communities in South Africa, Goldblatt (2014:17). Studies reflecting service delivery backlogs in general and housing in particular, have been undertaken. Squatter settlements refer to shanty towns, most of which start as illegal settlements. These settlements are characterised, among other things, by poorly constructed houses, poor sanitary conditions, a lack of all services such as power, running water, garbage collection and a lack of legal status as residential dwellings. Sections 26 and 27 of the Constitution of the Republic of South Africa, 1996 state that, “ everyone has the right to have access to health care services, including reproductive health care, sufficient food and water, social security, including appropriate social assistance, adequate housing; and an environment that is not harmful to their health, Thwala, (2009:35).

According to the O. R. Tambo’s Integrated Development Plan, (2007/8) O.R. Tambo District Municipality is facing a service delivery backlog but they will work tirelessly to end this plight. On 9-11-2007 the Daily Dispatch reported that the National Housing Minister had said that minister’s heads would roll, if the Eastern Cape government did not create the capacity to spend its full housing budget by the following year: “somebody’s head will be cut off”. The Minister further specified, “Housing in this province is in crisis, and the housing backlogs are just too big”. The Minister was angry with the quality of homes being built by contractors, Thwala, (2009:40).

According to Fleming, (2010) residents from the Mquma municipality were complaining about slow service delivery, demanding roads, schools and houses. One resident complained about unfinished low-cost houses in the area, saying she had been waiting for years for a house of her own. The MEC for housing at that time promised that the construction of 312 incomplete local houses would be finished by August. He added that R93 million would be paid to a private company to complete the province’s 60 unfinished housing projects. He promised to track-down the builders who had abandoned the incomplete houses. It is for that reason that Khayelitsha has been identified as the target to conduct this study as there are similar problems that emanated from this township.

The housing challenge in Khayelitsha dates back to 1983 and continues up to the present day. The epidemic of crouching around Crossroads caused in the founding of Site-C transit site in 1983 – 1984. “It is almost 20 years since The City of Cape Town (CCT) now encompasses the previous municipal administrative structures: Blaauberg, Cape Town, Helderberg, Tygerberg, South Peninsula, Oosterberg. The combined municipal areas are referred to as Cape Metropolitan Administration. “In 1996 transition Cape Town was demarcated into these above sub-structures. Then in 2000 all these municipalities were integrated into one municipality called Unicity of Cape Town. Khayelitsha which belonged to the Tygerberg Municipality now belongs to the Unicity of Cape Town,” Eric Nontshiza, (2010:61). Families, who originally came from Old Crossroads, moved to the serviced land in the area with 3160 plots in Site-C.”(Mdewu, 2004: 6). Then, two families often shared a plot with water pumps, bucket toilets and blue tents interspersed with gravel roads. This sharing of a plot by two families was referred to as the double plotting system. Life became insecure for the Site-C residents because of the cold winter rains and escalating cases of crime. Up until 1992, no proper houses were built to accommodate these families. A few shop owners and community developers did decide to build their own houses without being given title deeds by the municipality. The fact that this seemed to be allowed raised suspicions among the residents who were waiting for the approval of their title deeds and many lost their trust in the municipal authorities (Interview, community member, January 2004). Families remained in temporary houses even after the project for the relocation of families from double plots was implemented (Leon Myburgh, June 2005). The role played by Housing-Human Settlement inspectors with regard to development will be alluded to in the document. For instance, the Department of Housing has delivered more than two million subsidised houses since 1994, providing secure tenure for over six million people (Tonkin, 2008:35).

1.2.1 Factors affecting the delivery of housing/ Housing Provision

The National Housing Code (2000:2) states that there is a severe housing shortage in South Africa. In 1997, the National Housing Department estimated that the number of families without adequate housing was 2, 2 million. Due to population growth, this figure has increased by about 204 000. He further estimated that, in fact, more than 50% of families earned between R0 and R1 500 per month. At the time of the democratic elections, South African cities were characterised

by dire housing and services backlogs, inequalities in municipal expenditure, spatial anomalies associated with the 'apartheid city', profound struggles against apartheid local government structures, high unemployment and many poverty-stricken households (Pillay, Tomlinson & du Toit, 2006: 1).

1.2.2 Lack of capacity

The legacy of the past resulted in a depressed housing sector which lacked capacity, both in terms of human resources and materials to provide housing speedily. The last strategy is that of supporting the People's Housing Process (PHP). The PHP offers training and technical support to families who own undeveloped, serviced property and who want to apply for a housing subsidy to build their own homes. By contributing their labour, as opposed to paying someone else to build their home, these families are able to use their Housing Subsidy and personal contributions to build bigger or better houses for less money. This is because, by contributing labour, the money that would have been used to pay someone else to build the house can instead be used to buy more building materials. Houses built through the PHP are larger (36m²) than those built by the Council (30m²). It is important to note that The PHP is not a subsidy. It is an agreement between a group of people who qualify for housing subsidies to pool their resources and contribute their labour to the group, so as to make the most of their subsidies (Cape Gateway, 2007).

1.2.3 Insufficient land

Slow and complex land identification, allocation and development processes resulted in insufficient land for housing development purposes. Land on the periphery is cheaper and therefore more 'affordable' for low income development. The subsidy does not adequately provide for land costs in the Western Cape: typically only up to about R1000 of the subsidy amount can be used for the cost of raw land, whereas the actual cost of raw land for subsidy housing in Cape Town, even in peripheral locations and for small plots less than 100m², has been up to R3000 per beneficiary (Department of Local Government and Housing, 2005: 17). These developments are usually mono-functional settlements, removed from employment, economic, social and transport opportunities. This consumes a variety of insinuations with respect to time disbursed away from home, time roving to and from job openings, and related cost inferences

(Department of Local Government and Housing, 2005: 17). (Department of Local Government and Housing, 2005: 17).

1.2.4 Inappropriate standard

Infrastructure, service and housing standards are inappropriate to the needs of a low-income market, resulting in difficulties in providing affordable housing products. As per the Subdivision of National Department Housing (2004/2005: 4), there are a number of limitations hindering the provision of housing that has added to the weakening in the number of units built per annum. The South African government entered a new phase of the housing programme in 2002, aimed at addressing many of the inadequacies in sustainability of housing provision. The chief shifts in policy and programme focus were, first, a shift from the provision purely of shelter to building habitable and sustainable settlements and communities, and second, a shift in emphasis on the number of units delivered towards the quality of the new housing stock and environments (Mthembi-Mahanyele, 2002: 8). This was due to the poor configuration of housing plans and funding streams at all levels of government, as well as the generally poor quality and peripheral position of low-income housing projects. Beneficiaries did not view the house provided as an asset because they saw the houses being sold at a cost lower than the replacement value which demonstrates a challenge to the objectives of the housing programme where the housing units were seen as an asset (Department of Housing, 2004: 4). Conferring to the National Department of Housing (2004: 4), another constriction is that there is insufficient influence from the financial sector in the bankrolling of low-income housing. This was principally due to the poor repayment record of low-income housing beneficiaries.

1.2.5 Different requirements amongst provinces

There are major differences between the housing needs experienced by different provinces. For example in the 1996 census, Gauteng and the Western Cape generally had housing backlogs in urban areas, while in the Northern Cape and the Eastern Cape, the housing backlogs were generally in rural areas. Given the different problems in each province, appropriate policy responses are necessary.

1.2.6 Inexperienced housing consumers

Because of apartheid, many people have never bought or rented a house, or know anyone who has. There are, therefore, many inexperienced housing consumers. Such consumers often make mistakes or turn to unscrupulous operators for help who in turn steal their money. Furthermore, there is significant under-spending on budget for low-income housing by responsible housing departments, due to the lack of capacity particularly in municipalities, the sluggish transfer of state land to municipalities, a lack of collaboration from traditional leaders and the recent implementation of new housing policy measures (National Department of Housing, 2004: 4). The constant presence and expansion of informal settlements (through increased migration), which have little or no access to services or infrastructure, pose difficulties. A final obstacle is the need to provide housing in the framework of decreasing household size. It has been recognised that this factor is partly responsible for the increasing backlog of low-income housing and the associated increase in slum development in South Africa (National Department of Housing, 2004: 4).

1.2.7 Housing backlogs and basic services

Lack of adequate housing and basic services in urban townships and rural settlements has reached crisis proportions. The urban housing accumulation in 1990 was predictably estimated at million units. Between hostels and rural areas, the backlog rose to approximately 200 000 new households each year. Nearby is little examination obtainable on the countryside housing condition and the Bantustans. Lack of access to even the most basic municipal services, limited or no access for the poor to land for housing, and a highly destabilised housing environment, added to the housing crisis. At the time of the democratic elections, South African cities were characterised by dire housing and services backlogs, inequalities in municipal expenditure, the spatial anomalies associated with the 'apartheid city', profound struggles against apartheid local government structures, high unemployment and many poverty-stricken households (Pillay, Tomlinson & du Toit, 2006: 1).

Around 50 000 houses were constructed in South Africa in years before. This figure can practically be increased to over more units each year. These units should be exactly envisioned for low-income households and should include the township areas. The housing glitches created

by apartheid, and by the incomplete variety of the capitalist housing markets, have been intensified by the nonappearance of a intelligible national housing policy. A frame housing programme can help produce occupation, skills and economic activity, both directly and indirectly, and should help ensure peace and stability. A single nation housing department should help to amalgamate the previously disjointed approach. The isolated sector and civil society also have a bankrolling volume. The expansion of small, medium-size and micro enterprises, owned and run by black people must be incorporated into the housing delivery programme” (ANC, RDP document 1994:22).

1.3 Significance of the Study

The findings from this study should assist the Department of Housing/ Human Settlement regarding decisions on how to regulate the right to fair housing development and distribution practices conferred by White Paper on Local Government (Republic of South Africa, 1998) in establishing, enforcing, regulating and the variation of housing development. This will enable the Provincial Housing Department to devise mechanisms to fast-track the building of the People’s Housing Process (PHPs). Lessons can be learnt on how community interests can be raised with emphasis on community involvement on issues that directly affect them. This study eliminates apathy that has restricted the participation of community members so that they will begin to question and scrutinize all developmental issues themselves.

The study will be disseminated in order to assist the users of information such as the City of Cape Town, traditional authorities, councillors and other development agencies at Khayelitsha and other townships to understand the importance of community involvement and to consider different approaches for involving communities during the implementation of development programmes. Various stakeholders will be better able to understand the roles they can play in the housing development projects in their area, from the beginning of the development process to the end. This can prevent obstacles that negatively affect development, prolong development and/ or possibly lead to community strikes and protests. The researcher believes that the study will contribute meaningfully to the field of research and will help to stimulate a constructive dialogue on the subject. The drive to undertake this study was inspired by the need to give back to the community. Growing up in the informal settlement and watching many families and individuals

benefiting from the government's housing projects throughout the country has inspired the researcher to undertake the study.

The researcher's findings will contribute to the knowledge area of housing development and Public Management. The researcher's analysis of concepts of development, community participation, social change process, capacity building, empowerment and sustainable development are worth disseminating from the findings of the study and will influence future research. It is further hoped that the findings will serve as a frame of reference for the development programmes which are taking place in the surrounding areas. Government of Western Cape and National government will benefit so that no project will be a top-down approach.

The researcher has gained insights into community participation and housing trends; as a result, the researcher can provide additional convincing evidence for government officials who are in positions of project management and service delivery regarding the effects of community participation on government-driven initiatives, which are meant to improve the well-being of communities. As time-consuming as it may be (Jenkins, 1999: 439 & Wideman, 2007: 3), "community participation encourages sustainability of the projects long after implementation", as the community involved in planning would be caretakers of the project's results and share them with as many members of the community.

1.4 Research Problem

The primary objective of this study was to assess community involvement trends, with specific reference to the challenges of providing low-cost houses in Khayelitsha Township in the Western Cape of South Africa. In keeping with the research problem of this study – that the provision of low-cost houses in South Africa is at the incipient stage, the study argues that various strategies have been applied to alleviate the housing backlog but up to now there is less success in inclusion of the affected groups in planning and implementation of those strategies. The South African government is faced with a continuous problem of addressing the housing backlog, and provides affordable houses to the poor. However, this major responsibility cannot be achieved alone by government but by private sector, non-governmental organisation and the communities through collaborated efforts.

This includes lack of capacity to implement local government, corrupt officials, as well as lack of consultation with beneficiaries in the housing process. Urbanisation compounds this predicament: as large numbers of migrants from the rural areas continue to move towards the cities in search of employment (Pillay, 2008:25). One of the major problems identified in terms of housing delivery in South Africa was that the beneficiaries are not part of the participatory process. Developers and planners do not engage communities effectively in development initiatives. For Buckley and Kalrickal (2007:15), community participation and using social capital to leverage resources have become increasingly important in development projects.

Government has gradually accepted that integrating the community is a crucial part of shelter development. It is therefore critical that there is meaningful community participation amongst community groups and an enabling environment provided by government to ensure that the voice of the people forms part of the participatory process. In this regard, Pottie (2010:65) and Makhatini (2009:17) note that the Municipal Systems Act (MSA) (RSA, 2000) seeks to regulate the relation between citizens and local government with special emphasis on government services and articulates values of accountability, transparency, efficiency and consultation through the generation of reliable structures for community participation.

Limited participation by some stake-holders resulted to policy incoherence as power and governance were imposed upon the masses of the African people, with no rights to public participation in the processes of policy development, implementation or state governance. Public participation and community engagement are the cornerstone of a democratic society. There is a possibility of manipulation and/ or the overlooking of the important stakeholders (the people) who are at the receiving end of the service delivery conveyor belt. The aim of this study is the evaluation of community participation in the Housing/ Human Settlement policy implementation and development trends with reference to Khayelitsha Western Cape Province. Fleming, (2010:15).

1.5 Research Objectives

Primary research objective

1. The primary research objective was to assess the extent of participation by the Khayelitsha community while the Housing/ Human Settlement Policy was implemented by the Western Provincial government.

Secondary research objective

1. To determine the challenges encountered by those driving the development programmes.
2. To analyse data collected and suggest strategies for the local municipality and other development structures in enhancing community involvement.
3. To formulate and forward recommendations for a suitable participatory approach to be used in the housing development.

1.6 Research Question

Primary research question

The primary research question for the study focused on the:

1. To what extent do the community members in Khayelitsha participate in the Housing/ Human Settlement development and Policy implementation in the Western Cape?

Subordinate inquiry questions:

- What were the encounters faced by community members and their elected leaders while contributing in community development programmes?
- Is Khayelitsha development forum dysfunctional?
- What strong-minded empathetic of community involvement and what was rolled out during projects implementation?
- What approaches could be brought to light to improve community involvement in the selected township?

1.7 Population and Sampling

1.7.1 Study Population

The study population was composed of all individuals of interest to the researcher from which the sample is selected. The population of this study comprised beneficiaries-residents of Khayelitsha. The houses are situated in phases 2 and 3 in Ward 99 of the Khayelitsha Municipality. The study drew respondents from the beneficiaries of the houses built from 2008 to 2010. Stuart and Wayne (2009:29) describe a population as any group that is the subject of research interest. It is a group or a class of subjects, variables, concepts or phenomena (Dominic & Wimmer 2009:57. According to Preece (2010:126), the term population does not refer to the population at large, nor even necessarily to humans or indeed animate objects at all. It refers to any whole group of subjects or things which have the characteristics identified for research purposes.

1.7.2 Sampling

In this study, the researcher's interest was to obtain perceptions about community involvement trends in the housing development processes in the township of Khayelitsha Housing project beneficiaries/ inhabitants from 2008 to 2010. It was not possible for all 950 beneficiaries to be included in the study due to resource constraints and feasibility of the study. In order to increase validity of the study and allow the researcher to make a meaningful generalisation of the results, simple random sampling has been used. Simple random sampling resembles one of the probability sampling procedures.

Among the decisions behavioural scientists face when they design research is the selection of subjects to participate in the study. Researchers can rarely examine every individual in the population relevant to their interests (Leary, 2008:82). It is not feasible to consider each and every individual who could be a beneficiary across the entire population. As such, it becomes necessary to establish a sample that is representative of the entire population. Best and Khan, (2008:10) explain that the primary purpose of research is to discover principles that have universal application, but in some cases, to study a whole population in order to arrive at generalisation, is not possible. Some populations are so large that it would be difficult to measure

all their characteristics and, when an attempt is made to measure them, it would be difficult to complete before the population changes.

According to Ray, (2008:334) the basic idea behind sampling is to learn about the characteristics of a large group of individuals by studying a smaller group. If all people were equal in every way then it would not matter which individuals the researcher chooses to study out of a large group. The enquirer could use any procedure s/he wished to select a sample. No matter how individuals are grouped, the results would always be the same. However, people are not the same in every respect, and hence it becomes necessary to find ways of choosing people from the larger group in such a way that the characteristics found in the smaller group reflect those of the larger group.

Being descriptive in nature, the study focused on purposive-sampling, which Leary describes as the selection of the sample on the basis of the researcher's own judgment. The researcher tries to choose respondents who are typical of the population (Leary, 2008:90). Purposive sampling resembles one of the non-probability sampling procedures. According to Silverman, (2007:129) purposive sampling allows the investigator to choose a case because it illustrates some feature or process in which he is interested. The researcher might be constrained by the limitation of resources and be unable to investigate every existing unit. The researcher must therefore make a practical decision.

1.7.3 Sampling Criteria

The selection of houses was as follows: through purposive sampling, streets with four or more houses were identified and a list of such streets was drawn in alphabetical order. Using random-sampling, 12 streets were selected from the list. The researcher randomly selected a number between 1 and 12. From the chosen number, every 12th street on the list was noted until 12 streets had been identified. In order to obtain a fair representation of the purposefully-chosen population, the researcher applied simple random-sampling. According to Rosnow and Rosenthal, (2009:225) simple random sampling means that the sample is to be chosen by a process that gives every member of the population an equal chance of being selected. Therefore, simple random sampling was applied in each of the chosen streets in order to select four houses per street. The researcher then randomly selected a number between 1 and 4. From the chosen number, each fourth house was selected.

1.7.4 Interviews and Focus Group Discussions

In-depth interviews were conducted face-to-face and guided by an interview schedule. The focus group interview took no longer than one hour to complete. Interviews, mainly conducted in isiXhosa and English, were audio-taped and then transcribed to provide an accurate account of each interview (Minichiello, 2006: 75). The researcher translated the isiXhosa responses into English, together with some of the quotations from the interviews quoted in the dissertation for the purpose of analysis. Twenty interviews were conducted, mainly with the same people who were respondents to the questionnaire.

The researcher conducted two focus group discussions. One group consisted of ten participants and the other had fifteen participants. Participants were selected from the questionnaire respondents and interviewees. The discussions, like the interviews, were recorded on audiotape for accuracy (Puchta and Potter 2010: 97) but notes were taken with regard to the interaction taking place between the participants. Each focus group discussion lasted about 45 minutes.

1.8 Hypothesis

A hypothesis is a tentative statement about the relationship between two or more variables. A hypothesis is a specific, testable prediction about what you expect to happen in your study. For example, a study designed to look at the relationship between sleep deprivation and test performance might have a hypothesis that states, Nobrega, (2007:19).

According to the Concise Oxford Dictionary (1990: 582), a hypothesis is “a supposition made as a starting point for further investigation from known facts.” For the purposes of this research, the hypothesis is as follows:

- Communication, constant consultation as well as community involvement and participation are key elements of successfully completing government-driven housing community projects. Community members are beneficiaries of government initiatives and, in this way; they have a sense of ownership of the end product. The researcher has formulated the following hypothesis:

- Community members were not willing or adequately prepared to participate in developmental programmes and policy implementation fact that government planned on their behalf.
- It was assumed that effective community involvement trends in the Housing development initiatives (projects) can inform township-urban development and policies.

1.9 Research design and Methodology

The research study employed inductive evaluative research design which was complemented by the use of mixed research methods. This tangled the amalgamation of together quantifiable and qualitative examination methods. The diverse research method permitted invention in research design, compensated for weaknesses in individual instrumentation and guaranteed the strengths, validity and reliability of findings (Creswell, 2009:217). Research methodology includes specification of how a researcher goes about finding solutions to the problem and what steps or processes are necessary to help the researcher find such solutions (Goddard & Melville, 2001). Hesse-Biber and Leavy (2011: 45) pronounce that, due to the nature of case studies where the sampling frame is usually small, it is normally difficult to generalize because the aim is to look at a “process” or the “meanings” that individuals attribute to their given situation. Hence, Yin (2009: 38-39) advocates analytic generalisation where the theory developed earlier could be used as a basis for comparing the results obtained from the case study. Leonard-Barton (cited by Meyer, 2001: 347) suggests that generalisability can be increased in case study research by conducting multiple-case studies. A multiple-case study approach, where interviews are conducted with six housing co-operatives’ chairpersons, is adopted in this study. In carrying out the case study, due to the typicality of the cases selected, the researcher aimed at transferability of the findings to other cases with similar circumstances to those studied (Gill & Johnson, 2010: 228).

1.9.1 Mixed Methods

This study employed a mixed methodology by using both qualitative and quantitative research methodologies. A mixed methods research design is a technique for gathering, evaluating, and “mixing” both quantifiable and qualitative research and methods in a sole study to understand a

research problem (Creswell, 2009:12). The reason for use of a mixed method was to incorporate a qualitative component into an otherwise quantitative study

- To build from one phase of a study to another
- Explore qualitatively then develop an instrument
- Follow up a quantitative study qualitatively to obtain more detailed information

The reason for use of this approach was that it involved certain philosophical assumptions; it was more than simply collecting and analysing both kinds of data. It involved the use of both approaches in tandem so that the overall strength of a study was greater than either qualitative or quantitative methods. Lastly, but more importantly, it is more manageable to collect both quantitative and qualitative data at roughly the same time, when the researcher is in the field collecting data rather than to revisit the field multiple times for data collection.

1.9.2 Data Collection Instruments

A self-administered questionnaire in the form of semi-structured questions was used to collect data directly from respondents. Questionnaires (100) were delivered by hand to local respondents and were collected after completion. According to Mitchell and Jolley (2010:467), a semi-structured questionnaire is constructed around a core of standard questions. However, unlike the structured questions, the interviewer may expand on any questions in order to explore a given response in greater depth. Like the structured questionnaire, the semi-structured questionnaire can yield accurate and comprehensive data. In addition, it has the advantage of being able to probe for underlying factors or relations that may be too elusive for the structured questionnaire. Roberts-Holmes (2005:143) contends that questionnaires can be used for a wide variety of reasons in small-scale research projects. Unlike in-depth interviewing, questionnaires tend to provide a broad picture of people's experiences and views. The researcher has therefore elected to use questionnaires due to their reliability. Questionnaires are affordable, relatively quick and have scientific merit.

1.10 Data analysis

Data analysis is the procedure of transporting order, assembly and sense to the mass of the collected data. The researcher employed an interpretive and statistical analysis using SPSS.

Leedy (2009:67) defined interpretational analysis as examining the data for constructs, themes and patterns that can be used to describe and explain the phenomenon studied. What Leedy posits, qualifies the fact that, in analysing the data, all angles should be used. In this study, however, integration and mind-mapping will only be used as coding which propels research. It provides information about the human side of an issue: the often contradictory behaviours, beliefs, opinions, emotions and relations between individuals.

Meyers, 2002, Welman, Kruger and Mitchell (2005:13) point out that data analysis and interpretation form the major part of the research project. This guides the researcher to obtain different opinions from Housing Inspectors, councillors and community using the same questions that the participants would answer. Leedy (2009:58) argues that there are three forms of data analysis which are, data filter, mind mapping and integration of the points of view of authors. In a qualitative research method, there are challenges in that when analysing the data one needs to convert words to numbers or symbols and use both. The purpose is to analyse and make sense of the collected data because the codes attach meaning to the raw data, and to understand material that is not clear (Welman, Kruger and Mitchell, 2005:214).

In this study, the researcher used the Interpretative codes which relate to the reasons, explanations and motives behind certain actions in order to understand whether Housing inspectors and administrators were working closely with community stakeholders or there was anything else needed to be addressed to make them more effective including the appointed contractors. The SPSS software was used to analyse the data obtained through the questionnaires.

1.11 Limitation and delimitation of the Research

The study was conducted in the District Municipality of Khayelitsha from the period 2000 to 2013 and concentrated on the Department of Housing-Human Settlement and the Khayelitsha stakeholders. Government officials responsible for Housing-Human Settlement were part of the population interviewed as well as the community of Khayelitsha as a whole, councillors and housing inspectors. What will be covered in this study is the manner in which communities participate in their housing development projects, policy implementation and how these programmes may have contributed to the apathy of communities.

1.12 Conceptualisation

1.12.1 Community Participation

Community participation is a stratagem that compliments the privileges and capability of youth and other public members to project and implement programs within their community. Community involvement opens the way for community members—including youth—to act responsibly. Whether a hands-on approach is the primary strategy or a complementary one, it will greatly enrich and strengthen programs and help achieve more sustainable, appropriate and effective programs in the field. Community participation programs present some obstacles to "scaling up" due to their deliberately and intensely local nature. As a program ripens and matures, program planners may face the encounter of "scaling down" the concentration of community participation in order to "scale up" the project without compromising its participatory nature or results (Swanepoel and De Beer, 2006:43).

1.12.2 Community empowerment

Community empowerment denotes to the route of permitting communities to increase control over their lives. "Communities" are groups of people that may or may not be spatially connected, but who share common interests, concerns or identities. These communities could be local, national or international, with specific or broad interests. 'Empowerment' refers to the process by which people gain control over the factors and decisions that shape their lives. It is the process by which they increase their assets and attributes and build capacities to gain access, partners, networks and/or a voice, in order to gain control. 'Enabling' implies that people cannot be empowered by others; they can only empower themselves by acquiring more of power's different forms (Laverack, 2008: 59). It assumes that people are their own assets and that the role of the external agent is to catalyse, facilitate or "accompany" the community in acquiring power.

Community empowerment, therefore, is more than the involvement, participation or engagement of communities. It implies community ownership and action that explicitly aims at social and political change. Community empowerment is a process of re-negotiating influence in order to gain more control. It recognizes that if some people are going to be empowered, then others will be sharing their current control and giving some of it up (Baum, 2008: 19). Influence is a central concept in community empowerment and health promotion which invariably operates within the

arena of a power struggle. Community empowerment essentially addresses the communal, ethnic, partisan and economic factors that reinforce health, and seeks to build partnerships with other sectors in finding solutions.

1.12.3 Development trends

This includes preparation activities and community empowerment, and empowerment activities of the business community with refinement of the infrastructure activity and settlement as an inseparable system. Development of housing and settlements, which make use of space both in the urban areas and in rural areas, is an activity that is set. Because of the management and development of housing, settlements must always consider the availability of resources, support and development.

Support of adequate resources, either primary or supplementary, is needed to be sustainable; in addition the impact of housing development and settlement upon environmental sustainability and the balance of power that supports the environment must always be considered. Awareness should be started in the planning and design, development, up to the stage of management and development, so that the direction of its development remains consistent with the principles of sustainable development in economic, social, and environmental terms (UN Habitat, 2003).

1.12.4 Housing Development/ Community Development

In terms of Housing Act No. 107 of 1997 it is specified that housing development means the creation and upkeep of comfortable, steady and maintainable community and private residential surroundings to safeguard feasible households and communities in areas permitting suitable access to commercial openings, health, educational and social comforts for all inhabitants and perpetual residents. Housing developments are the structured building and development of residential properties. Popular throughout the United States and the United Kingdom, they are often areas of high density, low impact residences of single family homes. Community development can be defined as the process whereby different people, from different backgrounds, with different and aligned interests come together to resolve issues in a collaborative manner. It can be used to build self-reliant communities, increase ownership of facilities and civic spaces, improve well-being and enhance the diversity of the cultural landscape.

1.12.5 Integrated Development Planning

Local municipalities in South Africa have to use "integrated development planning" as a method to plan future development in their areas. Apartheid planning left us with cities and towns that:

- Have racially divided business and residential areas
- Are badly planned to cater for the poor - with long travelling distances to work and poor access to business and other services.
- Have great differences in levels of services between rich and poor areas
- Have sprawling informal settlements and spread-out residential areas that make cheap service delivery difficult.

“A participatory approach to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population in a manner that provides sustainable growth, equity and the empowerment of the poor and the marginalised.” An IDP is therefore a plan that guides the activities and decisions of a Municipality for the next 5 years in terms of Chapter 5 of the Municipal Structures Act, 2000. It is subject to a review process that shall be followed annually to ensure the improvement of service delivery and the effectiveness of the administration of the Municipality.

1.12.6 Research

The systematic investigation into and study of materials and sources in order to establish facts and reach new conclusions (Oxford Advanced Learner's Dictionary: 259). On the other hand, Creswell argues that research is a systematic investigative process employed to increase or revise current knowledge by discovering new facts. It is divided into two general categories: (1) Basic research is inquiry aimed at increasing scientific knowledge, and (2) Applied research is effort aimed at using basic research for solving problems or developing new processes, products, or techniques (Creswell:189).

1.13 Ethical Consideration

Ethical issues in research, according to Saunders (cited by Sutrisna, 2009: 56), concern the relevance of the behaviour of the researcher in relation to the rights of the respondents. It is one

of the key elements to be considered in research as it determines the level of credibility that a given research will be accorded, based on the resulting findings. To this end, ethical issues highlighted by Leedy and Ormrod (2009: 101) and Mitchell and Jolley (2010: 52) guided the researcher throughout the duration of the study. Ethical issues such as informed consent, right to privacy and honesty will be respected. The researcher was granted permission for access to conduct research by the City of Cape Town. The university ethics committee, through the department of public management, granted ethical clearance to the researcher and gave him a right to conduct the study and collect the data using the questionnaire and semi-structured interviews.

Validity and reliability were taken into consideration by the researcher during data collection. Validity, according to Robson (cited by Sutrisna, 2009: 55-56), refers to whether the identified inputs within their attributes actually produce the expected output, and beyond this, whether the research findings can be generalised beyond the setting in which the research took place. Blaxter (2006: 221) states that validity has to do with whether the researcher's methods, approaches and techniques actually relate to, or measure the issues the researcher has been exploring.

Validity, according to David and Sutton (2006: 173), is determined by how representative the sample is and the size of the sample from which the findings are derived. The research will be designed to reflect the above issues as raised by David and Sutton (2006: 173); Baxter (2006: 221) and Robson (cited by Sutrisna, 2009: 55-56). The response rate achieved from the questionnaires sent to the relevant participants of all the housing co-operatives identified, does not limit the conclusion drawn, since the whole population is referred to and as such, the issue of the sample not being representative, does not arise (Creswell and Clark, 2011: 211).

Reliability refers to the consistency of results obtained in the research, and it includes how well the researcher carries out the research that will make it possible for other researchers to replicate the research and reaches the same results under similar circumstances (Amaratunga et al. 2002: 29; Baxter, (2006: 221) & McNeill cited by Sutrisna, 2009: 56). Amaratunga et al. (2002: 29) indicate that the basis for reliability is to reduce errors and bias in research. Yin (2009: 45) states that the essence of reliability is to ensure that if another researcher follows the procedures highlighted by the researcher that carried out the initial research, both researchers should arrive at the same findings and conclusions. In a related development, Henning, Rensburg and Smit

(2004: 151) observe that if all research steps are declared and documented, the research is potentially replicable by doing it all in the same way, in a similar setting and with similar participants. To achieve consistency in the study, especially in the interviews conducted, the structured interview format will be adopted. This approach will allow for a greater degree of comparisons between interviews (Hesse-Biber & Leavy, 2011: 102).

The results of the study were not intended to be generalised. The study employed a case study for lessons to be learnt from the experiences of the case of Khayelitsha. Okolie (2011: 167) indicates that generalisation is the extent to which the findings and conclusions of research conducted on a population sample can be extended to the population. Okolie (2011) further states that generalisation is based on the frequent occurrence of a phenomenon which when there is sufficient data to support the validation of a hypothesis, a basis exists to generalise the behaviour of such data in similar circumstances. This type of generalisation is what Yin (2009: 36) refers to as statistical generalisation because inferences are made about the population based on the data collected from the sample selected. As stated earlier, the response rate will not limit the generalisation of the results from the survey. Lerise (cited by Nguluma, 2003: 79-80) however has a different idea of how generalisation is achieved in research. Lerise (cited by Nguluma, 2003: 79-80) is of the opinion that research is carried out to produce knowledge that could become a course for action and, when the findings from the research become a basis for action, Lerise (cited by Nguluma, 2003) concludes that the research has been generalised.

1.14 Organisation of the Study

Chapter 1: Introduction and Background to the study

This chapter provides the background of the research as well as the course of action to be taken in order to achieve the purpose of the research. It deals with statement of the problem, research objectives, and research questions, significance of the study, literature review, research methodology, data collection and data analysis.

Chapter 2: Literature Overview

The chapter focuses on the literature surveyed from different sources of scholarly material. It reflects on the policy development and legislation on housing trends, the oversight of the

Department of Housing/ Human Settlement on its mandate to protect the applied recipients of houses. It dwells on the participation strategies of community members and councillors in Local, Provincial and National spheres. Furthermore, both informal and formal interviews are critically discussed so as to verify the level of interaction between stakeholders.

Chapter 3: Research design and Methodology

This Chapter advocates the research design and methodology employed in the study. The research determines a mixed inquiry methodology, where both qualitative and quantifiable approaches of data gathering are used.

Chapter 4: Data Analysis

This chapter focuses on analysis of the case of Khayelitsha and findings that the researcher gathered while doing data collection. The researcher analysed the qualitative research method using interviews and questionnaire responses obtained from members of the Department of Housing/ Human Settlement; Inspectors, councillors and community with the notion of finding out the roles, processes and procedures that they followed in performing their duties. A formal data collection protocol and process were set up to ensure validity and reliability during data collection.

Chapter Five: Conclusion, Findings and Recommendation

In this chapter, the researcher reports on recommendations, conclusions and findings that emerged from the analysis and interpretation of data collected. Assumptions remain haggard from the investigation. Qualitative and measurable discoveries are used to reach assumptions and recommendations. The following chapter deals with a literature review of the study.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

This chapter covers a broad sense of community participation in processes of human settlement development. It focuses on South African housing policy and legislation that is expected to steer the drive for a people-centered development. Stressing two important conditions with respect to the conception and institutionalisation of participatory processes, the chapter also examines the participatory trajectory and ladders, and lastly it reflect on the challenges of providing affordable human settlements in South Africa. However, the policy's failure in its participatory agenda, whereby, contrary to its participatory rhetoric, communities and other actors have not established positive or synergistic relations, but rather best defined by a zero-sum perspective: the private sector interests have hijacked the participatory discourse, and communities' interests have been marginalised.

The 1996 Constitution of Republic South Africa, Chapter 2, Section 26 (1) and (2) of Act 108 of 1996, states that, 'everyone has the right to have access to adequate housing (and) the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right'. In addition, according to the Western Cape Housing Development Act, of 1999 Section 3 (2) and the role of government in a province in housing development is to 'take all reasonable and necessary steps to support local governments in the exercise of their powers and the performance of their duties in respect of housing development; and when a local government cannot or does not perform a duty imposed by this Act, intervene by taking any appropriate steps in accordance with section 139 of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), and section 49 of the Constitution of the Western Cape, 1997 to ensure the performance of such duty'.

In conceptualising housing development in Khayelitsha, this chapter deals with policy frameworks established by the National and the Provincial governments, and the degree to which they have been implemented. Discussion centres on the Reconstruction and Development Plan and the White Paper on Housing. This chapter looks at ways in which the housing policy is implemented at local government level in Cape Town.

2.2 THE ROADS TO COMMUNITY PARTICIPATION

At the early stages of post-apartheid South Africa, two important components for successful community participation in housing development processes were in place: a democratic government that recognised the significance of communities' contributions to housing development processes and a strong grassroots movement motivated to take part in development processes. In 1994, when the democratic government of National Unity led by the African National Congress (ANC) came to power, its new constitution recognised housing as a priority and a human right for all. The government made a commitment to correct the injustices of the past through its housing policy and declared the provision of housing for the historically oppressed majority in South Africa to be essential. The government's policy documents stressed a people-centered approach: significant community participation in housing processes and an active role for low-income groups as partners with government and the private sector in developing housing (Department of Housing 1994a).

2.2.1 Phases in Community Participation

2.2.1.1 Identification of Appropriate Stakeholders

The public involvement of stakeholders in development projects is widely recognized as a fundamental element of the process. Timely, well-planned and well-implemented public involvement programs have contributed to the successful design, implementation, operation and management of proposals (United Nations Environmental Programme, (UNEP, 2013). For instance, the range of stakeholders involved in an Environmental Impact Assessment (EIA) project typically includes:

- ✓ The people, individuals, or groups in the local community
- ✓ The proponent and other project beneficiaries
- ✓ Government agencies
- ✓ Non-governmental Organizations (NGOs)
- ✓ Others, such as donors, the private sectors, academics, and so forth

2.2.1.2 Needs Identification and Goal Determination

Participation of the masses in development activities implies enhanced capacity to perceive their own needs. Through participation, local people identify their needs as well as the relevant goals of a program. By participating in decision-making and implementation activities, local people help project officials identify (1) needs, (2) strategies to meet those needs, and (3) the necessary resources required to implement the various strategies (UNEP, 2013). For example, community participation will be discouraged if environmental issues are given priority in agendas without addressing issues such as poverty, homelessness, health and other basic necessities perceived to be more important by the coastal communities.

2.2.1.3 Information Dissemination

This is a one-way flow of information from the proponent of the development project to the public. The proponent should provide sufficient relevant information about the project such as the benefits of the project to the beneficiaries, the costs of implementation, the potential for financing and implementation and possible risk factors. The proponent should allow sufficient time for individuals to read and discuss the information provided, and listen to the views held by individuals as well as to issues and problems. Lack of transparency often fosters mistrust and misunderstanding between project authorities and local communities (UNEP, 2013).

2.2.1.4 Consultation

Consultation involves inviting people's views on the proposed actions and engaging them in a dialogue. It is a two-way flow of information between the proponent and the public. Consultation provides opportunities for the public to express their views on the project proposal initiated by the project proponent. Rigorous planning and implementation of projects should be undertaken only after considerable discussion and consultation. Consultation includes education, information-sharing, and negotiation, with the goal being a better decision-making process through organizations consulting the general public (Hesse-Biber and Leavy, 2011:155). This process allows neglected people to hear and have a voice in future undertakings.

Depending on the project, various methods are used during consultation such as public hearings, public meetings, general public information meetings, informal small group meetings, public

displays, field trips, site visits, letter requests for comments, material for mass media and response to public inquiries. The knowledge of local people should be recognized and they should be enrolled as experts in designing development projects. Participants should be encouraged to articulate their ideas and the design of the project should be based on such ideas.

2.2.1.5 Genuine Interests

Participation depends on people's legitimate interests in project or development activities. Therefore, participation needs to be considered as an active process, meaning that the person or group in question takes initiatives and asserts an independent role (Hesse-Biber and Leavy, 2011:90).

2.2.1.6 Public Involvement in Decision Making

The project should encourage a maximum number of people in the participation of development projects. Such involvement should give participants full inclusion in designing, organizing, and implementing activities and workshops in order to create consensus, ownership and action in support of environmental change in specific areas. It should include people and groups rather than exclude any individuals. Public involvement is a process for involving the public in the decision-making of an organization (Hesse-Biber and Leavy, 2011:45). Participation brings the public into the decision-making process.

Okolie (2011:52) stressed community involvement in management of marine protected areas. According to the author, public involvement can take place at several stages in the establishment and management of marine protected areas. These stages are: (1) the recognition of a need; (2) discussions with interested parties and integration with the community; (3) baseline studies and monitoring; (4) education; (5) core group building and formalization of reserves; and (6) enforcement.

2.2.1.7 Accountability

The requirement of accountability applies to all parties involved in the project such as project management, external organizers, and traditional leaders, as well as any emergent leadership from the ranks of the poor and the disadvantaged (Hesse-Biber and Leavy, 2011:75). The authors note that the agencies involved in project management and implementation are

procedurally and periodically answerable to the people in the project area, as well as the citizens of the country in general. All people should be aware of their roles in the project and the planning of activities of the project. Accountability of concerned community members must be ensured, particularly after the decision is taken.

2.2.1.8 Repeated Interaction

Often there is interaction at the beginning of the project but no dialogue or any other form of interaction occurs during the project. This ultimately creates a gap between proponents of the development projects and the communities. Consequently, the local people abandon a project based on such an idea. Therefore, it is suggested that there should be on-going communication throughout the project period (Okolie, 2011:25).

2.2.1.9 Ownership and Control

Participation plays a major role in people's management of their own affairs. Ownership and control of resources have a profound impact on participation in development projects (Mathbor, 2007:23). Ferrer (2005:14) emphasized four areas to be worked toward in a participatory coastal resource management program: greater economic and social equality, better access to services for all, greater participation in decision-making and deeper involvement in the organizing process resulting from the empowerment of people.

2.2.1.10 Sharing Benefits

It is evident that without sharing the benefits of the project, participation is a frustrating process for the poorer people. United Nation Environmental Programme (2013:25) notes that there should be a fair and equitable distribution of benefits, as well as redistribution of goods and services, to enable poorer people to get a fairer share of society's wealth and to participate fully in the development process.

2.2.1.11 Partnerships

Partnership in development processes allows stakeholders to work, talk, and solve problems with individuals who are often perceived as the masters. Instead of demonstrating the relationship as a worker-client tie, parties involved should agree on working in partnerships. An expression used

by the Latin American activists to describe their relation with the people (communities, groups) with whom they are working is accompaniment, or “accompanying the process” (Wilson and Whitmore, 2007). Wilson and Whitmore identified a set of principles for collaboration in a variety of settings and situations. These include non-intrusive collaboration, mutual trust and respect, a common analysis of what the problem is a commitment to solidarity, equality in the relationship, an explicit focus on process, and the importance of language.

2.2.1.12 POLICY AND LEGISLATIVE FRAMEWORK

The environment is considered as an integral part of development, since any impacts on an individual’s environment impacts on well-being or welfare. It has been shown that lack of environmental legislation in developing countries limits environmental protection (UNEP, 2013:5). This ultimately creates considerable environmental problems in the name of development in third-world countries. Therefore, lack of legislation to protect human rights as well as the environment may impede public participation in development projects.

2.3 National Housing Policies, the Provincial Policies and Strategies.

When the democratic government came to power in 1994, poverty alleviation and creation of a better life for all became the central focus in its endeavour to rebuild the country. According to Act 108 of 1996: 24,

Everyone has the right to adequate housing. The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right. No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions.

The consequences of the past inequalities left many South Africans destitute. A large number of mainly black citizens, became poor, had no proper homes to go to and therefore stayed in shacks. Among other challenges such as unemployment, crime and lack of infrastructure, the new government inherited a major problem as the majority of communities were, and to a large extent some are still, without decent dwellings. It is through that, that the need to launch housing projects throughout the country came about. In an attempt to improve the quality of the lives of

its citizens, the government introduced low-cost housing projects through its Reconstruction and Development Programme (RDP). Hence the houses built through this programme were later commonly known as RDP Houses. Currently, low-cost houses built through the government housing programme are common in the urban areas of the Republic of South Africa. Through the Reconstruction and Development Programme, the government embarked on a full-scale development mission of building houses for the poor. This is in line with what the majority of the people expected after the first democratic elections which were held on 27 April in 1994.

The housing administrators are faced with an amount of communal procedure tests. These comprise satisfactory service delivery, poverty eradication, reducing inequality, job creation and the need, in general, to advance the excellence of lifetime. The two leading development strategy statements since 1994 that were meant to deal with the above challenges were the Reconstruction and Development Programme (RDP) of 1994 and the Growth, Employment and Redistribution (GEAR) programme that was released in June 1996. The trials that the above two policy documents meant to achieve are still lingering the nation. It was perhaps inevitable that another strategy would have to be developed if the ANC slogan, 'a better life for all' is to be realised. President Thabo Mbeki, in his State of the Nation Address on 3 February 2006, spoke about the Accelerated and Shared Growth Initiative of South Africa (ASGISA), which consists of a limited set of interventions, intended to serve as catalysts to accelerated and shared growth and development.

2.3.1 The Reconstruction and Development Programme (RDP)

After 1994, the Reconstruction and Development Programme (RDP), which was initially the ANC's post-Apartheid reconstruction framework, started to influence policy formulation. It is important for the study to give a brief history of the RDP in order to see its value in addressing the basic needs of the poor. The people involved in compiling this programme were a mixture of intellectuals, workers and representatives from community organizations. In order to achieve the goals of the RDP, a policy framework, the White Paper on Reconstruction and Development, was written so as to give practical guidelines on how the programme should be implemented throughout the country. This policy framework provided for the establishment of the RDP coordinating structures. According to Mpošana, these structures were multi-party and intersectoral structures that would be responsible for planning, co-ordinating, facilitating and

implementing the RDP projects and thus giving effect to the ideals that were contained in that document (2002: 29). RDP forums were envisaged in order to create positive strategies of participation for the role players and to prioritise their specific needs, depending on the type of development the role players wanted to pursue.

Khayelitsha was not left out of this process: Phumzile Mlambo Ngcuka held consultative meetings in 1995 in the Western Cape and in other provinces. This strategy was important because it meant that Khayelitsha community developers and other stakeholders could, for the first time, understand the programme and be able to implement it. Callaghan states that “Public Involvement Programmes (PIPs) minimise risk by obtaining community support for the project before implementation and by identifying and solving conflicts during the process of consultation, resulting in a sense of ownership, thereby reducing the risk of vandalism and avoiding costly maintenance” Phumzile Mlambo Ngcuka (1997:32). I share a mutual interest, sentiment and concern and get together to formulate ways of addressing their concern. Thwala (2009: 2) states that, “...the most important element in community development is that it is a learning process. As the people go through each phase of development, they learn to approach the next phase better”. The RDP was focusing on the most immediate needs of people and relied on the energies of those people to meet their needs.

Connecting housing development in Khayelitsha to the RDP can be understood as a technique of addressing the elementary needs of people, for example, jobs, land, housing, water, communications, transportation, a clean and healthy environment, nutrition, health care and social welfare” (RDP, 1994: 7). Building houses has been a government strategy to alleviate poverty through employing people and generating skills. Housing includes planning, project management, land survey, engineers, building roads, electricity, sanitation, building of the top structure, plumbing and so on. The government strategy was to encourage communities to develop skills which would enable them to participate in their local economic development. Boesak singles out two of these key programmes that are mentioned in the RDP: meeting elementary requirements and building the economy. He argues that “...basic needs includes dealing with the provision of housing to previously disadvantaged groups. Furthermore, building the economy can be seen as a strategy of government towards creating conditions in which

people will be able to improve their capacity to access these goods and services, including housing” (Boesak, 2002: 31).

2.3.2 Growth, Employment and Redistribution (GEAR) -1996

The Macro-economic Policy Framework known as GEAR, released in June 1996, was slightly more resolutely entrenched in a neo-liberal economic paradigm. The purposes of GEAR were to deliver rudimentary services to the poor, to ease poverty, achieve economic growth, decrease national debt, stabilise increase and give effect to the socio-economic rights in the Constitution. GEAR required accomplishing its objectives through economic growth that would be led by private sector investment that would, in turn, create employment. This macro-economic policy framework emphasised the need to build the state’s capacity to deliver through expenditure on social programmes such as social assistance, health, public works, and other services to the poor. Within the GEAR strategy, one sees the link between poverty eradication and neo-liberal economic policy in the form of budget shortfall reduction and cautious financial policy. It can be contended that GEAR has donated importantly to economic growth that has gone from about 3% in 2003, to 4% in 2004 and 5% in 2005 (ASISA). GEAR has abridged high levels of government debt to low levels and has stabilised inflation. Whereas the economy has knowledgeable growth, it has been ‘jobless growth’ and has thus failed to meet the needs of the poor and unemployed; a ‘better life for all’ is still a nightmare for most poor people. Once again, this section does not debate the success or failure of GEAR; simply argument out that the challenges of poverty and unemployment continue intensely rooted and largely unresolved in South Africa. The inquiry is, can a ‘better life for all’ be attained through ASGISA?

2.3.3 Accelerated and Shared Growth Initiative-South Africa (ASGISA)

ASGISA was accepted by cabinet in July 2005 and revealed by the Deputy-President, Phumzile Mlambo-Ngcuka, on 6 February 2006. In the 2006 budget speech the Minister of Finance proclaimed an allocation of funds to ASGISA programmes. President Mbeki, at the end of the cabinet Lekgotla in July 2002, argued that the challenge facing government was not to change government policies but to ensure that they were implemented. By policy implementation we mean the accomplishment of policy objectives through the planning and programming of operations and projects so that agreed upon outcomes and desired impacts are achieved. This is

what ASGISA aims at, improving policy application and economic growth by dealing with the following challenges:

- lack of skilled and dedicated staff in the public service
- lack of human resources to implement policies
- inadequate financial resources
- corruption and mishandling of funds
- lack of people-driven development
- lack of correct co-ordination between institutions
- Obstacles to entry, limits to competition and limited new investment opportunities.

After the fall of President Thabo Mbeki, ASGISA was replaced by New Growth Path (GNP) which was announced by Jacob Zuma during his 'State of the Nation' address in 2010. GNP recognised that structural unemployment remains extremely high; poverty continues to afflict millions; oppression of workers continues; and inequalities are now deeper than ever before. In this regard, the GNP was envisioned to accelerate growth in the South African economy, and to do so in ways that rapidly reduce poverty, unemployment and inequality. To help overcome these structural challenges and contribute to the achievement of higher levels of economic growth, GNP was seen as a necessary policy.

In early 2013 the government introduced the National Development Plan (NDP 2030:115) as South Africa's long-term socio-economic development roadmap. This policy was adopted as the cornerstone and blueprint for a future economic and socio-economic development strategy for the country as of 2012/13 at Mangaung in December 2011. NDP is viewed as a policy blueprint for eliminating poverty and reducing inequality in South Africa by 2030. In order to address the country's socio-economic imbalances, NDP identifies the key constraints to faster growth among other things and presents a roadmap to a more inclusive economy.

2.3.4 Housing Act 107 of 1997

This act provides for the establishment of a sustainable housing development process; to lay down general principles applicable to housing development in all spheres of government, to define the functions of national, provincial and local governments in respect of housing development. This act further provides for the establishment of a South African Housing

Development Board, the continued existence of provincial boards under the name of provincial housing development boards and the financing of national housing programmes; to repeal certain laws; and to provide for matters connected therewith in terms of section 26 of the Constitution of the Republic of South Africa, 1996. However, there is more focus on the rights of the people, where everyone has the right to have access to adequate housing, and the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right; and whereas the Parliament of the Republic of South Africa recognises that housing.

2.3.5 Prevention of Illegal Eviction from and Unlawful Occupation of Land Act 19 Of 1998

This law was formulated as a response to the removal of homeless illegal occupants of vacant land or areas. The main focus of this law is to provide for the prohibition of unlawful eviction; to provide for procedures for the eviction of unlawful occupiers; and to repeal the Prevention of Illegal Squatting Act, 1951, and other obsolete laws; and to provide for matters incidental thereto (Municipal Systems Act 2000:95). Similarly, no one may be deprived of property except in terms of law of general application, and no law may permit arbitrary deprivation of property; and whereas no one may be evicted from their home, or have their home demolished without an order of court made after considering all the relevant circumstances; and whereas it is desirable that the law should regulate the eviction of unlawful occupiers from land in a fair manner, while recognising the right of land owners to apply to a court for an eviction order in appropriate circumstances (Municipal Systems Act 2000:105). Further to that; special consideration should be given to the rights of the elderly, children, disabled persons and particularly households headed by women, and that it should be recognised that the needs of those groups should be considered;

- No individual may directly or indirectly receive or solicit payment of any money or other deliberation as a fee or charge for arranging or organising or permitting a person to occupy land without the consent of the owner or person in charge of that land.
- Any person who contravenes a provision of subsection (1) is guilty of an offence and liable on conviction to a fine or to imprisonment not exceeding two years, or to both such fine and such imprisonment.

- The court which convicts any person of a contravention of this section, must order any money or other consideration received by that person which have been seized, to be forfeited, and the said money and the proceeds of such other consideration may be paid to the person or persons from whom the money or other consideration was received, and where such person or persons cannot be positively identified, into the National Revenue Fund.
- If any money has been received in contravention of subsection (1) but has not been seized or made available for purposes of confiscation, the court which convicts any person of a contravention of this section, may order the amount proved to the satisfaction of the court to have been received by such person to be paid to the person or persons from whom the money or other consideration was received, and where such person or persons cannot be positively identified, into the National Revenue Fund, and such order has the effect of and may be executed against such person as if it were a civil judgment in favour of that person or persons from whom the money or other consideration was received or in favour of the State.

2.3. 6 Role of inclusionary housing policy in transforming South African cities

Housing and Urban Environments, Department of Architecture, University of Pretoria states South Africa's urban landscape still suffers from the spatial legacy of Apartheid. Many problems need to be addressed in order to restore our cities. Unemployment, rapid urbanisation and an expanding population are problems which all affect the provision of housing and the quality of our cities (Dept. of Housing. 2008: 2). Low-income groups are marginalised to the outskirts of cities, while the rich control the economic centres. High walls, gated communities and security estates are the physical expression of the fear of crime and result in further social exclusion. Furthermore, South Africa's economy is split in two: the 'first economy', which is a globalised, first-world economy, and the 'second economy', which is a third-world economy, mostly supported by Government. These two economies are separated by steep income cliffs. South Africa's economy is largely carried by its 'first economy' (UCT Development Policy Research Unit, 2008: 7). South African aspirations of a 'quality' lifestyle pertain to a single-family house, on its own plot. This results in our cities being of very low densities. Most Government housing conforms to this single-family house model. The original Government 'four-room' house is a

visual reminder of the detached approach of Apartheid Government, yet the post-democracy RDP (Reconstruction and Development Plan) houses bear a striking resemblance to these so-called matchbox houses. The segregated Apartheid city structure has not changed significantly or perceptibly since democracy. In fact, cities have become even more spread-out in the last decade.



Source: Integrated Human Settlement Five year strategic plan 2012-2017, City of Cape Town

2.4 Policy Development and Legislation on Housing Provision.

The first national housing summit in 1994 followed an intensive multi-stakeholder negotiation process over a number of years prior to the first democratic elections. Close on 10 years later, the second summit was held in November 2003 with the purpose of reflecting on the implementation, outcomes, successes and shortcomings of housing policy and the housing programme. The theme was ‘Re-establishing partnerships for sustainable human settlements’. The event was the culmination of a series of consultations on housing policy and strategy, and presented an opportunity for stakeholders to make inputs on future policy directions.

2.4.1 Legislative framework

According to the New Housing Policy and Strategy for South Africa (1994:2), housing the nation is one of the greatest challenges facing the government of national unity. The degree of the challenge stems not only from the horror of the housing accumulation and the worry and annoyance of the homeless, but also from the tremendously complex bureaucratic, administrative, financial and institutional framework hereditary from the former government. The New Housing Policy and Strategy (2000:13), identifies several key constraints that hamper housing expansion in South Africa. Precise of these limitations are: A Policy Framework, End-user Finance and Subsidies, Land and Planning issues, The Housing Construction Sector and Economic issues. Section 154 of the Constitution requires national and provincial government to provide a complete service on footnotes and help municipalities to manage their own affairs.

A co-operative relation between provincial and local government helps to provide the national Department of Housing with realistic plans that have the support of the communities that they serve. Section 156 of the Constitution further states that municipalities must perform roles assigned to them by national or provincial legislation. Municipalities may be required to administer housing programme within provincial and national frameworks. They may need to align by-laws with national or provincial legislation. If a municipality has sufficient capacity, it may be given the right to administer housing programmes directly. A local authority with authentic capacity has adequate powers and autonomy, appropriate boundaries and sufficient personnel, management, technical and fiscal resources, Gilbert (1996:33).

2.4.2 The Housing White Paper 1998

The Housing White Paper was formulated to promote the dignity of all citizens in South Africa. State intervention through the Housing White Paper was intended to ensure that every citizen had a right to adequate housing. In the Housing White Paper it is stated clearly that, 'Delivery should take place through the widest possible variety of mechanisms (and) it is incumbent on the State to assist particularly the poor to enable them to be adequately housed whilst the State at second or third tier government can, through appropriate structures, act as deliverer'. It should be remembered that the past apartheid government gave preference to whites in the job market which made it easier for them to acquire homes. To expedite the process, the government opted

to give subsidies to those who did not qualify for housing bank loans and those who were unemployed. Certain criteria have been put in place in order for applications to be scrutinised and checked to see who would qualify and who not.

From its initiation, the Housing White Paper (1998:16) encouraged a process that would be driven by the people. Public Involvement Programmes (PIPs) were promoted so that people could decide about their own future. The Housing White Paper argues that, 'through its policies and strategies it will encourage and support initiatives emerging from communities or broader local social compacts aimed at equipping and empowering people to drive their own economic empowerment, the development of their physical environment and the satisfaction of their basic needs. Policies must recognise and give effect to this approach'. The World Bank supported this idea by stating that, 'this will entail the development of collaborative initiatives and partnerships between government, the private sector, NGOs, assistance agencies and, in particular the communities themselves' (World Bank, 1999: 20-21). This entails the effective sharing of ideas and strategies for the economic development of communities and other development processes such as empowering people with skills geared towards black economic empowerment. Both provincial and local governments have been inviting people to apply for tenders in the Sunday Times and in community newspapers such as Vukani, so that development can be owned by communities. There have been instances of nepotism and bribery which have not always been satisfactorily resolved. Mismanagement of government funds by certain individuals needs to be urgently redressed.

The Housing White Paper recognises that people have to be able to choose the type of house they want to build. It is important to explain to communities both the advantages and disadvantages before they make their choice between PHPs and Contractor Built Houses. Some of the people participating in the PHPs are not aware that their houses are not registered under the NHBRC and do not know that they can register as individuals. The Provincial Housing Department and the municipality want to embark on a process to speed up delivery by building Contractor Built Houses so as to overcome the accumulated housing backlog dating back to 2003. The initiative they want to pursue does not give the individual freedom of choice as they perceive the procedure of subsidising through the PHPs as very slow. According to the Housing White Paper '(the) State should promote both the right of the individual to choose and encourage collective

efforts (where appropriate) by people to improve their housing circumstances'. Unfortunately all of the areas that have been identified face the long-term problem of land shortage so Contractor Built Houses are favoured as they require less land (30m). It will be necessary for Local Government Authorities, local councillors, Community Based Organisations and planners to accelerate their research and planning so that large and extended families can be accommodated.

The Housing White Paper appealed for participation of the community in order to encourage a positive attitude towards future decision-making. It recognised that, as part of local economic development, people should share their knowledge. It was in favour of an integrated planning so that people would see where to prioritise. Generally, participation has been limited, and so the aims and objectives of the RDP and the Housing White Paper have only been partially implemented.

2.4.3 Integrated Development Plan (IDP) 1995

Integrated Development Plans (IDPs) for the improvement of service delivery in Khayelitsha and elsewhere must be recognised as one of the crucial tools for effective local government. IDPs are specified in the Development Facilitation Act (No.67 of 1995). The Local Government Transition Act Second Amendment Act (No.97 of 1996), various items of Provincial legislation (for example, the Gauteng Land Development Objectives Regulations 1996) are central to achieving the objectives of the Municipal systems Bill (1999). It is appreciated that Khayelitsha must use the IDP and prioritise issues that are highly regarded by the community. Development should be envisaged for the next five to ten year period. Thus, issues such as transportation, environmental management, and housing, engineering services, economic development and land use management, infrastructure planning and spatial planning are all taken into consideration in the formulation of a co-ordinated plan. Amendment of section 5 of Act 7 of 1999 of the Western Cape Planning and Development Act stipulates that

- (1) Each council should prepare an integrated development plan, or a spatial development framework as contemplated by paragraph (a) of the definition of "spatial development framework," for the development of its area of jurisdiction.
- (2) Each integrated development plan, spatial development framework or sectoral plan prepared in terms of subsection (1) (a) must have for its general purpose the co-

coordinated and harmonious planning and development of the area to which it related, in such a way as will most effectively:

- achieve sustainable development;
- promote health, safety, order, ambience, convenience and general welfare, and
- promote efficiency, economy and participation in the planning and development process

It was argued by KDF in 1995 that ‘factors such as planning, design, tender implementation, construction and maintenance are critical in ensuring that housing related infrastructural development is beneficial to the community’. However it seems municipalities lacks the capacity and commitment in Khayelitsha to provide the necessary framework within which delivery can occur. Khayelitsha Local Authorities need to move away from structural planning and arrive at plans which look at all aspects of development. There is an emphasis on collaboration across departments to solve the problem of housing development. The IDP must prioritise houses for those who have plots and especially for those who have been living in temporary areas for more than ten years. The land issue must be seen as a vehicle that will promote housing development and render employment opportunities for the people of this area.

2.4.4 Land Policy, Housing and IDP’s

Local government faces the immense challenge of developing sustainable settlements that meet the needs of the community and improve their quality of life. ‘In order to meet these challenges, the Council will need to understand the various dynamics within certain areas to develop a concrete vision and strategies for realisation and financing of that vision in partnership with all necessary stakeholders’, (Maqhasha, 2003: 71). As recent events at Khayelitsha in areas such as Nkanini and Endlovini have demonstrated, land and landlessness remain critical issues in post-apartheid South Africa. ‘With the transition to democracy, expectations were high that the ANC led government would effect a fundamental transformation of property rights that would address the history of dispossession and lay a foundation for the social and economic upliftment of the rural and urban poor’ (Lahiff, 2001:1).

The Department of Land Affairs (DLA) policy of ‘willing buyer, willing seller’ has contributed to the slow pace of housing provision and this has angered the community. The Khayelitsha Community Based Development Company working closely with the Khayelitsha Development

Forum (KDF) and other political organisations has looked at many options to resolve the housing problem. According to, Maphela (2003:17) 'the government decided to buy land in Mandela Park in Khayelitsha'. At this stage the government is still negotiating for land in order to accommodate people from Site C. In 2005 some land was granted to the community developers and according to Terreblanche, who is a director for time planning, the project is commencing with municipal services in place. About 2 500 houses will be built at Kuyasa which is at Mandela Park and will accommodate people who are presently living on double plots at Site C. The negotiations started in 2002 and the land was granted in 2005, which is a long time to wait for people living under difficult conditions. 90% of the Contractor Built Houses and 10% of the People's Houses Processes will be constructed.

Informal settlements have mushroomed: mainly because of inadequate resource allocation for housing during apartheid, resulting in a huge backlog. 'Inappropriate policies such as the homeland policies and Group Areas Act, has led to a lack of available land in the inner cities and has aggravated the situation...That history is still with us' (Budget Vote, No. 16 – 19, June 2001). The purpose of integrated development planning in terms of the Municipal Structures Act (MSA) is to redress and eradicate the development legacy of the past, address severe social and economic imbalances such as the urban/rural divide as well as adverse conditions affecting marginalized groups on the grounds of race, gender, age or disability' (IDP Guide 1 pack, 1999/2000: 17). The IDP should prioritise community participation and 'enable communities to make regular input in development programmes by assisting them in the generation, sustenance, refinement and deployment of planning skills' (Nineties, 1993). Local authorities and other role players in housing development must use the IDP to 'facilitate and encourage co-operation among different planning service sectors with a view to develop, propose, systematise, implement, co-ordinate and evaluate specific policies which are viable, feasible, practical, self-sufficient in short, medium and long-term and are steered by competent people (Harrison & Watson, 1997)'. This people-cantered approach to planning means that there is the concomitant need to recognise, but decentre, the technical component of planning.

The land issue is linked to the economic development of Khayelitsha. According to Lahiff, (2001:120 'the lacklustre performance of the DLA, together with the virtual silence of senior political figures on the land question up to very recently, suggest that land reform has not been a

political priority up to now. Poorly-articulated demand among the poor and landless, and limited capacity among NGOs in the land sector, can also be cited as factors contributing to the lack of progress' Lahiff (2001: 1). Awareness of land issues has greatly increased, amongst groupings across the social and political spectrum; for example the PAC that has called for the acceleration of the pace of reform. 'Recently, there has been what is called land invasion in Gauteng, Free State and Western Cape Province and the perception was that Pan Africanist Congress (PAC) was instigating and fuelling such activities, claiming that people have no access to land. Since people do not have access to land, this fact inhibits their access to housing, whereas housing is a right' (Maqhasha, 2003: 72). Anti-eviction campaigns are growing in Khayelitsha as a way of increasing popular mobilisation around land issues. They show a growing willingness by landless people to take direct action and acquire land forcefully. Maqhasha moves further and qualifies the above statement by arguing that 'the process of acquiring land and letting people build houses is significant because it provides the poor with access to security of tenure and encourages them to progressively build quality standards and increasingly improve their infrastructure' Maqhasha (2003: 72).

It is imperative to examine the Provincial Development Council to see which mechanisms they have applied. Monitoring provides managers and other stakeholders with continuous feedback on implementation. It identifies actual or potential successes and problems as early as possible to facilitate adjustments to project operation. 'Monitoring accepts the project design as given, it measures progress, it is focused on performance and it occurs continuously'. Evaluation can be defined as 'the periodic assessment of a project's relevance, performance, efficiency and impact (both expected and unexpected) in relation to stated objectives. Project Managers undertake interim evaluations during implementation as a first review of progress, a prognosis of a project's likely effects, and as a way of identifying necessary adjustments in project design. Evaluation challenges the design of a project, it draws conclusions and makes adjustments, it is focused on the effectiveness of the programme or project, and it becomes a milestone in the project cycle'. (Thomas, 2002: 42-43).

2.4.5 RDP and GEAR and the Implication for Human Settlements

In light of the housing challenges in South Africa, the post-apartheid government adopted macro-economic policies which have sought to address housing problems inherited from the apartheid

regime. There are two early significant policy documents which have had significant impacts on national housing programmes, namely the Reconstruction and Development Programme (RDP) and the Growth, Employment and Redistribution (GEAR) programme. The ANC used the RDP as its election manifesto in 1994. After the 1994 democratic elections, the African National Congress (ANC) government adopted the RDP to address, amongst other apartheid legacies, the housing needs and aspirations of the poor, politically marginalized and economically exploited (Kallis and Nthite 2007: 3). The RDP saw an important role for housing and it implied that housing is central to economic growth and development. In this regard, housing was to be used to stimulate growth with development. According to the Macro-Economic Research Group, housing for low income groups plays a significant role in the economy by broadening employment and income. Under RDP, housing provision was designed to stimulate development by lessening inequalities (through the redistributive thrust of the RDP) as well as guide government spending. Due to this it could be concluded that housing is a “lead sector” (Hassen 2003: 117).

2.4.6 The Emergence of South Africa’s Social Housing Policy and Programmes

The post-apartheid government’s housing policy began to emerge in the early 1990s, and in the context of RDP and GEAR. Even though recognition of the right to housing completely depends on availability of funds, South Africa’s housing policy (described as a social housing policy) is based on the understanding that housing is a basic need. Rendering to the National Department of Housing (2000: 7), the National Housing Policy is originated on seven main strategies: “stabilizing the housing environment, mobilizing housing credit, providing subsidy assistance, supporting the People’s Housing Process, rationalizing institutional capacity, facilitating speedy release and servicing of land and coordinating government investment in development”. The policy implies that housing provision is not only about the final (material) product but is also vital for poverty alleviation and sustainability (Tomlinson 2007: 6-10). Although the government is not expected to build housing directly for each and every citizen, its duty is to make sure that all of its citizens enjoy the right to housing by creating an enabling environment which facilitates institutional preparations for housing provision; in this sense, the policy should in no way “hinder access to housing rights” Tomlinson (2005: 28). The South African housing policy lays out, amongst other things, the government’s commitment to delivering houses, its financial

obligation as articulated in the annual national budget, and clear indicators of the objectives to be accomplished and the resources and the time-frames for delivery (Tomlinson: 150).

The National Housing Accord was followed shortly by the White Paper on Housing, which was officially announced in December 1994. The White Paper specifies the framework for the national housing policy, and it clearly articulates that the “Government is under duty to take steps and create conditions which leads to an effective right to housing for all” (Liebenberg and Stewart 1997: 150). All housing guidelines, policies and programmes to follow were supposed to fall within the framework stipulated in the White Paper. The Housing Act 1997 (Act No. 107 of 1997) was subsequently enacted and this extended and broadened the provisions stipulated in the housing White Paper. The Housing Act assured that there was some degree of alignment between the national housing policy and the Constitution of South Africa (in terms of the state’s broad housing commitments), and it explained the roles and responsibilities of the three spheres of government, namely, national, provincial and municipal. Moreover, the Housing Act set out the administrative procedures for the development of the national housing policy (Hopkins 2004:4).

2.4.7 Breaking New Ground on Sustainable Settlements

There was a flurry of policy documentation, legislation and programmes, as well as state institutional restructuring, pertaining to housing and human settlement in the 1990s, as the post-apartheid government sought to grapple with the apartheid legacy and bring about a more democratic and just society. Subsequent to these initiatives, the most important (more contemporary) programmatic intervention was in the form of the Comprehensive Plan for Sustainable Human Settlements known as “Breaking New Ground” (BNG).



Source: Cape Town: Integrated Human Settlement Five year strategic plan 2012-2017.

The Breaking New Ground (BNG) document was published by the Department of Human Settlements (the then Department of Housing) in 2004 and it recognises the limitations of the housing policy and existing housing programmes, notably providing houses only (without focusing on human settlements broadly) and the emphasis on quantity of houses delivered instead of quality (Mthembi-Mahanyele 2002: 8). According to the Department of Local Government and Housing (2005:40), housing programmes did not offer choices in meeting all housing needs; for example, there were no plans for the managing of informal settlements. Although progress can be seen in the delivery of low-cost housing since 1994, South Africa has failed – as statistics presented earlier show – to overcome the past race-based differences in housing provision as well as associated municipality service delivery challenges (Rust 2008: 32).

It was in response to these ongoing issues and concerns that BNG arose as the main national policy document for housing delivery (Goss et al. 2010: 3). The BNG marked a significant shift in housing policy, with an emphasis now not simply on housing and physical infrastructure but on developing sustainable human settlements: this would entail all spheres of government involved in bringing about in practice the right to human settlements (Victor 2009: 52). It therefore entailed a re-assessment of housing delivery processes and mechanisms, and set out the following objectives, amongst others:

- Facilitating the delivery of housing as a main strategy for poverty reduction
- Using the provision of housing as an employment creation strategy;
- Fighting crime, promoting social cohesion and improving the quality of life for the poor;
- Using housing as the foundation for the development of sustainable human settlements, including spatial restructuring;
- Supporting and facilitating an affordable rental and social housing market;
- Providing community support services through housing delivery (Hopkins: 2008: 8).

Crucially, the Breaking New Ground approach to sustainable human settlements argues that it is critical for communities and the beneficiaries of government housing programmes to be organized to partner with government in the implementation and execution of new human settlements. This suggests that government institutions should promote social cohesion in such a way that citizens work towards common goals. Importantly, the Letsema campaign was to be introduced to encourage communities and households to work together to improve the lives of all (Department of Housing 2004: 29). The Letsema campaign is an initiative by the Department of Human Settlements to encourage citizens to work together and assist the department to achieve its effort of building sustainable human settlements. This, and the objectives noted above, suggests that the Department of Human Settlements recognizes that there is a link (at least potentially) between social capital and human settlements. In this sense, the BNG policy aimed at producing and maintaining, bridging and linking social capital to achieve a 'better life for all'. Of course, the formation of real trust, networks and norms of reciprocity would be a long process, subject to recurrent false starts and failures. There are no quick fixes or immediate answers.



Source: City of Cape Town: Integrated Human Settlement Five year strategic plan 2012-2017.

The above picture reflects the block of flats which forms part of Phase 2 of the BNG housing plans in 2011.

According to DoH (2004: 60), massive problems continue with respect to housing for urban poor blacks, despite the significant restructuring of housing policies and programmes in the first decade after the end of apartheid and the existence of Breaking New Ground. In this respect, the formation of sustainable urban human settlements in South Africa remains in serious doubt. These problems (or challenges) exist for a variety of reasons, but prominent are ongoing macro-economic neo-liberal policies, along with state incapacity and inadequate budgetary resources for housing. The consequences for housing delivery arising from these systemic issues are pronounced. For instance, state incapacity is marked by serious problems of intra-state coordination between levels of government and within the same level. While, broadly speaking, state policy aims for integrated development and sustainable settlements, the absence for instance of integrated funding mechanisms for human settlement development leads to housing

developments without sufficient supporting social infrastructure such as clinics, schools and police stations. Also noticeable are the inadequacies of the national housing subsidy scheme; the questionable asset value of RDP housing; the differing locational needs of the poor in South African cities; and the overall unfamiliarity with the concept of an integrated urban forum in South Africa (Adebayo 2010: 4-5). Housing problems in the form of informal settlements, as faced and addressed by BNG, will be used to illustrate and highlight the overwhelming odds against successfully engaging with the urban housing question in South Africa.

Reliable statistics on informal settlements in South Africa are difficult to come by. As noted earlier, Statistics South Africa (Stats SA 2007a) reported that, in 2007, there were about 1.2 million people living within these settlements in South Africa. Stats SA (2007b) argues that the number of families living in informal settlements declined from 16, 4% families in 2001 to 14, 4% families in 2007. Three out of the nine South African provinces have higher percentages of households living in informal settlements compared to formal housing. For instance, Free State has 18,4% households, Gauteng 22,7% households and North West 23,8% households, while Limpopo has 5,6% of households, Eastern Cape 8% of households and KwaZulu-Natal (with 8,6% of families) living in informal dwellings (Stats SA 2007b).

Stats SA (2007a) estimated that there were 65,113 families in informal settlements in Cape Town in 2004 but the City of Cape Town claims that there were approximately 94,972 families (Misselhorn 2008: 15). Stats SA does not take into consideration the high rates of illegal migration into South Africa from neighbouring countries such as Zimbabwe and Mozambique. It is clearly difficult to count foreign nationals accurately as they are afraid of being identified and subsequently deported (Stats SA 2007a). These considerations nevertheless could lead to a total national estimate of four million families in informal settlements. There is no clear evidence of any significant decrease in numbers of households living within these settlements in recent years.

2.5 Social Capital and Housing in South Africa

Discourses relating to the provision of affordable human settlement provided a broad overview of housing policies and programmes since 1994 (in the context of broader macro-economic restructuring), as well as to outlined massive challenges remaining despite seemingly progressive housing legislation and significant state interventions across urban South Africa. The class

definition by Adebayo (2010:75), of social capital, highlights community cohesion, accessible community networks, mutual assistance and high levels of trust. In this sense, social capital, it is claimed, facilitates social sustainability. The apartheid system of racial domination, as indicated previously, bequeathed a racially-based spatial legacy in urban South Africa which regularly undercut the emergence of social capital. When a city is so systematically divided through acts of authoritarian social engineering (like the South African city), the result is social alienation and segregation (Davidson and Wilson 2009: 9). At the same time, there were many localised forms of social cohesion (notably in urban black ‘townships’) which arose organically over time. These were critical during times of economic and emotional shock and stress. Even this local cohesiveness was subject to strain under apartheid, because of pass laws and urban evictions: ‘resulting in loss of networks and family’ (Cross 2010: 7).

The post-apartheid South African government has recently sought to establish sustainable human settlements based on cohesion, assistance and trust. This, however, may be seen as a centralized social engineering project. Indeed, it may be that the current government’s housing provision, despite intentions to the contrary under BNG inhibits social capital formation if it is not based on authentic community participation and democratic accountability of the state. Regrettably, insufficient attention has been paid in current South African literature to questions of housing, community cohesion and social capital.

Some literature does exist though. In a study conducted by Cross (2006:17) in Johannesburg, questions were raised about possible links between the breakdown of South African black households and government provision of low-cost housing. The study revealed that young single women living in subsidised housing with their families in Johannesburg rejected strategies to study further in the hope of formal employment. Instead, they believed in living on their own resources through transactional sex and other income sources. These formally unemployed young women would delay marriage and forego the establishment of their own households without having a guaranteed source of income (Cross 2006: 19). This undermined the formation of marriage-based nuclear-family households. Further, if they were to leave their household, they would decide not to pursue acquiring of subsidised housing even if they qualified for such housing. They would instead prefer to move to a shack community. In doing so, they would be leaving behind their household’s support system and social networks focusing on their household

of origin. The study concludes therefore that, at least in the case of young single women, social networking (even where it exists) may not be the preferred option (Cross 2010: 5-6).

A study conducted by Mukorombindo (2012:160) focuses on social networks and recently developed human settlements in black Grahamstown. It attempts to provide an indication of the importance of social networks as part of building sustainable communities and social cohesion. In doing so, it explored the opportunities and challenges of ‘deploying’ social capital and social networks among low-income urban communities in alleviating poverty and developing sustainable human settlements. Significant social security networks amongst neighbours existed. Local residents ‘expressed strong family-like connections with fellow members and neighbours and acknowledged receiving some assistance from these local networks when in need’ (Mukorombindo 2012: 143). Community networks were present in the form of stokvels (or savings-clubs), burial societies and churches which could be said to facilitate the building of social capital. Social networks in Grahamstown made positive contributions to poor households. The burdens of rising unemployment and poverty over-shadowed and dented the effects of social networks. The study concluded that “linking capital, networks between residents and decision makers as well as other actors in these study areas are inadequate to create a sustainable and interdependent community” (Mukorombindo 2012: 150-151).

In another study conducted by Nkambule (2012:17), also on Grahamstown, housing is clearly shown to be marked by overcrowding, in which seven people on average occupy one house which is approximately forty square metres. Overcrowding sometimes leads to invasion of privacy and heightened anxiety, though the notion of crowding may be locally and culturally specific (Graydon, 2010:9). Residents, in specifically Extension 9 (in Grahamstown), though with big families in small houses, felt in fact that the shortage of physical space within the RDP houses facilitated interaction and connectivity. The cramped space enhanced collective participation in conversation and entertainment activities. One of the female participants noted that “it is not good for the house to be small but its advantage is that it makes us very close”. In this sense the size of houses creates and maintains bonding social capital between RDP beneficiaries (internal to households) but the implications of this for cohesion between households is unclear.

In large part, though, urban housing literature in South Africa does not incorporate in-depth discussions about sustainable human settlements and social capital formation, although it does often raise questions about the scarcity of community participation in housing projects (Mafukidze and Hoosen 2009:18). Crucially, then, the social dimension of housing sustainability is the least researched in South Africa and is normally over-looked. This dissertation therefore seeks to fill an empirical conceptual gap by theoretically framing the empirical study in terms of sustainable human settlement and specifically social capital.

2.5.1 People's Housing Process (PHP)

To address some of the shortcomings of the housing subsidy scheme and the needs of the poorer group among low income families, who were refused housing loans and credit through private financial institutions, the South African government launched another programme in 1998 to support self-help amongst the poor. This pilot programme, called the People's Housing Process, was announced as the final component in the new housing policy and has been a significant addition in that it approaches housing differently. Civic organisations such as the CBOs and NGOs, which have been working with the resources of the communities and providing houses of low cost and relatively high quality, significantly influenced the new programme's format. Thus, having actively engaged the community sector in its formulation, the PHP facilitates incremental housing by scaling up participatory processes and relying on self-help processes, communities' resources, and empowerment (Department of Housing 1998:55).

To strengthen community initiatives, the programme liaises with grassroots groups. It has set up housing support centres to stimulate and assist self-efforts and community efforts by passing on information, identifying and channelling subsidies, providing technical advice, and developing co-operative arrangements to purchase material (Jenkins 1999:435). Furthermore, to build capacity and give technical support for NGOs, CBOs, local governments, informal groups and those private companies willing to develop sustainable and participatory housing together with the National Housing Finance Corporation, the programme has created the Social Housing Fund. This fund assists with technical training of new builders (Jenkins 1999:23). Financial support to this programme, however, has been minimal. For example, in 1999, only 1 percent of subsidies were funneled through PHP (DAG, personal communication, 2001:61). In the Western Cape,

which is the province with the largest number of PHP houses, since its inception, the program has achieved only 420 units completed and 6,284 units with approved funds (PHP 2001).

2.6 The National, Provincial, and Local Government Oversight on Housing Distribution

Local government should be accountable to all role players in housing distribution. “According to the Constitution of 1996 of the Republic of South Africa, housing affairs are the concurrent responsibility on both the central and provincial government. This is reflected in the Local Government Second Amendment Act which does include housing as a local government function. However, the Housing Act (Act 107 of 1997:21) provides for a new and substantial role for local government in housing delivery. In terms of the Housing Act, every municipality is required, as part of the process of integrated planning, to take all necessary steps to ensure that the inhabitants of its area of jurisdiction have access to housing and services” (Local Government Housing Finance Task Team, 1999: 1).

Racist policies created under the apartheid government contributed too many of the problems of housing development in Khayelitsha. These led to negative outcomes: many people staying in the area live in the poorly planned houses. According to Khan 2003:17, ‘local government, built on the foundations of apartheid, has therefore been undemocratic, unrepresentative, fragmented and economically unviable’ Khan (2003: 17). Adebayo (2010:15) has qualified the above statement by stating that ‘Khayelitsha which is located approximately twenty five kilometers from the major centre of Cape Town and ten kilometers from major centres of employment was at first seen as just another unique social experiment . . . to insulate accommodation for black residents . . . from the ‘white’ urban areas’ Adebayo (2010: 4). This situation has negative repercussions for the quality of life of those involved.

In the 1990s local government structures were reviewed. ‘The agreements forged through negotiations saw the creation of South Africa’s six Metropolitan Authorities as well as other broadly representative local government structures’ (Khan, 2003: 13). The formation of six Metropolitan Authorities was a broad process involving local government and its interaction with CBOs, the community and other developmental organisations. These formations were meant to create participation of all the role players in a community for successful construction of houses. Local government has been recognised as a key partner in the delivery of housing. In line with

this, municipalities now act as developers of housing projects. This means that the success of housing delivery is often dependent on local government's ability and capacity to building houses.

Local authorities in Khayelitsha are currently not responding to the needs of the community: as was revealed in a mass rally on the 17 September 2005 when people demanded houses for all. It is said that 'the mass rally to demand housing for all that kicked off on the 17 September 2005 revealed mainly two things: the amount of anger and frustration over present housing policies and the need to seriously start planning a concrete way forward, <http://squat.net/en/news/capetown23/09/05.html>. Research has indicated that many beneficiaries of the housing delivery process feel that the current method of housing delivery is not meeting their needs. "There is also a lack of integrated development leading to a lack of health, education and other services (when building these houses). Yet many of these issues need to be addressed through careful planning and innovative housing development at a local level". It appears that the Khayelitsha local authorities are not equipped with adequate information, skills or capacity to meet this challenge. The creation of sustainable development in housing delivery must remain a vision and focus from Local Government and Housing in the Western Cape working together with the City of Cape Town, Khayelitsha local authorities and others involved stakeholders in the area.

The main idea behind the formation of new local government structures was to respond to inherited challenges and those generated by restructuring in order to accommodate those communities which have been historically disadvantaged under the apartheid government. Local Economic Development (LED) was seen as a strategy to vindicate the poor.

On a more substantive note, a recent study of a cross-section of 10 cases covering the different variants and spanning eight provinces revealed the following: half of the ten case studies showed one form of partnership or another between the municipality, local business sector and the CBOs. However the partnerships often favoured established business interests, even if unintentionally. As a result, relatively traditional forms of economic growth strategies were followed without any new and creative ideas to address the specific restrictions and lack of opportunities within the poor communities' (Williams, 2006: 20). 'It appears that a failure on the part of authorities to provide adequate housing and integration of Khayelitsha with the economy of Cape Town has

led to limited employment opportunities, compounded by the inability to develop entrepreneurial skills or potential in this disadvantaged area' (Khan, 2003: 43). According to the South African Township Annual Report (1994: 305), 'the rapid growth of the area has inevitably resulted in public amenities lagging behind . . . For example, an area originally planned in the North West corner for a hospital, a stadium and a tertiary institution known as Lingeletu West, became temporary housing as an emergency measure for squatter families, but is now accepted as permanent'. Another major reason for poor integration relates the local government's lack of information in formulating developmental strategies'.

In stark contrast with the past, it should be recognised that local government is mandated to:

- ✓ Provide democratic accountability to their community
- ✓ Ensure the provision of services to communities in a sustainable manner.
- ✓ Promote social and economic development
- ✓ Promote a safe, healthy environment and
- ✓ Encourage involvement of communities in the matters of local government

Local government legislation, in particular the new Local Municipal Systems Act (Act 32 of 2000) has emphasized the idea that municipalities are defined as 'the structures, functionalities and administration of the municipalities and its community'. It is clear that municipalities therefore cannot function without the participation of their citizens. In order for housing development to prosper in Khayelitsha, CBOs, NGOs, religious and political leaders must seize this opportunity to participate in the shaping of this aspect of government because it has a direct bearing on the social and economic advancement of the area as a whole.

Since there is slow development in housing, there is a need to challenge local government, councillors and other role players involved to be creative and establish participatory programmes that will be inclusive of all the role players. These key elements are important for the fundamental rethinking and radical redesigning of local government to bring about dramatic improvements in performance.

Key elements:

- ✓ Emphasis on outcomes (meeting customer's needs) quality and performance.

- ✓ Focus on processes that cut across structures and departmental boundaries.
- ✓ Emphasis on the equal importance of consultation, communication and rewards to ensure broad ownership and involvement in the change process (by all the role players) (Thwala, 2010: 8)

A holistic approach is considered best because it includes the integration of work by those involved in development.

2.6.1 The role of local government in housing development

In Sections 9 and 10 of Part 4 of the Housing Act, (Act No. 107 of 1997), the roles and functions of local government in housing development are stated. The Act positions that every municipality, as part of Integrated Development Planning, should take all sensible and necessary steps, within the framework of national and provincial housing legislation and policy, to ensure that the right of access to adequate housing is realized on a progressive basis. The aforementioned Act continues to state that, in order to fulfil its role, every municipality must carry out the following functions; Health and Safety: ensure that conditions not conducive to the health and safety of the inhabitants of its area of jurisdiction are prevented or removed.

- Effectual Amenities: safeguard that services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a method that is economically efficient.
- Housing Delivery Goals: set housing distribution goals in respect of its area of jurisdiction.
- Land for Housing: identify and designate land for housing development.
- Public Environment: create and uphold a public environment favorable to housing development which is financially and socially viable
- Struggle Resolution: promote the resolution of conflicts arising in the housing development process.
- Bulk and Revenue Generating Services: provide bulk engineering services, and revenue generating services insofar as specialist utility suppliers do not provide such services.
- Land Use: plan and accomplish land use and development.

- Housing Development: initiate, plan, co-ordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction.

Powers of local government in respect of housing development. Municipalities participate in national housing programmes by;

- ✓ Promoting a housing development project by a developer.
- ✓ Acting as a developer in respect of the planning and execution of a housing development project on the basis of full pricing for cost and risk.
- ✓ Entering into a joint venture contract with a developer in respect of a housing development project.
- ✓ Founding a separate business entity to execute a housing development project.
- ✓ Administering any national housing programme in respect of its area of jurisdiction, if accredited, and
- ✓ Enabling and subsidiary the participation of other role players in the housing development process.

Gilbert (1996:17) claims that local authorities should exercise good governance for maintainable development within their communities to the extent that their actions are efficient, effective, accountable and fair. These can be achieved through the following;

- Promotion and practice of sustainable resource use including waste minimization and energy efficiency.
- Regulation of the demand for and supply of land so as to conserve its use.
- Provision of appropriate infrastructure
- Attraction of suitable investment and,
- Encouragement of partnerships.

2.7 Housing Policy in the Western Cape

In a report by Smith issued on the 21 October 2007, he refers to a confusion of policy in the provincial administration of the Department of Housing in the Western Cape: ‘Since the implementation of the new procurement regime in April 2002, there has been a definite

slowdown in the approval of projects' (Smith, 2007:5). The main items leading to delays are as follows:

NHBRC (National Home Builders Registration Council: 2011) approval:

- It has taken 15 months to get the first two projects enrolled with the NHBRC (in principle enrolment only). This means no contractor-built projects have been approved yet and even on these two projects final approval has not been granted.
- A delay of 18 months on the approval of Greenfield's projects will certainly have an impact on delivery. In 2003, all the projects approved prior to April 2002 came to an end.
- The stringent NHBRC requirements and necessity for beneficiary contribution on contractor-built projects has driven municipalities away from traditional projects, which historically produced a far greater number of houses at a faster rate of delivery. The R2, 479 Contributions and Collection Strategy was one such initiative.
- There is still no clear collection policy set out by National department of Housing Department (NDOH).
- Beneficiaries need at least 6-12 months to save the R2, 479 and this matter needs to be clarified urgently.
- PHPs (Peoples Housing Process) instead of Contractors need to implement housing projects.
- The exact procedures when approving a project split into serviced sites (contractor) and top structures (PHP) have not been clearly defined." (Smith.2007:6).

Generally speaking, the lack of a clear housing policy for the Western Province has contributed to confusion amongst local authorities, business people and councillors who need clear participatory guidelines in order to develop Khayelitsha. A clear Provincial Housing Policy will determine the choices that can be made by the people of the Western Province and particularly in Khayelitsha. Policy in this context refers to a purposive course of action based on currently acceptable societal values, followed in dealing with a problem or matter of concern and predicting the state of affairs which would prevail when the purpose has been achieved (Centre for Development and Enterprise, 1995:14). According to No. 6 of 1999 for the Western Cape Housing Development Act, Section 4(1) (c) the Provincial Minister must approve a policy to co-

ordinate housing development in the province to ensure its effective execution. Section (2) (a) moves further to state that the provincial minister may, for the purpose of regulating any matter pertaining to housing development which cannot be regulated effectively at local government level, issue policy directives or take actions that are deemed expedient and (b) establish norms, standards, frameworks and provincial policies in order to deal effectively with any matter pertaining to housing development that requires to be dealt with uniformly across the province. The White Paper (1995:35) for a new housing policy and strategy for South Africa 5.2.2 stipulates that the role of Provincial Government is to determine provincial housing policy (within broad national guidelines, as far as it relates to):

- Minimum housing norms and standards in the province.
- Land identification and planning within the province, including performance criteria.

It is clear that the formulation of an effective provincial policy will accelerate the delivery of houses in Khayelitsha. The Provincial Housing Policy must have a systematic way of solving fundamental housing problems. 'It is about the direction in which the Local Government wants to steer the province' states Williams (2006: 14). Lack of policy formulation may prove detrimental to local authorities and people working for the Department of Housing and will also contribute to the escalating housing backlog.

There has been confusion in the formulation of a coherent housing policy in the Western Cape, the Provincial Housing Department has decided to split the housing development project to try and overcome the existing backlog. The project will be divided into site services and house structure. With a consensus between the Housing Department and the municipalities, site services will be provided first and these will include basic services. The house structure will be built after beneficiaries have contributed R2479 to meet the Housing Construction Act and NHBRC standards. The question which still remains concerns those people who find it difficult to contribute the R2479 needed. According to Dunn (1994: 138) 'successful problem solving requires finding the right solution to the right problem. We fail more often because we solve the wrong problem than because we get the wrong solution to the right problem'. The decision to create the infrastructure without building the top structure which was made by the Department of Housing and the Unicity of Cape Town will adversely affect people living in Khayelitsha. As a matter of fact, it can be hypothesised that local government authorities and the Housing

Department lack vision as to the role they have to play in developing Khayelitsha. CBOs, NGOs and the public were not consulted when decisions were taken. These decisions deviated from policy, that is, that housing development should be a people-driven project. Provincial government is indirectly contributing to the creation of shacks. They should recognise that Khayelitsha is an area with a high rate of crime and one of the contributing factors is the proliferation of shacks. 'If the appropriate information is lacking or unreliable, this will compromise the ability of policy makers to effectively understand the policy context, to diagnose the key policy issues and problems, to identify and evaluate different policy options, to make rational decisions based on the available evidence and to monitor and evaluate effectively' (Williams, 2006: 11). Williams (2006: 35) states further that, '. . . . there are at least six questions that policy analysts must pose in approaching problems of recommendation. They revolve around issues of objectives, costs, constraints, externalities, time and risk/uncertainty'. There should be policy acceptance and implementation in addressing the issue of housing delivery. The establishment of transparent and consultative decision-making structures and processes should be implemented: they will give stakeholders an opportunity to offer their comments and recommendations. However, at present, due to the lack of a clear Provincial Housing Policy, housing strategy is chaotic in the Western Cape.

2.8 Chapter Summary

This chapter comprises a literature review whereby it has introduced this chapter as concerned with the broad use of a community participation process of Human Settlement development. It has addressed the roads to community participation, National Housing Policies, the Provincial Policies and Strategies, Policy Development and Legislation on Housing Provision, Social Capital and Housing in South Africa, The National, Provincial, and Local Government Oversight on Housing Distribution, and Housing Policy in the Western Cape. It has addressed the need for community participation, reconstruction and development programme, the housing white paper, role of local government in housing, housing and IDP's, participatory democracy, community participation in Western Cape, RDP, Gear and the implication for human settlements. The emergence of South Africa's social housing policy and programmes are interrogated, as well as Breaking New Grounds on sustainable human settlements and informal settlements are dealt with. The next chapter will deal with the research design and methodology used to collect data.

CHAPTER THREE

RESEARCH METHODOLOGY AND RESEARCH DESIGN

3.1 Introduction

The focus of this chapter is to provide the trajectory of research methodology and procedures employed in the study. This study research methodology focuses on the tools used for primary data collection, namely the questionnaires, individual and as well as focus groups interviews. The section examines how the collected data was analysed. The methodology design of the study simply provides an overview of the diverse research designs used to represent the respondents. It serves as a guide to a researcher on the procedure to be followed when interacting with the participants. The two main tools that were employed were the questionnaire and the interview surveys. Documentation and focus groups were used for data collection methods and procedures. The specific methodology assists the researcher to be ethical and sensitive to issues when conducting a particular study.

People have always observed the world around them and sought explanations for what they see and experience. Instead of using a scientific approach, however, many people rely on perception and specialist ways of knowing (Cozby, 2008:13). In chapter one, the researcher provided a brief overview of the research methodology and design. This chapter outlines the research procedure in more detail. In line with the general principles of research, it was necessary that the researcher put together a plan of how the study will be conducted. Robert Holmes describes research methodology as the principles and values, philosophies and ideologies that underpin research (Holmes, 2009:21).

Silverman contends that methodology explains how one will go about studying any phenomenon (Silverman, 2007:79). In terms of research methodology, two methods, namely qualitative and quantitative, can be employed. Depending on the type of enquiry, the investigator may use any of these methods. However, for the purpose of this study, both qualitative and quantitative methods have been applied as mixed methods. This study employed a mixed methodology by using both qualitative and quantitative research methodologies. A mixed methods research design is a procedure for collecting, analyzing, and “mixing” both quantitative, qualitative research and methods in a single study to understand a research problem (Creswell, 2012:35). The reason for

use of mixed method was to incorporate a qualitative component into an otherwise quantitative study

- To build from one phase of a study to another
- Explore qualitatively then develop an instrument
- Follow up a quantitative study qualitatively to obtain more detailed information

Another reason for use of this approach was that it established a philosophical basis; it was more than simply collecting and analysing both kinds of data. It involved the use of both approaches in cycle so that the overall strength of a study was greater than either qualitative or quantitative methods together. Lastly but more importantly it is more manageable to collect both quantitative and qualitative data at roughly the same time, when the researcher is in the field collecting data, rather than to revisit the field multiple times for data collection.

3.2 Research design and methodology

The qualitative and quantitative approaches to research have important differences (Punch, 2008:237-238). The main differences emphasized between the two approaches are situated in the nature of their data and in the methods for collecting and analysing data. Quantitative research is thought to be more concerned with deductive testing of hypotheses and theories, whereas qualitative research is focused on exploring a study and inductively generating hypotheses and theories. On the one hand, the quantitative approach conceptualizes reality in terms of variables and the relations between them. It rests on measurements and therefore, restructures data, research questions as well as design. On the other hand, a qualitative approach deals with cases. It aims at an in-depth and holistic understanding to do justice to the complexity of social life. Qualitative methods are flexible, more so than quantitative methods. These methods can be used in a wider range of situations and for a wider range of purposes. Moreover, these methods can be easily modified as a study progresses. Qualitative methods are the best way we have to obtain the insider perspective or the respondent's definition of the situation. This means that these methods can be used to study the lived experiences of people, including people's meanings and purpose's. Furthermore, these methods have a holism and richness, and are well able constitute complexity of social phenomena.

Against this backdrop, both qualitative and quantitative research methods were used in the implementation of the study. The data collection procedures and types of measurements were constructed in advance and applied in a standardized manner. The measurements were focused on specific variables that were quantified through rating scales and frequency counts. The quantitative descriptive methods required the use of questionnaires for data collection and explanatory designs. The questionnaires were designed to fulfill specific research objectives. The questionnaires were structured in such a way that they would best determine the desired outcomes.

The randomized cross-section survey was used in the survey design: the first step was to identify the research population; then the geographical area, and from that, the researcher selected a random sample of respondents. Information was collected by means of primary data collection mechanisms. The data were received, acquired through primary data collection tools such as the questionnaires and interviews. The main respondents were Human Settlement Directorate Strategy and Planning, ward councillors, community beneficiaries and local business stakeholders.

A research design is not a highly specific plan to be followed without deviation but rather a series of guideposts to keep one headed in the right direction. This study was descriptive in nature: the researcher sought to gain insight into the conditions of the government housing projects by obtaining feelings, thoughts and perceptions of the Khayelitsha residents/beneficiaries. According to Rosnow and Rosenthal, in descriptive research, the goal of the investigation is the careful mapping out of a situation or a set of events, that is, a description of what is happening (Rosnow & Rosenthal, 2009:15).

3.3 Validity and reliability

Data validity in qualitative research refers to the accuracy and exactness of the data in terms of questions being asked (Densombe, 2007:51). Given the nature of this research, the potential for the researcher's being biased due to personal perceptions, assumptions and interpretation existed, hence, the need for interpretative validity. This required the researcher to pay attention to the language and perspective of the respondents during interviews as opposed to the researcher's interpretation of the respondent's' comments.

According to Pasteur (2001: 4), policy statements can offer a valuable source of information but should not be too heavily depended upon as proof of practice. At the same time, however, a lack of documented policy should not automatically be viewed as representing a fissure in policy (Pasteur, 2001: 4).

The researcher took cognisance of the fact that many policy actors may have other political and personal agendas that may influence their responses in interviews (Pasteur, 2001: 8). As a result, careful consideration was taken when including statements from interviews in this study. The information on the Family Housing Demonstration Program (FHDP) was obtained from key individuals who were intimately involved with the project itself. Documentation on the National Housing Policy and Housing Allocations Policy was gathered from the National Department of Housing's website, thereby adding to the reliability of the study.

Although every effort was made to ensure comprehensive coverage of the most important issues, a possible obstacle to the reliability and validity of this study could be omissions.

3.4 Population and sample

The population of this study comprises the residents of Khayelitsha Township. The houses are situated in phases 2 and 3 in Ward 99 of the Khayelitsha Municipality. The study drew respondents from the beneficiaries of the houses which were built from 2008 until 2010. According to Preece (2010:126), the term 'population' does not refer to the population at large, nor even necessarily to humans or indeed animate objects at all. It refers to any whole group of subjects or things which have the characteristics identified for the research purpose. The population is composed of all individuals of interest to the researcher.

3.4.1 Sampling and Sampling Procedure

Among the decisions behavioural scientists face when they design research, is the selection of subjects to participate in the study. Researchers can rarely examine every individual in the population relevant to their interests (Leary, 2008:82). It is not feasible to consider each and every individual who is a beneficiary across the entire population. As such, it becomes necessary to establish a sample that is representative of the entire population.

Best and Khan, (2008:10) explain that the primary purpose of research is to discover principles that have universal application, but in some cases, to study a whole population in order to arrive at generalization, is not possible. Some populations are so large that it would be difficult to measure their characteristics and, when an attempt is made to measure them, it would be difficult to complete it before the population changes.

According to Ray, (2008:334) the basic idea behind sampling is to learn about the characteristics of a large group of individuals by studying a smaller group. If all people were equal in every way then it would not matter which individuals the researcher chooses to study out of a large group. The enquirer could use any procedure s/he wished to select as a sample. No matter how individuals are grouped, the results would always be the same. However, people are not the same in every respect, and hence it becomes necessary to find ways of choosing people from the larger group in such a way that the characteristics found in the smaller group reflect those of the larger group.

Here are two identified sampling techniques for sampling individuals from a population, namely; probability and non-probability sampling (Cozby, 2008:130). In probability sampling, each member of the population has a specifiable probability of being chosen. Probability sampling is very important when one wants to make precise statements about a specific population on the basis of the results of the survey. Non-probability, on the other hand, allows the researcher to define the population. It is cheap and convenient. Mindful of the characteristics of the defined population, its elements and the nature of the research aims, the researcher has elected to use a mixed sampling procedure.

Being descriptive in nature, the study focused on purposive-sampling, which Leary describes as the selection of the sample on the basis of the researcher's own judgment. The researcher tries to choose respondents who are typical of the population (Leary, 2010:90). Purposive sampling resembles one of the non-probability sampling procedures.

According to Silverman, (2007:129) purposive sampling allows the investigator to choose a case because it illustrates some feature or process in which he is interested. The researcher might be constrained by the limitation of resources or be unable to investigate every existing unit. The researcher must therefore make a practical decision. In this study the researcher's interest is to

obtain the perceptions about community involvement trends in the housing development processes in the township of Khayelitsha Housing among project beneficiaries-inhabitants from 2008 to 2010 regarding the quality of their houses. It was not possible for all 950 beneficiaries to be included in the study due to resource constraints and the feasibility of the study.

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

3.4.2 Sampling Criteria

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

In order to obtain a fair representation of the purposefully chosen population, the researcher further applied simple random-sampling. According to Rosnow and Rosenthal, (2009:225) simple random-sampling means that the sample is to be chosen by a process that will give every member of the population the same chance of being selected. Therefore, simple random sampling was applied in each of the chosen streets in order to select four houses per street. The researcher then randomly selected a number between 1 and 4. From the chosen number each fourth house was selected.

3.5 Data gathering and Instruments

3.4.1. Questionnaires

A semi-structured self-administered questionnaire was used to gather information directly from the respondents. The researcher delivered the 100 questionnaires by hand to the residents. The completion and return time line for the questionnaire was agreed upon between the enquirer and the participants beforehand. According to Mitchell and Jolley (2010:467), a semi-structured questionnaire is constructed around a core of standard questions. However, unlike the structured questions, the interviewer may expand on any question in order to explore a given response in

greater depth. Like the structured questionnaire, the semi-structured questionnaire can yield accurate and comprehensive data. In addition, it has the advantage of being able to probe for underlying factors or relations too elusive for the structured questionnaire.

The questionnaire was prepared in such a way that it covered the research questions and the specific objectives of the study. The respondents were presented with statements in the questionnaire and were asked to say yes or no. The questionnaire requires that the respondents provide a reason for choosing their answer. In this way, the researcher wanted the respondents to be able to expand on any question and therefore not limit their choice of response. Holmes (2005:143) contends that questionnaires can be used for a wide variety of reasons in small-scale research projects. Unlike in-depth interviewing, questionnaires tend to provide a broad picture of people's experiences and views. All respondents received the same set of questions in an attempt to maintain standardization. Semi-structured questions were employed in order to elicit information about the perceptions of the respondents and provide respondents with an opportunity of freedom of expression and elaboration.

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3.4.2 Self-administered questionnaires

Mitchell and Jolley (2010:467) explain that a self-administered questionnaire, as the name suggests, is filled out by participants in the absence of an investigator. Self-administered questionnaires have two main advantages. First, they are easily distributed to a large number of people. Second, they allow anonymity. Allowing respondents to be anonymous may be important if you want honest answers to highly personal questions. Further, using these questions is a cheap and easy way to get honest answers from respondents. Further, Mitchell and Jolley write that using these questionnaires have at least two major draw-backs:

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

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

3.4.3 Interviews and Focus Group Discussions

The in-depth interviews were conducted face-to-face and guided by an interview schedule. They each took no longer than one hour to complete. The interviews (mainly conducted in isiXhosa and English) were audio-taped and then transcribed verbatim to provide an accurate account of each interview (Minichiello, 2009: 75). IsiXhosa questions were translated into English the quotations from the interviews which appear in the dissertation. Twenty interviews were conducted, mainly with the same people who were respondents to the questionnaire.

I held two focus group discussions. One group consisted of ten participants and the other had fifteen participants. Participants were selected from the questionnaire respondents and interviewees. The discussions, like the interviews, were recorded on audiotape for accuracy (Puchta and Potter 2004: 97) but I also took notes with regard to the interaction taking place between the participants. Each focus group discussion lasted about 45 minutes.

3.5 Data Analysis

Qualitative research concentrates on the study of social life in natural settings. Its richness and complexity means that there are different ways of analysing social life, and, therefore, multiple perspectives and practices in the analysis of qualitative data. There are varieties of techniques because there were different questions to be addressed and different versions of social reality that can be elaborated on (Punch, 2008:194).

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

The questionnaire contained a few open-ended questions. For example, question number 16 of the questionnaire is posed to the respondents as follows: What nature of improvement? According to Punch (2008:198), qualitative data analysis has three main components:

Data reduction occurs continually throughout the analysis. It is not something separate from the analysis. It is part of the analysis. In the early stages, data analysis occurs by editing, segmenting and summarizing the data. In the middle stages it occurs by coding and mending, and associated activities such as finding themes, clusters and patterns. In the last stages it occurs by conceptualising and explaining, since developing abstract concepts is a way of reducing the data. For this study, the researcher employed data reduction as a tool to conceptualise the data collected from the questionnaires. Individual responses from the respondents were categorised and grouped according to the questions. Where patterns, themes and concepts exist, these have been identified.

Data displays organise, compress and assemble information. Since qualitative data are typically bulky and dispersed, displays help at all stages in the analysis. Displays are used at all stages, since they enable data to be organised and summarised. They show what stage the analysis has reached and they are the basis for further analysis. There are many different ways of displaying data and these include: graphs, charts, networks, diagrams of different types and any other way that moves the analysis forward was appropriate. Drawing and verifying conclusions - the reasons for reducing and displaying data assist in drawing conclusions. While drawing conclusions logically follows reduction and the display of data, in fact it takes place more or less concurrently with them. Conclusions will be in the form of propositions, and once they have been drawn, they need to be verified. During the process of data analysis, the researcher drew conclusions from the data provided by respondents. These will be addressed in detail in the following chapters.

The above three components of data analysis involve coding. Coding refers to the recognition of persistent words, phrases and themes within the data for later retrieval and re-sorting of information. According to Babbie and Mouton (2008:28), coding is used to reduce a wide variety of idiosyncratic items of information to a more limited set of attributes composing a variable. These three components provide an overall view of data analysis.

3.6 Ethical Considerations

A request for permission to conduct the study in the Khayelitsha Township in the City of Cape Town was sought from the Human Settlement Directorate. Informed consent was considered in the distribution and administering of questionnaires when assessing community involvement trends in the housing development processes for the research (Appendix 1). Invitation to participate from the respondents was sought in the form of a written letter in (Appendix 4). The letter to the councillor to participate is attached in Appendix 5. The letter of consent from the participant to participate in questionnaire/ interview is attached in Appendix 6.

The researcher considered the informed consent when dealing with participants, in order to establish if they were willing to take part in the study after being informed of all aspects of the research that might influence their decision. Subjects should have all the information about the study that they need, before making a decision about participating. They should not be misled. In

addition, participants were not coerced to participate in the research. Anonymity and confidentiality were observed. The researcher assured respondents they will not be identified by their performance or the nature of their participation.

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

3.7 Summary

This chapter provided a brief summary of research design, methods of data collection, validity and reliability and ethical considerations regarding the technique employed for data gathering, processing and analysis of such data. The research methodology enabled the researcher to establish a road map of how the entire research project should be handled.

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

CHAPTER FOUR

4. DATA ANALYSIS AND INTERPRETATION

4.1 Introduction

This chapter focuses on the analysis and interpretations that the research data gathered while doing data collection. The researcher has conducted qualitative research method type of interviews with the Human Settlement Directorate Strategy and Planning City of Cape Town with the notion of finding out the roles, processes and procedures that they followed in performing their duties. A formal data collection process was conducted to ensure that data gathered is both defined and accurate and that subsequent decisions based on arguments represented in the findings are valid; to assist the researcher when forwarding recommendations to the Human Settlement.

Mixed method research was used that concentrates on the study of social life in natural settings. Its richness and complexity means that there are different ways of analysing social life, and therefore multiple perspectives and practices in the analysis of qualitative data. There are a variety of techniques because there are different questions to be addressed and different versions of social reality that can be elaborated (Punch, 2008:194).

This research has set out to gain insight into the conditions of the community involvement trends in the township development process in Khayelitsha and Unicity municipality Western Cape by obtaining perspectives of the beneficiaries. The analysis of data was conducted according to what the respondents have answered and showed in table and graph form. Secondly, consistent with approved methods of handling qualitative and quantitative data (Ashton-Shaeffer 2010:17), transcripts from the interviews and focus groups, along with the responses to the questionnaires, were analysed and coded with key themes identified. The data was analysed under eight themes. They are socio-economic status, housing satisfaction, settlement satisfaction, local government, intra-household relations, community participation and social nonconformity, and positive and negative social networks. Lastly, but importantly, the background of the area of research has been given to provide graphic illustrations to the study.

In an attempt to achieve the main goal of the study, a population was identified and a procedure employed to select an appropriate and representative sample. A questionnaire (APPENDIX 1) was utilised to collect data from the respondents. The same sets of questionnaires were hand-delivered to 100 household of the Khayelitsha. However, only 38 were received. The figure presented below provides an illustrative explanation of the distributed questionnaires versus those returned.

4.2The Background on Khayelitsha Township

Khayelitsha is one of largest, most populated and poorest, communities in the Western Cape province of South Africa. A large proportion of residents originally came from the Eastern Cape region, which is one of the poorest provinces in the country. The community, which was originally established in 1985, comprises approximately 98.6% black and 0.6% coloured Asians 1%, White 1% residents, (Stats/ census report 2011:3).

A City of Cape Town (CoCT, 2007:34) report revealed that the majority of households in Khayelitsha are underprivileged, with 57.4% living in shacks in informal settlements; 30.0% living in houses on separate stands; 7.3% living in backyard shacks; 0.3% living in rooms in flats, or on shared property; 1.6% living in informal housing; 0.6% living in town cluster housing; and 2.8% living in unspecified forms of accommodation. The majority of the residents lack access to electricity, and to other basic amenities. The CoCT (2013:5) Census 2011 report revealed that people, in general, are underprivileged and that 54% still live in informal settlements, with the majority of people still lacking access to electricity. The government's goal evidently is to alleviate poverty, and to improve people's lives, which, however, has yet to be realised. Little improvement has occurred in terms of social, and economic, development in Khayelitsha. As far as job creation is concerned, in terms of poverty alleviation over the past eight years, some people's lives have improved, while others have become worse off. Overall, however, there has been some slight improvement.

This study was intended to identify the constraints facing small, medium and micro enterprises (SMMEs) in Khayelitsha, with the intention of recommending an appropriate approach to be taken in an attempt to improve the status quo. Since South Africa is facing an unemployment crisis, the SMME sector could serve as a catalyst for economic growth, and for the stimulation of

job creation. Similarly, SMMEs have a role to play in creating job opportunities, and in fighting poverty. They have a responsibility to create jobs, and to assist in the fight against poverty. They are challenged to address such issues as lack of skills, capital, and the knowledge to run a business.

The CoCT report for 2013 indicates that Census 2011 revealed that the population of the suburb of Khayelitsha was 391 749, and that the number of households was 118 809, with an average household size being 3.30. Khayelitsha's population grew by 79 000 from 1996 to 2001, owing to urbanisation, and to the immigration of people from the other provinces. Over the period in question, Khayelitsha population growth rate rose in comparison with the rest of the Western Cape, with they're having been an increase, during the period mentioned, in terms of Cape Town's population growth rate (CoCT, 2013:4). The expansion of the community resulted in many opportunities and gaps that could be exploited by SMMEs in the area, due to a substantial market to cater for, CoCT (2013:5)

Figure 1 below consists of a geographical map of Khayelitsha.



Source: City of Cape Town: Integrated Human Settlement Five Year strategic plan 2012-2017.

In terms of employment, Census 2011 revealed that, in Cape Town, 49.7% of the population between the ages of 15 and 64 years old were employed, with the unemployment percentage being 15.6%, the percentage of discouraged jobseekers being 3.1%, and the economically inactive being 31.6%. In Khayelitsha, for the same period, the unemployment rate was 38.32%,

with the employed making up 40.15%, and with the labour force participation rate standing at 65.10% (CoCT, 2013:4). Clearly, the dual negative forces of unemployment and poverty are present in Khayelitsha, resulting in levels of household income being very low in the suburb. According to the South African census of 2001 data, 50.8% of the Khayelitsha population was unemployed at the time.

With the unemployment rate being so high in South Africa, the Western Cape is, nevertheless, better off overall, as compared to the other provinces. Khayelitsha, in contrast, was the worst off area in the province at the time of the above-mentioned census, with it posing a challenge, in terms of job creation, in relation to the curbing of poverty by the SMMEs. Clearly, there is a need for job creation in the suburb, as it is evident that the unemployment rate is still high, and the entrepreneurs need to identify the gap, especially in relation to the youth. Unemployment rate in Khayelitsha indicates that poverty levels in the suburb are high. Young people between the ages of 15 and 34, forming 45.6% of the population, could be considered for employment, which would mean that there would be more youth who would be economically active. The age group 15 to 64, which forms 40.40% of the population, were found to be economically active (CoCT , 2013:4). In terms of education, women were found to have a higher level of schooling at all levels than did the men, 80% of the women had received a secondary-level education, as compared to 71.8% of the men, City of Cape Town (2007:15).



Khayelitsha panorama looking towards Table Mountain

Source: Integrated Human Settlement Five Year strategic plan 2012-2017 City of Cape Town

By this time many blacks were already illegally settled in townships such as Nyanga and Crossroads. During 1983 and 1984 conditions in squatter camps such as Crossroads and KTC worsened, exacerbated by official policing policy in which homes were destroyed which led to

the emergence of the Witdoeke, led by "Mayor" Johnson Ngxobongwana. The Witdoeke were actively supported by the apartheid government in its fight against the ANC-aligned UDF who had actively opposed plans for people to be moved to the new township of Khayelitsha. As the black population grew, the apartheid regime sought to solve the "problem" by establishing new black neighbourhoods. Khayelitsha was established in 1985 and large numbers of people were forcefully relocated there, mostly peacefully, but occasionally accompanied with violence.

The Western Cape was a preferred area for the local coloured population and a system called influx control was in place preventing Xhosas from travelling from the Transkei without the required permit. After the historic democratic 1994 elections, hundreds of thousands moved to urban areas in search of work, education, or both. Many of them erected shacks made of tin, wood and cardboard City of Cape Town (2007:15).



View from Khayelitsha Lookout Hill over Ilitha Park

Source: Integrated Human Settlement Five year strategic plan 2012-2017 City of Cape Town

4.2.1 Demographics

Today Khayelitsha has a population of 391,749 (as of 2011) and runs for a number of kilometres along the N2. The ethnic makeup of Khayelitsha is approximately 99.49 % Black African, 8.5% Coloured and 0.5% White, with Xhosa being the predominant language of the residents. Khayelitsha has a very young population with fewer than 7% of its residents being over 50 years old and over 40% of its residents being under 19 years of age. In 2011, around 62% of residents in Khayelitsha were rural to urban migrants, most coming from the Eastern Cape. In the communities of Enkanini and Endlovini, over 85% of the residents were born in the Eastern Cape. About 75% of residents consider themselves Christian; while about 20% follow traditional beliefs and a negligible number consider themselves Muslim. Khayelitsha is one of the poorest areas of Cape Town with a median average income per family of R20, 000 (US\$1,872) a year compared to the City median of R40, 000. Roughly half of the 118,000 households live in informal dwellings City of Cape Town (2007:15).



The outside of the Khayelitsha Metrorail Station (2012)

Source: Integrated Human Settlement Five year strategic plan 2012-2017 City of Cape Town

4.1.2 Key statistics (2011)

Zone: 43.51 four-sided kilometres (16.80 sq mi)

Populace: 329,002: 7,561.99 populations per square kilometre (19,585.5/sq mi)

Families: 85,984: 1,976.31 per four-sided kilometre (5,118.6/sq mi) Statistics South Africa (2007:91).

Table 1

Gender	Population	%
Female	170,908	51.95
Male	158,094	48.05

Race	Population	%
Black	327,322	99.49
White	87	0.03
Coloured	1,556	0.47
Asian	33	0.01

First Language	Population	%
Zulu	1,176	0.36
Xhosa	318,389	96.77
Afrikaans	2,297	0.7
Northern Sotho	135	0.04
Tswana	427	0.13
English	784	0.24
Sotho	4,753	1.44
Tsonga	61	0.02
Swazi	348	0.11
Venda	117	0.04

Southern Ndebele	155	0.05
Other	361	0.11

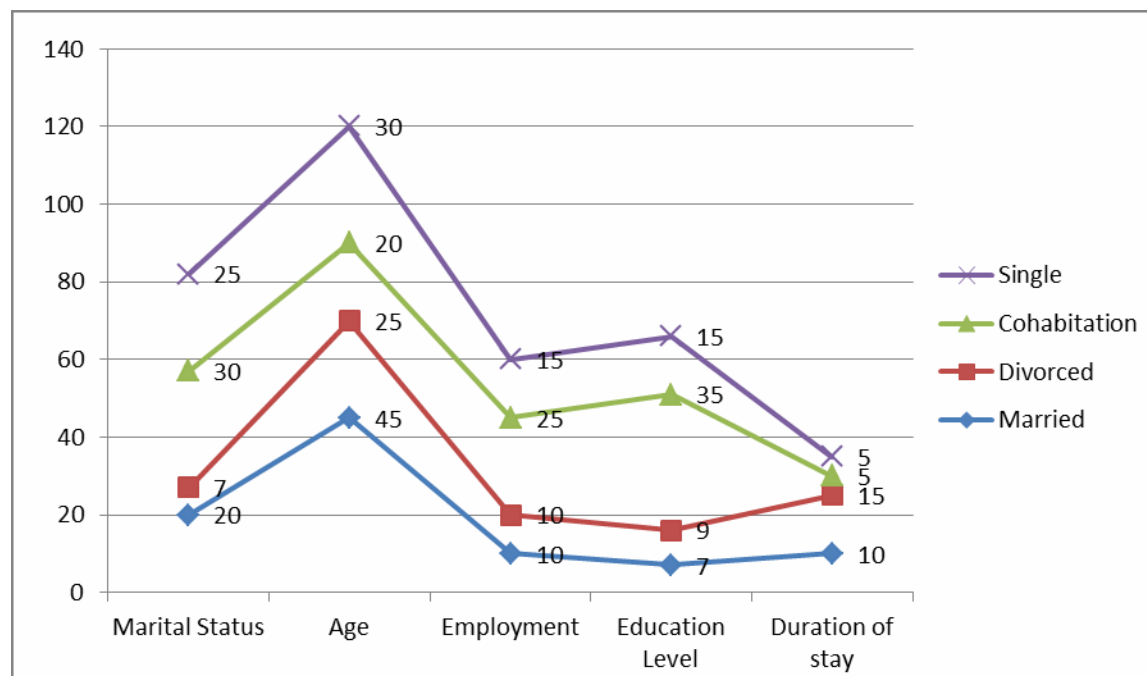
Source: Census 2011, Stats SA

Around 70% of residents still live in shacks and one in three people have to walk 200 meters or further to access water. Around 53% of Khayelitsha's total working age population is employed. The five most common forms of employment are domestic work (19.4%), service work (15.2%), skilled manual labour (15.2%), unskilled manual labour (11%), and security services (10.4%). 89% of households in Khayelitsha are either moderately or severely short of adequate nutrition. The 2001 census recorded that two in three residents lived in shacks. By 2011, the number of people living in formal housing had increased to almost half due to the construction of roughly 25 000 new houses being built in the period “between” 2001-2011.

4.3 FINDINGS OF STRUCTURED QUESTIONNAIRES

4.3.1 Biographical data of respondents

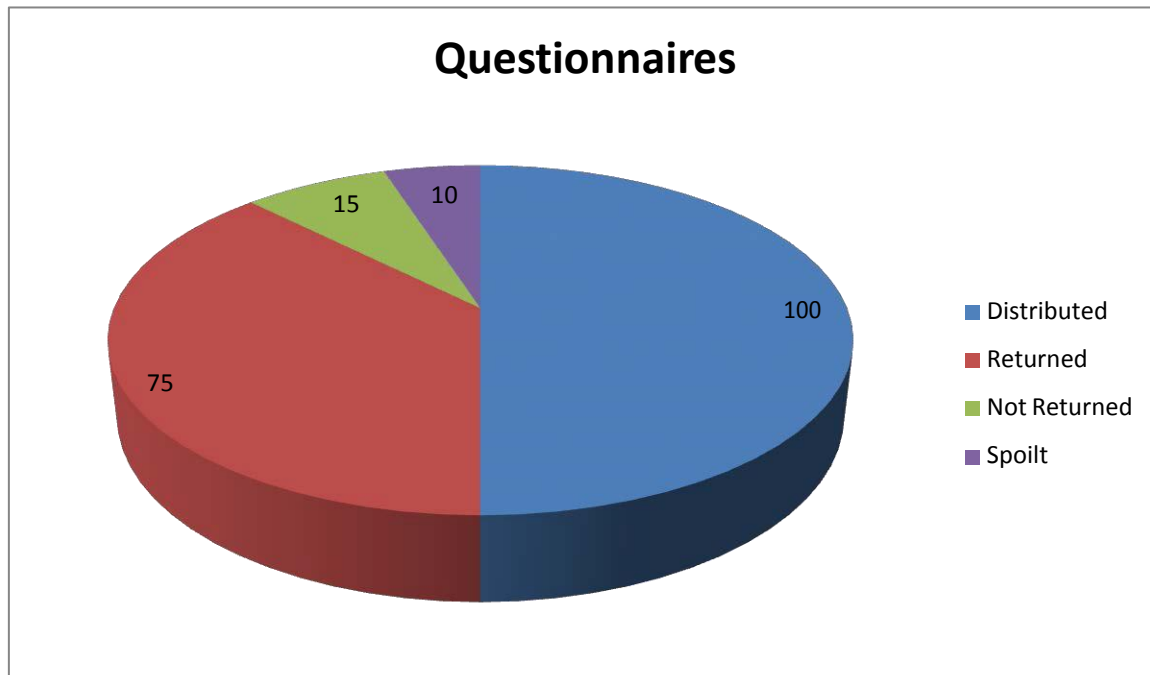
Figure 1. Biographical data of respondents Chart



This Section is aimed at describing the biographical information of respondents as far as gender, age; educational status, employment and occupational status are concerned. With regard to the

actual participants in the survey, 42% of the participants were male and 58% of the participants were female. In fact, most of the households which participated in the survey are female-headed households. In relation to marital status, 46% of the participants were single (and had never married), 34% were married, 6% divorced, and 6% were cohabitating.

Figure 2. Distributed/ Circulated Questionnaires



The above figure illustrates the number of returned questionnaires versus those that were distributed to respondents. Data analysis is reflected in the form of percentages. This figure indicates that a hundred percent of questionnaires were distributed, seventy percent returned and thirty percent not returned. The following are the challenges experienced by the researcher during the collection of questionnaires;

- ✓ Some of the respondents raised concerns about filling in the questionnaire, fearing that their identities might be compromised. The researcher explained that their identities would not be revealed, but the respondents still refused to participate.
- ✓ Few were adamant that they were happy with the conditions of the houses and therefore did not see the need to fill in the questionnaire. They had every right to refuse participation as explained in the participation request letter addressed to them. It would

have been unethical for the researcher to go against their wishes and attempt to persuade them otherwise.

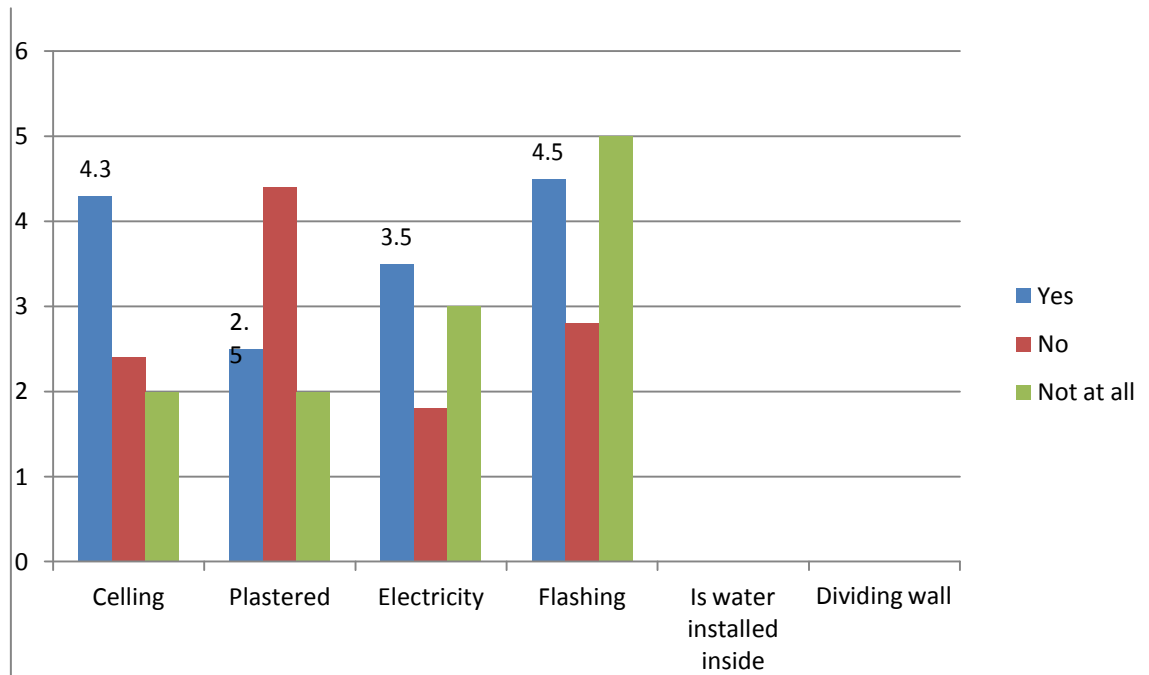
- ✓ A few attempts were made to try to contact some of the respondents, but to no avail. The researcher visited their homes repeatedly, but was unable to find them.
- ✓ Some were spoilt either deliberate or by mistake as they were not answering the question but just been scratched and squashed.

The following part focuses on the data analysis and the presentation of the findings of the primary data collected from the beneficiaries. Illustration instruments such as a table have been used to provide clarity on some of the responses. The data has been explained and interpreted in text form. A detailed analysis of each question per response and per number of respondents is given below.

4.4 Data Analysis and Interpretation of questionnaires

4.4.1 Question: Does your low cost housing, affordable housing RDP have the following features listed below?

Figure 3 indicates the responses

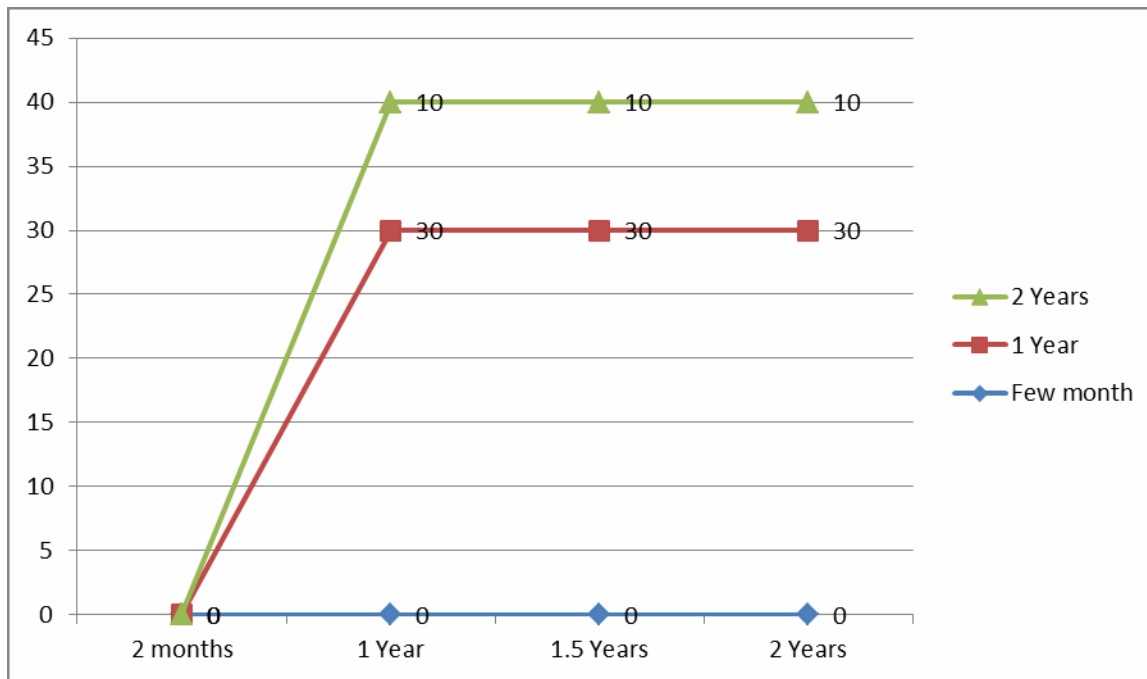


In the graph above, residents were asked to indicate whether they do have access to water, sanitation, electricity and the installation of ceiling, flashing and plastering. The reason why this question was asked was to assess the living conditions of residents in the low-cost housing in Khayelitsha. It was revealed from their responses, that the low-cost houses in Khayelitsha had no water taps inside the house, electricity or flashing toilets.

Analysis: In the question above it became clear that people only became excited when they got housing and according to the way the respondent answered, it was clear that the house was not planned in a manner suitable for by the beneficiary.

4.4.2 Question: How long have you been staying in the house?

Figure 4



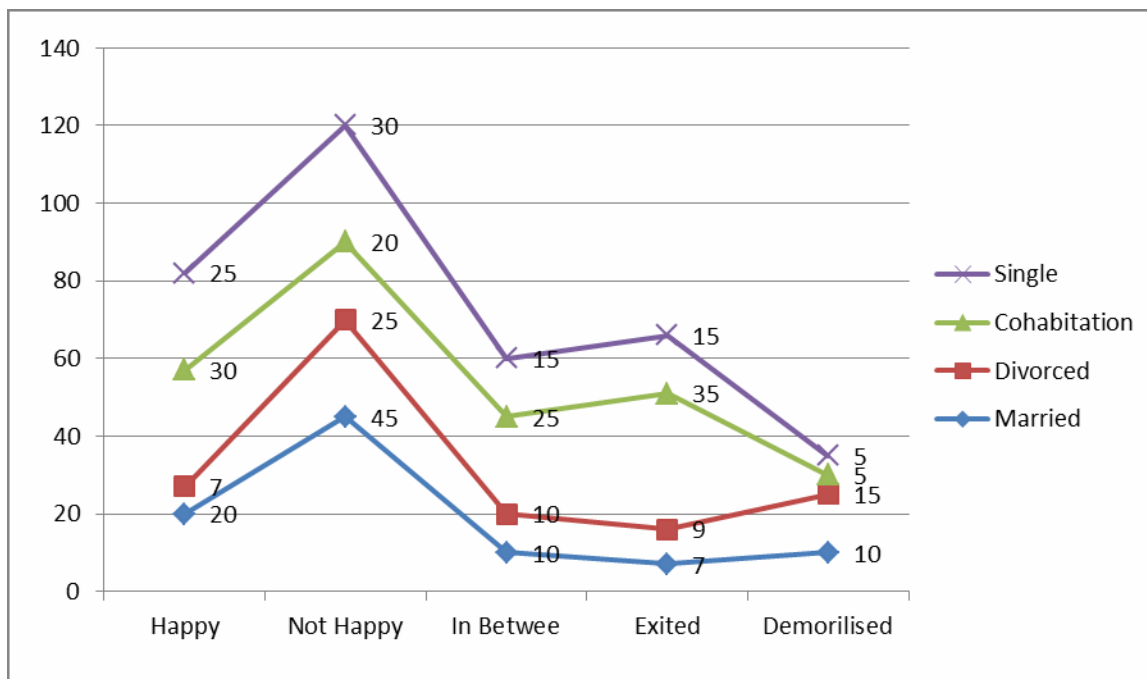
Response: In the question above, respondents were asked to provide information relating to the period of their stay in the houses they have received. The reasons why the respondents were asked to indicate the length of their stay in Khayelitsha was to assess their presence in the housing development around Khayelitsha, and to establish whether they have witnessed some of the construction around the area. They were asked to provide information regarding the number of years they have been living in these houses. The following table provides an analysis of the

responses as given by the respondents. It shows that the beneficiaries have been staying in their houses for not more than three years. The houses received by the respondents are new.

Analysis: It was clear that most of the people who answered this question have been staying less than 20 years in their houses and it means therefore that these houses should by now be built in such a way that newly accommodated beneficiaries are satisfied.

4.4.3 Question: How do you feel about owning your house?

Figure 5



Response: All respondents have indicated that they are happy about benefitting from the houses. In all 30 returned questionnaires, the response is consistent. None of the respondents has indicated that they are unhappy.

Analysis: The households were happy to have a roof over their heads. They did not mind about the house accessories and it was the first time that they have received a government RDP house. On top of that, due to their economic status and not being born in Cape Town they considered themselves lucky to have in a shelter.

4.4.4 Question: In your opinion, are the other households of the Khayelitsha Housing project satisfied with the quality of the houses they have received?

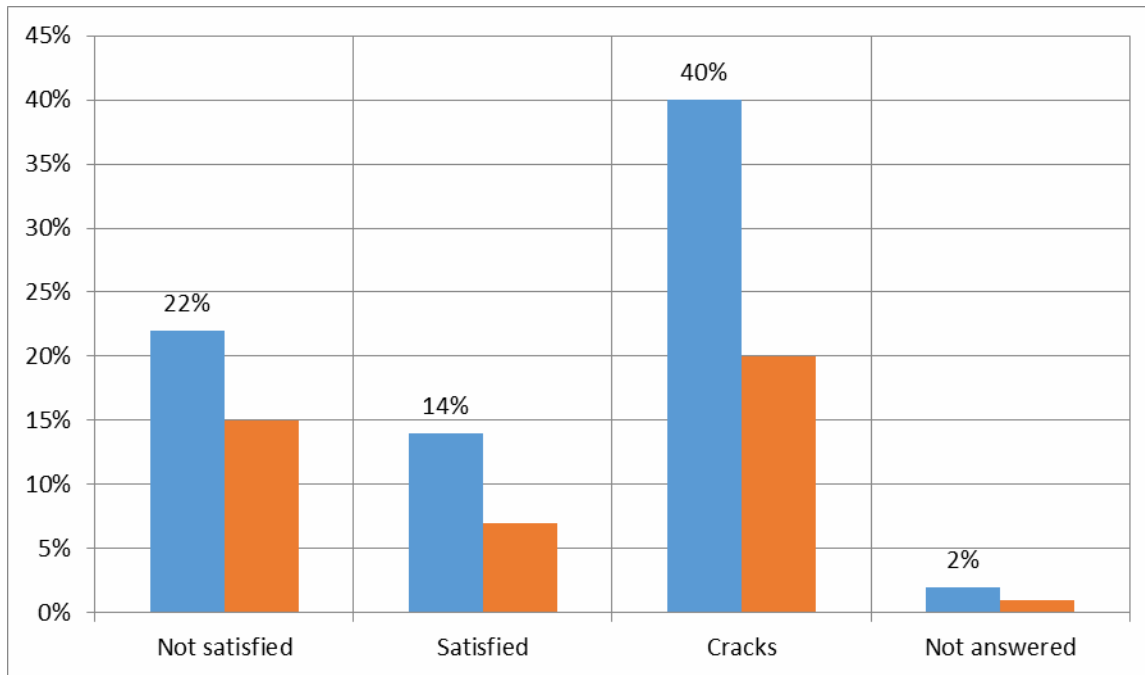
Response: Fourteen respondents answered that other households were satisfied with the quality of the houses they received. They provided the following information to support their answer:

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

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

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

Figure 6: Illustration of responses relating to the quality of houses

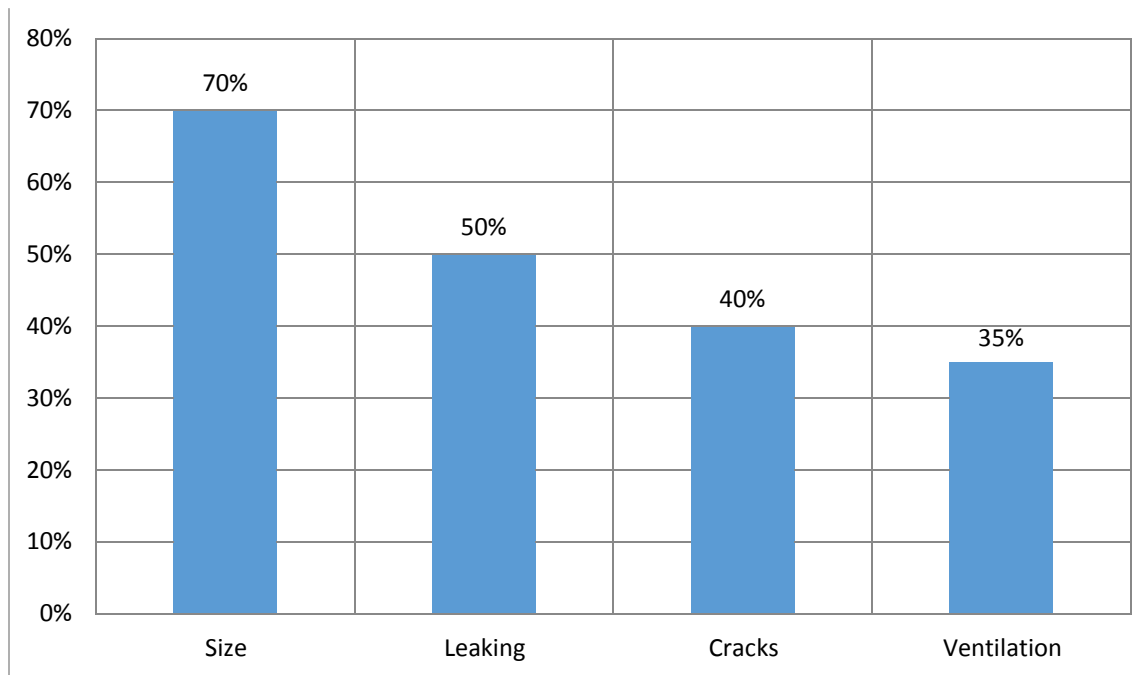


Analysis: From the response, it is logical that beneficiaries would not be satisfied because some of them are from rural areas where they are from a big house and now they get to a small house that is not plastered and the toilet is outside. From the researcher’s point of view, when you are in an urban area, at least there must be a difference from the rural area. On the other hand, those who were satisfied, have to be because it is the first time they receive something without paying for it. On top of that the most pertinent issue is the protection from the changing environment or climatic conditions of Western Cape.

This figure reveals the important need for housing in informal settlements and how people feel about living in informal settlements after many votes for and many promises from government. The majority of the respondents strongly agree with the above statement as they wish to have their own healthy environment where there are no dumping sites close to their dwellings and rampant diseases that affect them and their children. On the other hand business community members say their businesses will collapse because once the residents have been moved to houses they will not have enough space to operate their business. People will be able to buy groceries monthly because they will be staying in a secure place where they can own their own refrigerators without fear destruction by fire at any time.

4.4.5 Question: What experience do you have regarding the state of your RDP house?

Figure 7



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

Cracks: in the walls

Dampness as a result of flat house structures

Poor plumbing

Poor workmanship

Door frames not properly fitted

Overflowing geysers

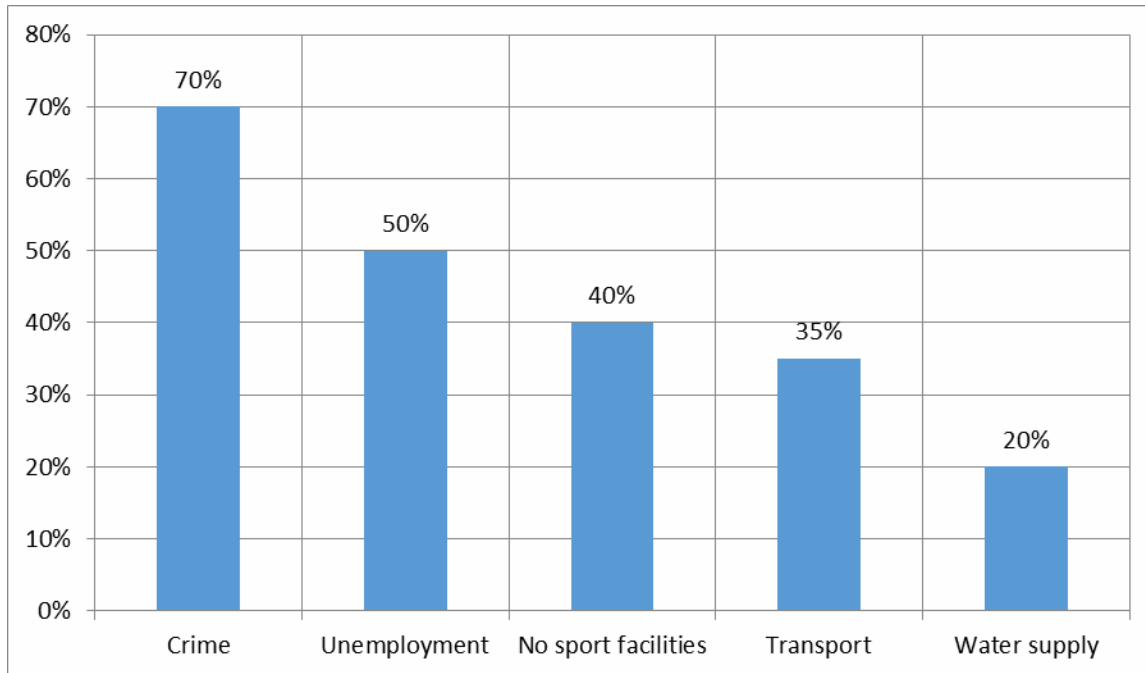
Doors difficult to lock and open

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

- ✓ They are happy and thankful to have received houses for free
- ✓ The houses are still new and not showing any signs of deterioration
- ✓ Problems associated with quality have been addressed by contractors
- ✓ Coming from a shack and receiving a shelter of this nature is lucky.

4.4.6 Question: Have you experienced any of the listed problems as a beneficiary of RDP houses in Khayelitsha?

Figure 8



Responses: Out of Seventy-five returned questionnaires, thirty-nine respondents said that they were facing many challenges in their area. Twenty respondents indicated that they were not aware of any challenges and sixteen respondents did not answer the question as they were saying there was no need as they were not informed of the development. When asked to give reasons for their answer, out of 30 respondents who answered yes to the question, had this to say;

- Poverty is rife in this area
- Crime is a huge problem

- Unemployment is the biggest challenge
- Poor roads
- Lack of recreation facilities
- Transportation is a major problem and people must travel far to get to the bus stop
- The Municipality turns the water supply off too often
- No proper dumping site

Even though there respondents who did not indicate if they were experiencing the highlighted problems in Khayelitsha area, it was clear that the majority of respondents were affected by poverty related socio-economic factors.

Analysis: From the researcher’s view there have to be different opinions in relation to the question above simply because of the economic, social and political status of the respondents. For some, receiving a house whilst not even working is a remarkable event.

4.4.7 Question: Are you aware of any housing development project in Khayelitsha, including the Kuyasa community forum?

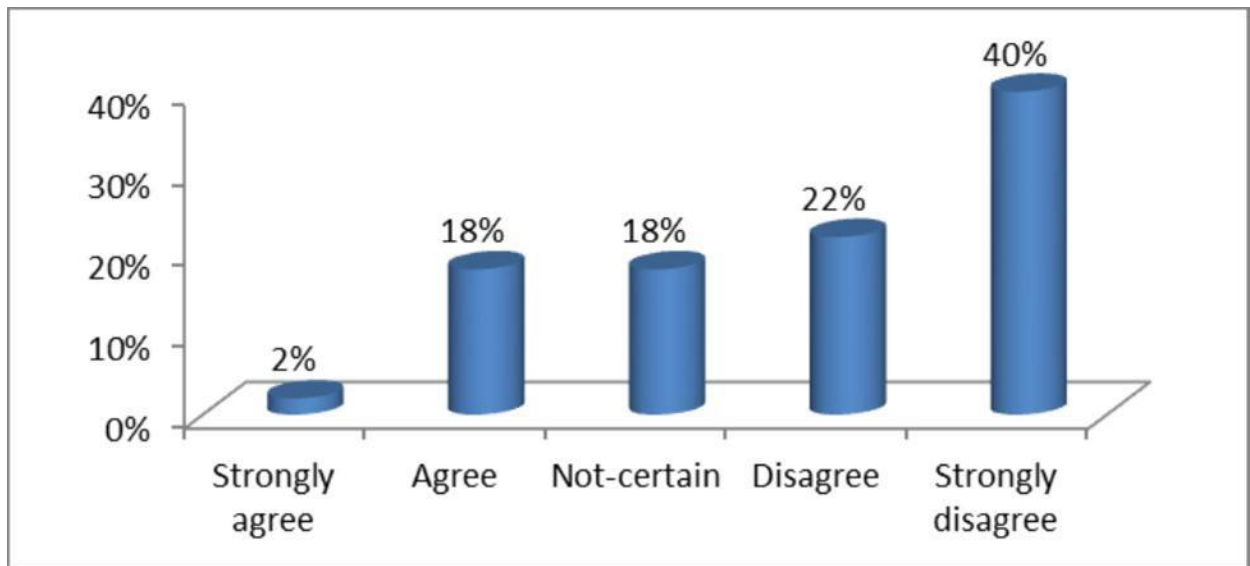


Figure 10: Khayelitsha (Kuyasa) community awareness of the project

Interpretation

Some 2% of the respondents strongly agreed that they were aware about the project, 18% agreed, 18% were not certain, 22% of the respondents disagree and 40% strongly disagreed. Most of the respondents claim that they never heard of the project that was going to be developed in their area. They state that the poor communication among project managers, Government and the Khayelitsha (Kuyasa) steering community meant they were not taken as the important group of stakeholders in the project. This exposes that Khayelitsha (Kuyasa) community did not have any knowledge of the project. Many decisions were taken by the Parliament, sub-council meetings and not within the community City of Cape (2011:18).

4.4.7.1 Community involvement ensures access

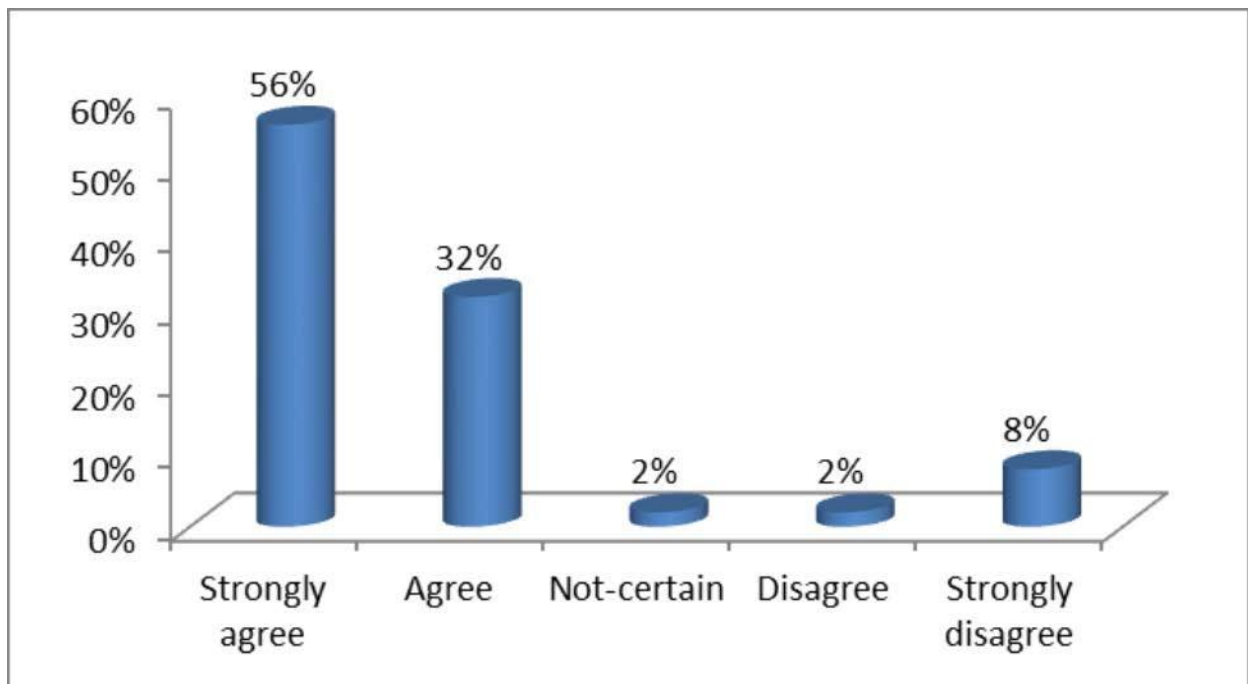


Figure 11: Community involvement ensure success

Interpretation

To figure 11 in reference to question 4.6.2: 56% of the respondents strongly agreed that is the factor that ensures success in project like the Kuyasa Development Housing Project, 32% agreed, 2% were not certain, 2% disagreed, and 8% strongly disagreed with the figure. The majority strongly agree with figure 4.6.2. They maintain that if community involvement is

controlled in a proper manner regarding a housing project, project providers and government would experience a major success of projects. This means that communities are more willingly involve in developments that concern them, more especially in the housing projects because they regard it as basic needs.

4.5 Findings from the interview responses

4.5.1 Question: Have you ever been called and attended any public meeting or forum related to housing or development projects?

When the respondents were asked if they have ever been called to attend a meeting, one of them responded by saying:

It is a dream if you know of any meeting that will take place around development. What you only hear is a loud-speaker calling all ANC members to a meeting, sometimes DA members to a meeting. No meeting is being called by the Ward councillor or ward forum for community around anything regardless of development. Even the toilets that were open as you have seen in Nkanini, they were like mushrooms: that is why we had to toy-toy. [2011/September 23]

Given the nature of the response, it was obvious that political interference is deterring the involvement of community in this township. It transpired that the composition of the ward committee/ forum is a political platform to channel and score political gains.

Another respondent also altered the following words as a response:

'It will seem as if I am lying to you; we saw the area being fenced and after a year we saw people (contractors) coming in there to work. The only thing that we saw was the boards that indicated the Khayelitsha Hospital. It was only then that we knew there will be development and we saw people going to queue there for employment which we also did not know about it.' [2010 November].

Analysis: From the researcher's point of view, people are left in the dark and what is paramount here is that a power struggle prevails over the interests of the community.

4.5.2 Question: Were you involved in the planning and implementation of housing project and Kuyasa housing development project?

When respondent were asked if they were involved in the planning and implementation of housing projects, one of the respondents responded by saying:

'Not at all. All developments are discussed in parliament, sub-council and by political organisations. As the community we are only taken when, if you lucky, there is going to be temporary employment. The employment itself is to dig trenches and make mud, thereafter the contractor brings in their people'. [2010 November].

Analysis: it seems as if the skill development is a forgotten issue. There should be a platform to equip local community to work in the infrastructure development so that what they learnt from this can equip them for the future. Also it should have been a requirement that a certain percentage is drawn from the community to work until project completion.

4.6 Extent of participation in community events and housing projects

Community involvement and participation in common activities is a key element in identifying the existence of social capital in practice and it facilitates community development Mukorombindo, (2012: 3). In opposition to this, social nonconformity undercuts community solidarity and cohesion. Participation in informal community activities and in civic associations is a form of social networking which enhances the prospects for sustainable communities (Mamba 2008: 238). My study of Khayelitsha found that only low levels of participation exist, such as cultural activities and sports. Indeed, when asked openly about belonging to community-based organizations, 80% answered in the negative

. During the planning phase of the RDP housing development in Khayelitsha, residents were not consulted by the state in any shape or form; no community input or local expression of views was incorporated into the planning phase. Hence, when asked if they were encouraged to participate in the planning phase of the housing development programmes, all respondents claimed that no such encouragement was forthcoming from the state. In addition, no residents indicated involvement in any state-initiated or state-driven project. In fact, all residents claim that they have been totally excluded from any engagement in community development initiatives

and that this absence of engagement has effectively destroyed any prospects of a sense of community belonging, identity or pride. Khayelitsha residents feel isolated and excluded from the state. One male participant aged 42 noted:

We are not proud of how the streets and the houses were built; they should have asked us what is good for us. As a community we feel excluded by the municipality (May 22, 2014).

The municipality only told them that houses were going to be constructed but they were never involved in the planning process.

One member from Human Settlement Directorate Strategy and planning noted:

Problem of Khayelitsha in general is the density of the area. That result to the high shortage of houses and this makes it difficult to reach everyone in communication. Our strategy is to put notices on the community newspaper and have extended sub-council meeting. We also rely on the ward forums which re have realize that they are political dominant. All this makes us not to be fruitful in executing our planning to reach more people. When we do our planning we do it in the council chambers and as far as our thinking is concerned, we cannot do planning with communities as this might take long [May25, 2014].

4.7 Knowledge of community events and existing Housing Projects

Respondents were asked if they have knowledge of any community events and Housing development projects, and whether they attend them. This question is important because attendance of community events may contribute to a sense of belonging as this provides residents with opportunities to come together, interact and participate (Holdsworth and Hartman 2009: 89). Instead of any municipality-sponsored events, (74%) Khayelitsha occupants indicated they are independent from the state. The dominant ethnic group in Khayelitsha is Xhosa-speakers and Xhosa culture is respected locally and upheld on a regular basis.

Any differences and divisions between households (as spoken about earlier) are set aside and laid to rest on a temporary basis in the pursuit of observing cultural practices and events; such events are held by a particular household on for, instance the, death of a family member. They do this,

as the dominant reasoning goes, because attending a cultural event while holding grudges against neighbours (or against the household holding the event) will mean that Xhosa ancestors will not bless the ceremony. In a clear sense, then, these ritualistic events have the unintended consequence of bringing about some degree of harmony and cohesiveness to an otherwise disjointed and dysfunctional local community. These traditional ceremonies though do not only enhance social interaction: they also play a role in relieving poverty. One male respondent aged 50 therefore claimed, in self-interested fashion:

You know traditional ceremonies are beneficial to some of us because if there is a ceremony we attend and we will get food. This relieves the stress as I do not have food at home (May 24, 2014).

Although cultural ceremonies seem to facilitate social interaction, again there is a sense in which this interaction entails some degree and kind of fabrication and therefore resonates in terms of building longer-term relations. Those who do not attend such ceremonies (26%) gave the following reasons: being unaware of the event or being too busy, or because the events are not relevant to their interests or their age group. Involvement in leisure activities is important in creating community networks and bonds vital for social cohesion. Different sports teams exist in the area, including rugby, cricket and soccer. A number of respondents cited that there are many talented sports people in Khayelitsha and a significant willingness on the part of residents to engage in sports, but that there are no playgrounds, sports kits or sponsors. Members of the focus groups commented:

Although we do have teams, we do not have sponsors. Surprisingly, teams from other parts of the township like Michel's Plain, Hanover Park receive sponsorship from the municipality. Khayelitsha teams have to fundraise or ask for assistance from individuals so they can join tournaments. There is a lot of talent here in Khayelitsha. However, we are unable to develop ourselves since we do not have sports kits, like footballs. We play soccer in the streets, even available sport fields are not sustained and are poorly managed and are unsafe (March 16, 2013).

This has a negative impact on the generation of social capital in Khayelitsha because “sport provides opportunities for the development of both bridging and bonding social capital”

(Tissington 2011: 139). Thus, the absence of playgrounds, soccer kits and sponsors detrimentally affects the quality of residents' everyday life and inhibits community integration and belonging. Participants believe that sport plays a critical role in the reduction of crime and in this context they make reference to successes in previous years. One male respondent aged 30 noted:

There used to be a very beneficial programme for the youth in Khayelitsha which was administered by Khayelithsa Development Forum (KDF). It used to organize games for us but that programme is not there anymore. That programme helped us to spend time playing and stopping us from doing crime and drugs (March 22, 2014).

Community members alluded to the fact that they only see developers coming to their areas to build houses without any notification. They are concerned about the fact that the companies and developers involved in the housing project do not account to anyone. Even the ward counsellors asserted that they are only mandated to announce about the new housing development; they are not part of the decision taken by the National Ministry on Human Settlement.

4.8 Awareness of existing National Housing policies

When the respondents were asked whether they have any knowledge about the existing housing policies and ways, 4% of the respondents strongly agreed that they are aware about the National Housing policies, 14% were not certain, 20% disagreed, and 58% strongly disagreed that they were aware of any housing policies.

It is not doubt that the majority of the respondents are not familiar with the housing policies. There are no existing awareness campaigns about the housing policies due to failure of the government and ignorance of the few residents who do not want to read local bulletins and newspapers that are circulated by the city of Cape Town.

4.9 Opinions on the satisfaction about the design and the structure of the houses

One of the challenges in creating socially sustainable housing in Khayelitsha (as elsewhere) is to construct building units which are of thorough and strong value. It is fairly clear though that, in actuality, the quality of the RDP housing units in Khayelitsha falls far below acceptable standards. Not only are the houses small in size (match boxes) but the housing structures are sub-standard and unlikely to survive either adverse weather conditions or the first few years of their

existence. Many housing structures have fundamental construction faults because of poor workmanship and poor-quality building materials, such that some are in a serious state of dilapidation. The breakdown below shows the quality of occupied houses as identified by respondents in the survey. They were asked if their houses have a proper ceiling, electricity, flushing toilets, water installed inside the house or dividing walls.

Overall, the households which participated in the study indicated that they were not involved in planning of the housing project that they benefitted from when they received houses. However, their dissatisfaction emanates from the fact that RDP houses in Khayelitsha have no ceiling; water installed inside the house, dividing walls or flushing toilets inside the rooms, (if there is one it will be put next to the kitchen). In this regard, it may seem questionable whether formal RDP houses are any better than informal structures and shacks in terms of their impact on daily living. The residents use pit toilets which constantly emit a foul smell, and they consider using these toilets (during the day and night) as a humiliating public experience. When these toilets invariably become full, they call the municipality to come and pump and drain the waste matter; but the municipality's response time is slow. Sometimes residents feel compelled to use objects to push down the waste matter so that they are able to use the toilet again. Some toilets, according to respondents, have never been drained since 1994. As a result, some people are forced to walk to 'Forest' and use the grounds there as a toilet. Draining toilets is supposed to be a free service from the municipality, but residents at times are forced to bribe municipal workers at a fee (of currently R20). This is paid to the municipal workers involved in the service, in order for the household's pit latrine to be prioritized by the municipal workers. However, the municipality is not seemingly aware of this.

The concerns raised by occupants pose serious health risks. In fact, some people living in the RDP houses in Khayelitsha suffer from ailments which may be directly linked to the conditions of the housing, including flu, asthma and pneumonia. Rainwater, as noted, often comes in through the cracks in the exterior walls making the houses wet and damp. These RDP houses in many ways then are no better than informal structures and shacks in terms of their impact on living conditions; in winter, for instance, it is not unusual for Nkanini residents in RDP housing to sleep wearing their clothes. When it is raining, occupants have to move around from spot to spot because the rooves are leaking. One female occupant aged 40 stated that the cracks:

...Allow cold to come through; my son is suffering from asthma so he is strongly affected by the cold weather. The houses are a total disaster when it rains; it is like a waterfall inside the house because of the cracks and the leaks (March 1, 2013).

It is because of cases such as these that then Minister of Human Settlements (Tokyo Sexwale:5) referred to the current housing stock as “a national shame”. In the table and chart below there is a clear indication that the majority of citizens are mainly concerned with the state of these houses. Twenty-eight of the respondents indicated that they are experiencing problems regarding the quality of the houses they had received. They again highlighted these concerns: size of the house is small not divided, roof is leaking, walls are cracked, and ventilation is very poor.

Of the many and ongoing problems, more than 50% of the surveyed occupants in Khayelitsha have made, at their own expense, improvements to their RDP houses. They have installed new outside doors and repaired walls, roofs, water taps, window frames and toilets. Some have also extended their RDP house since the original one was too small. Those residents who have not undertaken any structural repair work or improvements recognised the need to do so but many of them cited lack of funds for this. Others believed that it was government’s responsibility to fix their houses because government had promised to provide decent houses for all. In this regard, they claim that prior to housing delivery, government never consulted them in terms of housing design or necessary standards of quality. When asked about the quality of their RDP house, 88% of the Khayelitsha respondents expressed deep concern about the small size of the house.

4.10 Backyard Shacks

Although the government has built RDP houses in Khayelitsha, there are still backyard shacks at the back of some of the RDP houses. The shacks are normally made of corrugated iron sheet and others are made of sticks and mud, and plastic. Some residents build them to add more living space for extended families since the RDP houses are small and some residents have big families. One married male participant aged 55 noted that:

A shack is cheap for me to build. I just use stick and mud, corrugated iron and plastic and other stuff. I built it because we are a big family so others use shacks; one is three rooms and the other one is a one room which is an extension from the RDP house (May 21, 2013).

Some build the backyard shacks to rent them out to generate a source of income. However, some RDP owners rent out their RDP houses and use the backyard shack as their living space. The rent for the RDP house ranges from R500 to R700. The rent for shacks ranges from R300 to R400. Some tenants are from Khayelitsha, others are from outside Cape Metro and still others are foreign nationals. This is what one of the participants had to say:

I have built the backyard shack to earn money in order for me to put a plate on the table. Since I have three flats made of stick and mud I charge my tenants R250. Two of my tenants are foreign nationals from Zimbabwe, and the other one is from Transkei (May 21, 2013).

Another married female participant aged 49 noted that:

I have rented out the RDP house and we are using the backyard shack. I have rented out the RDP house because there isn't enough income. I have three grandchildren and a son and a daughter and they all depend on my pension grant and the rent from the RDP house (which is R700) adds on it to buy food, buy uniform, buy electricity (May 21, 2013).

Some participants prefer shacks over RDP houses due to the poor structural quality of the houses; plus, shacks are very cheap to build or to renovate. Most landlords in the study were old people and they partly used their pension grant to renovate or upgrade RDP houses or build shacks. One old lady aged 63 argued that:

These cement and brick shacks [referring to RDP houses] can fall at any time. I prefer the backyard shack because it is much better than the RDP house (May 21, 2013).

Another elderly responded said:

We don't have enough sources of income and fixing the RDP houses is expensive for us. Shacks are cheap to build, to renovate or to upgrade (May 21, 2013).

Based on the above information, the study concluded that backyard shacks are not just a sign of poverty but they are economically advantageous because they offer low-cost housing alternatives for the poor and generate income for them.

4.11 Settlement Design and Satisfaction

The previous section clearly details serious concerns and indeed complaints about housing design in Khayelitsha, which in many ways illustrates broader housing problems in the Western Cape specifically and South Africa generally. This current section, focusing again at local level, looks beyond housing design to examine the community design of Khayelitsha, levels and forms of dissatisfaction relating to this design.

Overall, 84% of the interviewed residents indicated that they do not like the area in which they are staying. Many are even considering relocating and staying elsewhere; however due to lack of financial resources are unable to. The concerns raised are quite diverse, including no playgrounds, no pre-schools, no proper streets and no parks; general poor planning in terms of the layout of the area; the fifth and dirtiness of the settlement; and high levels of crimes.

From this study, it is clear that the design and construction of the environment are critical to issues of place and belonging. The built environment and any sense of attachment to a place, if shared widely by residents of a particular neighborhood, creates a specific locale; its “own order, its special ensemble, which distinguishes it from the next place” (Relph 1976: 2). Throughout my study, though, Nkanini occupants mentioned constantly that they do not have a sense of belonging and identity to the settlement because of its design; they stay there for no other reason than because they live there. One male participant commented about the settlement:

The area is also disorganized. There are no proper streets; things are not planned properly like other sections such as Makhaza, Harere etc. There are papers lying around, blocked drains and the area is just filthy (March 12, 2013).

Khayelitsha residents complained about the size of their plots and their inability to engage in any sort of urban agriculture as part of their livelihood activity portfolio. The size of the plots restricted the size of any possible vegetable garden and inhibited the growing of home-grown vegetables as a source of household foodstuffs. They declared that if they had bigger yards, then they were going to plan and make gardens. One married male participant aged 39 noted that

If I had enough space to make a garden I was going to plough some cabbages, spinach, potatoes, pumpkins, tomatoes and so on. Then I would have to buy only a few things like mealie meal, powdered soup and cooking oil since I am not working (April 21, 2013).

Some, including those on treatment for HIV/AIDS, argued that the size of their yards is a deterrent to good nutrition. One female single parent therefore noted that:

I am taking ARVs and vegetables are important for my health. I am unemployed and I cannot afford buying vegetables at Checkers or Shoprite. Having a garden can help me (April 21, 2013).

Larger plots could allow for vegetable gardens not simply for home consumption but also for the marketing of fresh vegetables in the area and beyond, and hence contribute in a small way to livelihoods.

4.12 The role of Local Government officials in engaging with community of Khayelitsha

When the respondents were asked to explain the role of local government officials in community engagement, they indicated that the ward councillors were not as visible as they should be in the community. This study has placed appropriate emphasis on local government support towards community involvement in the housing development trends. The Municipal Systems Act (2000) seeks to guide the relations between citizens and local government specifically in terms of the provision of services. The act strives to articulate the values of accountability, transparency, efficiency and consultation in municipal affairs, notably through the generation of dependable structures for community participation in these affairs. Through the improvement of service delivery on this participatory basis, this piece of legislation aims to advance the plans and programmes of developmental local government and good governance by putting 'people first' (Pottie 2003: 614).

In this regard, the emergence and existence of strident civic organisations are seen as crucial in building linking capital (specifically networks between ordinary citizens and those in authority), hence allowing ordinary people to influence, and be engaged in, decisions made by state structures which directly affected their community (Lake and Huckfeldt 1998: 567). In practice, this participatory development approach seems to be at policy level only at national level, with

the very opposite often the case on the ground: the experiences within the Cape Metro, including in relation to Khayelitsha, seem to bear this out.

4.13 Accountability and responsiveness of officials to housing service delivery

When the community were asked to respond to whether they have observed any responsiveness and accountability of public officials on matters of housing provision, 64% of Khayelitsha respondents answered 'yes' and 36% answered 'no'. One respondent from those who responded stated that they do not see accountability and responsiveness and argued that:

Our municipality just uses us to vote that's all. They don't care about us. Once we have voted for them they neglect us. The meetings that they call are not beneficial to us (April 16, 2013).

Another resident added:

The municipality does not care about us; there are a lot of things which are not ok about these houses. We can't like such RDP houses. It's like they were doing for us just to hide our heads. The people who were responsible for building these houses cheated the funds allocated to build houses (April 16, 2013).

Another, in referring to the former officially-white side of Somerset West, claimed:

The municipality respects the educated doctors, professors and so on staying in town (April 16, 2013).

Residents do at times seek to raise their concerns with the local municipality: 64% of the research participants therefore have mixed feelings about the role of officials in responding to their needs and in being accountable pertaining to the provision of RDP houses. However it appears that reporting any problems to the municipality is generally seen as a waste of time: their complaints are not addressed, let alone acted upon. One of the participants had this to say with particular reference to the RDP houses:

We do call the municipality to come fix a problem but they don't show up. The government promised us decent houses but these houses are of poor structural quality

and when we go and report them since we do not have money to repair them, they don't show up (April 16, 2013).

A female respondent reiterated this:

The houses have huge cracks, they can fall anytime. We have reported things like the quality of RDP houses but until today we are still waiting. We have heard that in other places the government has repaired RDP houses but here in Site C I have never heard of that (April 16, 2013).

Another 36% of the participants asserted that there is no point in reporting problems concerning RDP houses because it is a waste of time. This is what one male respondent noted:

Others have reported but their problems have not been addressed, so there is no need to report these problems (April 16, 2013).

Community members in Khayelitsha were dissatisfied about the existing infrastructure. As noted previously, Khayelitsha residents observe the quarry latrine system as leading to illness and disease, as well as contributing to a loss of dignity, yet residents claim that rarely does the municipality respond with any urgency in emptying the pits when full. The process of communication seems to be a one-way process rather than a genuine dialogue. Hence, problems are reported but the municipality does not provide feedback. As indicated by one male respondent:

We communicated all our problems to our Ward Councilors and they have promised to fix the problems but up until today things are still the same (April 16, 2013).

The people in Makhaza and Nkanini have clearly lost trust in the Cape Metro (UNICITY), and this is expressed in impatience and anger over the government's inability and apparent unwillingness to provide basic services to Khayelitsha. One respondent said in anger:

Since we are being fooled that's why we will continue to protest for our social rights. The next step now is to burn down the Municipality's offices. We have already thrown them with toilet (deposits) in the national key points as you have seen on TV (May 21, 2014).

Another one spoke about the same possibly imminent response:

We need to burn down the houses of the Councilors to force them to provide us with basic services. This will make them to see that we mean business, Malamulele Gauteng Province its already happening (May 21, 2013).

Participants in the different focus groups commented on the need for the local council to include residents in decision-making. By being consulted, residents emphasized in particular the sense of pride and degree of ownership over community projects which might emerge. In one focus group, they asserted that:

If Councillors had consulted us at the planning stage of the housing development project in order for us to voice our views, for example to contribute to the design of the houses, we were going to like our houses and our settlement. So we are not proud of the houses and the settlement itself (May 20, 2013).

4.14 Feelings and emotions towards self-entitlement to ownership

In another focus group they argued that:

The reason we are not proud of our houses is because we were not consulted at the planning phase. We were just given houses that we don't like and it feels like it is not ours but the government's houses (May 20, 2012).

The loss of pride and dignity is manifested in the following quotation from one female Khayelitsha resident:

I can't be proud of the house since it has cracks, no ventilation, floors are just a mess they were not properly done. The house was also not properly plastered. The government which built the houses for us should come and assess the situation of the houses. The municipality does not care about us: there are a lot of things which are not alright about these houses. We can't like such RDP houses. It's like they were doing this for us just to hide heads. The people who were responsible for building these houses defrauded the funds allocated to build houses (March 16, 2013).

Such sentiments express not merely dissatisfaction with government failure to provide basic physical needs (housing and infrastructure) but failures pertaining to facilitating the building of social relations which empower local citizens. Such failures run contrary to the emergence of sustainable human settlements. Meeting the physical and social needs of lower income groups is a critical function of the post-apartheid state: Section 152 of the Constitution of the Republic of South Africa encourages “the involvement of communities and community organization in the matters of local government”. In this context, Khayelitsha and its municipalities have the duty of facilitating the emergence of sustainable settlements by encouraging institutional and infrastructural development on a sustainable basis, providing adequate services to its citizens and encouraging local RDP house beneficiaries to work together to improve each other’s lives. Many Khayelitsha respondents believed that working collectively as a community would be good for the development of the community but, as indicated earlier, serious problems of disrespect, mistrust and disunity exist within Khayelitsha. My fieldwork indicates that government action and inaction only serve to reinforce these tendencies.

Another unemployed male participant aged 32 added that:

It is a good idea to work collectively only if we can respect each other and the projects can be a success. If we can work together and forget about saying ‘so and so cannot tell me this and that’. Such things will lead us nowhere; we need to be united so that everything becomes successful; anger is not a solution. If there is something wrong we need to sit down and fix the problem so that we will be able to move forward (March 16, 2012).

4.15 Intra-household Relations

Families are a key focal point of contemporary human societies and an important basis for social structuring of society and the social positioning of individuals in society. They are a critical place where social values, if not produced, are at least inculcated and, for the purpose of this dissertation, form an important place and space for the generation, maintenance and possible undermining of social capital (Edwards, 2008: 3). This section, in looking at intra-household relations has two sub-sections, namely, family and privacy.

4.16 Family Bonds

The study clearly revealed that residents in Khayelitsha value their families (as located in households) as a site where identity and relations are forged. In this context, one male participant aged 30 highlighted:

It is a very strong family relationship. We do comfort each other in times of trouble. However, we do fight sometimes like a normal family does, but generally there is a very strong bond. If I have a problem, I can easily share it with them and not with friends, and they will comfort me (April 16, 2014).

Dodson (2009: 52) suggests that family relations “do not offer many of the positive factors found in friendships” but this study indicates that families continue to play a significant role in Khayelitsha, and that local resident’s turn first to family before turning to friends for various forms of assistance. Even more specifically, relations of mutuality exist within immediate families more so than in extended families. One unemployed male resident aged 30 noted in this regard:

I do not ask anything from my relatives, I only ask from my mother if I need anything. My mother looks after me (April 16, 2014).

Despite relational problems existing in some households more than others, family social relations tend to be characterised by faith, mutuality and strong social ties. Parenting was found to be a key mechanism in the development of values such as trust and cooperation. One female respondent aged 32 highlighted:

My mother used to teach us to share whatever we have with our siblings. She also used to tell us that if we are united nothing is going to separate us and that believing in one another is a basis of a healthy family (April 16, 2014).

These types of familial relations exist in conditions of marked physical overcrowding within houses in Khayalitsha. On average, at least amongst the residents who formed part of my study, there are seven individuals in any one house (with house sizes being about 40 square metres). According to Graydon (2001), the definition of crowding depends on local cultures such that it is not unusual for large families under certain socio-cultural conditions to share what other cultures

might consider cramped physical spaces. At some point, however, questions about space do begin to have a negative effect on the mental, emotional and sometimes physical health of household members. Overcrowding though in itself may not lead to an undermining of social connectedness and social cohesion (Stone and Hulse 2007: 7) amongst family members located within a particular household (sharing a common physical space).

4.17 Challenges experienced by local residents of Khayelitsha

It may in fact be the case, with regard to Khayelitsha households, that the existence of large families in limited spaces brings these families together as socially functional units based on specific forms of interconnectedness. For instance, the confined space within the RDP houses provides a number of vital opportunities to intermingle and interconnect together, if only to chat and watch television. RDP houses as physical structures, though perhaps built with insufficient cement, nevertheless cement the occupants together in a manner which more spacious houses would not. One of the unmarried female participants therefore stated bluntly:

It is not good for the house to be small but its advantage is that it makes us very close (March 15, 2014).

Overcrowding in Khayelitsha may not be understood by occupants in the same manner as suggested by outsiders. It may be that Khayelitsha residents have adjusted to a bad situation and are seeking to rationalize their everyday existence as a form of compliance to a social condition which is beyond their control. It is certainly the case that problems do exist within Khayelitsha and elsewhere when families share a RDP house. There are signs of disturbances, disrespect, arguments and divisions at times, but these cannot always be reduced to space constraints in any clear linear fashion. In some cases such problems can be attributed to questions about space. For instance, in certain households, family members on occasion come back home late at night, make excessive noise and disturb other family members who are sleeping. Such issues raise levels of stress and have the potential to boil over into more serious long-term problems including physical violence (Chan et al. 2006: 2). This was confirmed by one of the female participants, when noted in frustration:

Sometimes we fight. I think what contributes most is because we are sick and we just vent our anger at each other. I think if the house was big enough and we had outside backrooms the fighting would be less (March 15, 2013).

Hence, there is a connection between the size of houses, overcrowding and conflict, though this is not a universal one. The study shows that sometimes conflicts within families unite relations or act as a binding agent between family members rather than being associated with stress and divisions. One female participant aged 32 asserted that:

When you fight with your sibling you get to understand each other much better and you also get to respect each other; you get to know which boundaries not to cross (March 15, 2013).

4.17.1 Privacy of family members

The key issue here is the question of privacy, which was alluded to in the earlier discussion. The design of housing units and prevailing socio-cultural norms are pertinent when it comes to the possibility of privacy concerns arising and undermining relations within households (Mamba, 2008: 222). Insofar as right to privacy is considered it is a vital human right or should be recognized constitutionally as a social right. It seems that the post-apartheid government has contravened this right in the case of RDP houses in Khayelitsha (and indeed elsewhere and beyond).

The privacy problem is particularly relevant in the case of relations between parents and children in Khayelitsha RDP housing. For instance, parents are sometimes forced to bathe in the presence of their children. The result is disrespect arising between parents and their children and parents in particular suffering a loss of dignity on cultural grounds. In this light, one of the female interviewees aged 30 declared:

Sometimes if your parents want to take a bath you are forced to visit a friend even if you don't want to, to allow parents to bathe or give them privacy. However sometimes it is hard, like if it is raining or if it is at night. Well this thing has become normal in the house but it's wrong and unacceptable according to my culture, but what can we do (March 15, 2014).

The spatial problem emerging from housing design therefore potentially brings about tensions within families centering on privacy, particularly if cultural prerequisites about maintaining the integrity of elders (parents in this case) are violated. The example highlighted in the quotation shows that cultural norms are often prioritized and privileged vis-à-vis arrangements (such as bathing) which are imposed upon families from the RDP built environment.

Culture though may at times be overlooked (or take a backseat) because of the size (Match Box) and character of RDP houses in Khayelitsha. An important example in this regard is that of circumcision amongst young male adults. Once young men have undergone circumcision, they are supposed to stay in rooms outside the main house because, after the initiation ceremony, they are promoted to the status of men. But, in the case of Khayelitsha residents living in RDP housing, such backyard rooms seldom exist. One male respondent aged 35 commented:

We are men but we are still sleeping in the house with my sisters and mother. This is against my culture. I'm supposed to be having my own house outside because I'm now a man (March 15, 2014).

These former boys, now men, are thus unable to live according to their new status and this undermines their new-found dignity as adults. This of course results from the fact that the socio-economic position of Khayelitsha and elsewhere residents regularly inhibits them on financial grounds from building onto their existing RDP houses; in addition, the new men are often unemployed and are not in a secure financial position to seek and rent alternative housing outside of their current household. Because of this, RDP housing as supplied by the South African state has failed to take into consideration such cultural practices.

4.18 Social Nonconformity

Anti-social activities, often labeled as nonconformity (including crime), run contrary to the building of social resources such as community freedom, confidence and trust, with fear substituting participation and cooperation in community life. Many respondents were particularly concerned about a disturbing increase in the rate of crime in their area, with some proposing ways to reduce crime. In this study, residents identified poverty as the main cause of the high rate of crime. One male participant aged 36 asserted:

There is no way people cannot steal these things because we are unemployed and we have no source of income. We will steal these things because we do not have jobs or projects. If maybe there were projects going on in our area then maybe the level of crime would be curbed (March 22, 2014).

Proposals to reduce crime focused mainly on a greater police presence in the area. One male participant therefore suggested the following:

There must be police who always patrol this place. There must be at least one van for each and every section of the township. In case there is something wrong going on, you can then phone the police station; the personnel there will in turn phone the police van patrolling the Kheyelitsha area and say something is going on in house number so and so (April 12, 2014).

However, some residents strongly believe that crime prevention should be more of a community-driven action by residents with local legal institutions to strengthen the community's ability to act against crime. Other suggestions focused on preventative measures, by ensuring that households 'put their heads together' and worked collectively for the betterment of the community. These thoughts are consistent with research into crime reduction within communities. For example, according to Werner: (2007), there are two main types of crime prevention: involving community members in local projects and committees (necessitating participation and engagement), and creating opportunities for employment for all community members. Khayelitsha residents, in different ways, emphasized both. Currently, there is community policing taking place in Khayelitsha by community volunteers organized as Street Committees. Each street has a Street Committee responsible for crime prevention and maintaining social order. One female participant aged 31 explained:

What happens is that let's say somebody is caught robbing or maybe there is a conflict in the neighbourhood. The Street Committee will intervene and try to resolve the problem as community members. For instance let's say somebody was caught stealing. The community members, the person and the family become involved and together with Street Committees agree whether they punish the person or fine him. If they don't come to an agreement then they call the police (April 14, 2014).

Although this crime prevention programme is meant to assist everyone who is affected by crime on an impartial basis, it became clear from the focus group discussions that some victims of crime are not assisted by the street committees. It was suggested that this kind of discrimination or partiality is caused by previous personal disputes with a street committee member (such that the street committee fails to act on the alleged crime) and also at times by the simple fact that the victim is an extremely poor and marginalized member of the community and (without voice and support) is thereby neglected. As a result of this, some residents do not trust the street committee structures as a suitable basis for enacting justice in the community. This has highlighted divisions in specific neighbourhoods with some residents being pro-street committees while others are anti-street committees.

4.19 Role of ward councillors in community participation

At the local level, the prevention of crime is vital to the realization of safe and secure neighbourhoods. However, 94% of the Khayelitsha respondents do not feel safe when they walk down their street after dark. Those who have no such fear are all male. Women in particular feared rape, assault and robbery. Though my study was unable to obtain accurate statistics on these and other crimes in Khayelitsha, the above statistic alone clearly identifies crime (including violent crime) as a significant problem. Townsen, S and Mosala, T. (2008) argue that mistrust and distrust in local communities, which are often connected to forms of social exclusion and isolation, create ripe conditions for crime. This argument was confirmed by my study. One young unmarried male respondent argued:

All they know how to do is to jail us; they do not think about the causes of such deviant behaviours (April 14, 2014).

Another youth emphasized the same point:

As much as we have skills and talents, no one seems to care about the youth. Our future is going down the drain; some of us end up in prison. The ward councillors don't care about us; they do not do anything for us, what we see is the political infighting between ANC and DA (April 14, 2014).

For the older residents in this study, a sense of safety was of particular importance. Some older people even spoke about not feeling safe in their houses and others related terrifying incidences of burglaries and theft. One older resident aged 67 said:

I don't like my area because the place is not good for people of my age. The young here are violent; you can be robbed or killed anytime. Most of the youth here use drugs (April 14, 2014).

However, it was not only older residents who were concerned with safety. This was a key issue raised in focus group discussions, questionnaires and interviews by all age groups. For example, one younger male resident in a focus group said:

It is not safe here in Khayelitsha. Although there is a police station in here, but when we call the police they do not come on time or they do not come at all. You cannot walk here at night because there is a high level of crime. Although we do have police, they are not doing their job. Sometimes people from other parts of the township come here to rob people since they are unknown (March 16, 2014).

Such fear of crime has implications for engaging in community activities, particularly if those activities involve travelling at night.

In this respect, one female participant expressed deep concern:

Sometimes it is hard to visit a friend at night because you fear that you might be robbed and sometimes stabbed. Sometimes it is hard to attend evening church services because you fear being robbed and raped (April 14, 2014).

Another male participant explained the connection between their immediate living environment and the wider community in the following way:

One day I was fetching water and I saw some guys I know robbing a nearby shop. I watched with other community members; some people said to me I must call the Street Committee. These people who were robbing were from Makhaza and they knew me. There is no way I can report these people because I fear for my life since they know me (April 14, 2014).

4.20 Positive and Negative Social Networks

The interviews reveal that churches provide both expressive and instrumental support. Expressive support entails assisting church members emotionally during stressful times. For example one female aged 55 participant noted:

Church is where we offload our burdens especially on Thursdays during women's prayers. As women we've got problems, so this makes us to unite and to be one and carry other's burdens through prayer. When you come out of church you will feel better (December 22, 2014).

From this statement, it becomes clear that the shared problems faced in life (in this case, by women) bring residents together, acting so to speak as 'social glue'. Instrumental support entails supporting church members materially and financially; hence, as one female resident put it:

If somebody in the church passes away we will raise funds to cover funeral costs and we also donate things like rice, potatoes, cabbages and carrots (December 22, 2014).

Besides these contributions, church members attend the funeral wearing the church uniform which symbolizes unity in Jesus Christ. Reciprocity and trust help church members to cooperate and work together to achieve shared objectives. Indeed, church members believe (and in most cases, quite rightly) that mutual assistance is embedded in their daily practices and this has a direct influence on social cohesion. However, this reciprocity is exclusionary in that social support is only available to members of that particular church or denomination. When asked if churches in their area assist needy people as such, residents tended to answer in the negative. One female respondent aged 55 said:

No, they only assist church members and if you are not you won't get anything (December 22, 2014)

This was confirmed by one female church member who said:

In church if you attend you must be known and you are given somebody who will guide and spiritually advise you and that is going to be your leader (December 22, 2014).

On the whole, my study reveals that members of church communities have more extensive and stable social networks (and greater access to social support) than do their non-church going co-residents. But even within churches, there is variation in levels of support provided. More specifically, active church members receive more social support and less active members receive less support. One male participant aged 51 asserted:

We assist members accordingly. If a member participates more in church activities, the church will also assist him more, but if a member participates less then we will contribute less as well as in time of trouble. This is not revenge but it is a way of encouraging members to attend church services and activities (December 22, 2014).

This is consistent with the study by Toscano, and Amestoy, (2007: 58) which concluded that “active participants in religious congregations may receive greater social support, on average, than their less active or unchurched counterparts”. Such practices act as a form of social control in preventing non-church members from abusing the resources found in the church; and, for less active church members, it acts as a way of disciplining members to ensure that they adhere to *church principles*.

We meet twice or thrice a week to strengthen our faith, share the Word of God, advise each other and make friends and sometimes get husbands, hahahaha [laughter] (December 22, 2014).

A stokvel is “a type of credit union, or communal buying group, in which a group of people enter into an agreement to contribute a fixed amount of money to a common pool weekly, fortnightly or monthly, to be drawn in rotation according to the rules of the particular stokvel” (Townsen and Mosala 2008: 1). Many women in the study who are single mothers or widows are members of stokvels; this helps these women to generate sources of income to raise their children. Stokvels in Khayelitsha help members in many ways in addition to financial assistance. They satisfy participants’ need for sharing, belonging, social interaction and emotional support. This arrangement is facilitated by the fact that some members were co-workers, neighbours or members of the same church, which facilitated ongoing contact outside of formal stokvel meetings. One woman aged 43 indicated:

As members of the stokvel we go beyond mutual financial assistance. If one of our members comes with any problem we sit down and discuss it and help the member (December 16, 2014).

The document highlights though that there are very few stokvel associations in Khayelitsha. Many other stokvels existed in the past, but divisions arose within them and the members went their separate ways. The reasons cited for their disbanding involve claims about some co-members, namely, that they are unreliable, untrustworthy, marked by jealousy and practise witchcraft. One former member indicated:

I used to be a member of a stokvel. But we separated because of jealousy. Some even bewitched your money so that it disappears and you do not see what you have used it for. I know people don't believe that there is witchcraft but it does exist. The thing which makes us not to be successful is jealousy (December 16, 2014).

Stokvel members highlighted the importance of trust in their associations, and they indicated that there are mechanisms in place to build and maintain trust and ensure that the social networks flourish. For instance, as one member noted:

When we make a monthly contribution to our bank account a member has to go to the bank, deposit the money, and then bring the deposit slip to other members. We also fine stokvel members who absent themselves in the meetings without reporting (December 16, 2014).

They thus recognize that trust “is a key ingredient in transactions, a lubricant permitting voluntary participation” (Werner 2007: 312), though ensuring that members comply (such as confirming bank deposits) seems to go contrary to a living and active trust.

4.21 Summary

This chapter presented the analysis of the data gathered through a questionnaire, interviews and focus group discussion which was distributed to 40 respondents in the Khayelitsha area, although only 30 were returned. The other 10 questionnaires were not returned. The information obtained from the questionnaires was textually analysed and, where possible, illustrations were made in order to simplify the information.

The purpose of the questionnaire was to gain knowledge of the beneficiaries' perceptions regarding the quality of their houses. This was achieved by asking all the participants the same questions. Another goal of this chapter was to present and interpret data obtained from the information collected from the respondents. Deductions made from the collected data are presented in the next chapter together with findings, recommendations and conclusion of the study. A questionnaire was also used for interviewing respondents to answer questions in the absence of the researcher. The same questionnaire was used in interviewing and focus group discussions. The following chapter gives the conclusion, findings and recommendation based on the information gained from the population and literature review.

CHAPTER 5: CONCLUSION, FINDINGS AND RECOMMENDATION

5.1 Introduction

This study was conducted in order to investigate the involvement of community in the housing development trend in a selected township of Khayelitsha. Regarding what has been presented in the previous chapters, it becomes clear that public participation as a concept and practice can no longer be avoided by government or excluded from any development processes. Davey (2006:80) states that legislation mandates imposed upon national, provincial and local government all advocate community participation by all stakeholders and that no individual is to be marginalised. In Khayelitsha, however, it is noted that legislation laid down by various departments fails to advise on how exactly public participation should be addressed or achieved. Understanding the fact that participatory models have not been imposed effectively upon local governments, authentic and empowering community participation is unlikely and, as indicated in this dissertation, without meaningful participation, sustainable development in township areas will forever elude those who attempt to achieve it. Proper channels to implement necessary community participation strategies should be established to deal with challenges highlighted in chapter four.

5.2 Conclusion

In this chapter five, research findings will be discussed. It was revealed that the community of Khayelitsha did not participate fully in the housing development in their area. Community is a key element of any development administration system for ensuring the implementation of uncontested policies and development projects, providing feedback and allowing for a readjustment of policies as necessary. Consultation and openness are aimed at ensuring a fair and equitable transparency where all players adhere to the provisions of legislation that govern the development.

Acknowledging the challenges facing housing delivery is an important first step. These relate to lack of accessibility to land, limited feedback from ward counsellors and community representatives, shoddy workmanship, maladministration and red tape. It can be concluded that the project suffered the same plight as many other housing projects in the country. Looking at the nature of the problems raised by the respondents, it is clear that the project lacked good

facilitation and management. Data was collected through the use of a questionnaire distributed to a sampled population of the Khayelitsha community and relevant stakeholders. All the respondents received the same set of questionnaires.

The objectives were achieved. Findings indicated that the community members had mixed feelings about the degree of participation in the housing trends. The study findings revealed that participants were not satisfied about the involvement of the ward councillors and their officials from the Cape Metro and the National Department of Human settlement. The data analysed presented findings that also revealed some legitimate concerns regarding the dissemination of information regarding the housing plans and projects. The quality of the houses delivered to beneficiaries was an issue. In this chapter, the findings of the study are outlined based on the results of data analysis. Recommendations and conclusions are also presented.

5.3 Findings

One of the primary findings of this study implied that citizens need to build capacity and resources in order to achieve community participation in planning and project development. The study shows that citizens' participation in community development projects does not usually occur by chance, but because certain principles are observed at a level acceptable to the participants and other stakeholders. Other findings include that Citizens will voluntarily participate in a community activity if they and the entire community could derive benefit from it.

5.3.1. Limited resources

Like many other developing countries in the world, South Africa is caught between two significant realities. First, homelessness is not an option and the government is well aware of its obligations in ensuring that people receive adequate shelter. Residents in Khayelitsha are not empowered enough to know the existing legislation and policies on programmes dealing with homelessness and houses for the poor. The launch of the National Housing Forum (NHF), Social Housing Policy and many others was to organize people towards strong coalition that will pressurize the government in responding to peoples basic needs like housing. Secondly, the realisation of this goal cannot be balanced due to limited and constrained fiscal resources. As true as this may be, it is not acceptable that poor quality houses are built and delivered to communities. The study has further implicated some un-intended objectives such as:

5.3.2 Incapacity of state officials

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

5.3.3 Ward committees/ Forum

It is obvious that these bodies are no longer the viable instruments of communication. Based on the data collected from the defendants, it is clear that political interference has restricted the community's right to be involved in participation of their development processes. The structures are bloated by political chicanery where dominant political organisations thwart the involvement of the general community; people end up becoming rubber stamps of the already-decided projects and programmes.

5.3.4 Top-down approach

This has become a tendency that the ruling party uses to implement programmes. In public comments on issues affecting the communities, it becomes clear that their say is not taken into consideration as they were not involved in the initial stages of the process. Public hearings on any matter are decided firstly by the ruling party to promote its agenda. The real involvement of the community is not there. The appointment of public representatives is the same: this process is loaded by political interference such that on its own it will thwart the process of involvement in development projects.

5.4 Recommendations

After a complete analysis of the primary data collected from the beneficiaries of the Khayelitsha community and the review of related literature, the study present the following recommendations. The issue of involvement of community in the development trends in the housing development has been addressed in that; it transpired that there are still problems involved to the involvement of community in their development projects.

Recommendation1

The study further recommends that community participation must be a permanent principle that is applied in all housing projects for the poor and ordinary people as it is imperative for the success of the housing development. Participatory strategies and for a must be encourages including the ward committees/ forums that can be employed as the means of communication. The municipality can also use the World Wide Web through the internet to connect or create a free hotline and SMS messages for Khayelitsha residents to communicate with them. These messages can also be sent through group charts to reach every community member and create a safe and protected area for today and future generations.

Recommendation2

The upgrading of the infrastructure, roads, schools and clinics at Khayelistha can benefit the community. My-City Bus transport has been viewed as a reliable transport system: it should come directly inside the Khayelitsha area and not use the route from N2 to Maccassar only. This bus should be on time to alleviate problems and it must accommodate all areas of Khayelitsha. People of the Khayelitsha community are facing serious problems with transportation. There are no proper roads and this precludes public transport from coming into the area. The bus stops or taxi pick-up points are far and most people have to walk long distances to and from the bus stops. They become vulnerable to criminal activities.

Recommendation3

The Cape Metro Municipality must look into the possibility of making recreational facilities available for the Khayelitsha community. This is necessary for the stimulation of the youth. Keeping them busy may help to keep them off the streets. In any development, people at grass roots must be included in the early stages of the project as this may also contribute to employment which seems to be a major problem that also results in a high rate of crime. Sports development must form part of sport offices that should be sustained and timeously monitored to curb the rate of crime and alleviate elements of gangsters

Recommendation4

There must be a stop to selling of RDP houses: this contributes to the density of the area and results in more people being without houses. Waiting lists grow day in and day out and there is no monitoring of who has gained a house. Most of the RDP houses in Khayelitsha are occupied by people who are not the original beneficiaries: recipients are favaourites of the ward committee-forums. Waiting lists must be used properly and monitored to determine whether people on the waiting list are still the needy people.

Recommendation5

Khayelitsha Development Forum must be used and this forum must be free of any political affiliation so that it serves the needs of the whole community regardless of bias and its representation should be extended to accommodate all areas of Khayelitsha. This structure should be accountable to the community and be transparent at all times.

Recommendation6

A plan or strategy to address the challenges and concerns raised by the beneficiaries must be put in place. The defects, as highlighted by the respondents, cannot be left unattended. It is necessary that a project plan, detailing time frames and other necessities, must be devised regarding the defects of the houses delivered to the Khayelitsha beneficiaries.

Recommendation7

A cost-analysis exercise needs to be conducted to determine the best possible option. This will help to determine the most affordable option between fixing the defects or building new houses altogether. Where defects are found to be extreme and costly, it might be advisable to explore the option of rebuilding. Lessons learned from previous housing projects could be used to improve current and future projects.

Recommendation8

The project leader and the Municipality should give the residents a hearing. Judging from the results of the survey, where a number of issues have been raised by beneficiaries regarding the

quality of their houses, listening to them might be essential for continuous improvement in design and standard of housing.

Recommendation9

Implementation of the project resulted in heightened sustainability owing to the implementation strategy pertaining to community involvement. The community was able to sustain the project owing to levels of involvement that they were afforded and levels of skills that they acquired from the project. Involvement of the community should be conducted with consideration for the need for sustainability of the project. This means that the community should be empowered during this time by involving and empowering them through the project.

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5.6 ANNEXURES

Questionnaire on assessing Community involvement trends in the housing development processes in a selected township in Cape Town: Annexure 1

Questionnaire number:
Interview Date...../...../.....
Area.....
Name of the interviewer.....

Consent to participate

yes	
No	

1. Age

18-25	
25-30	
30-40	
40-50	
50-60	
Pensioner	
other	

2. Gender

Male	
Female	

3. Highest Standard Passed

Grade 1-3	
Grade 3-4	
Grade 4-5	
Grade 5-6	
Grade 6-7	
Grade 7-8	
Grade 8-9	
Grade 9-10	
Grade 10-11	
Grade 11-12	
Did not attend school	

4. How many people living in this household?

--	--

5. Are you employed?

Yes	
No	

6. Number of dependants

1-2	
2-3	
3-4	
More.....	

7. What is your income before deductions?

0-500	
500-1500	
1500-2500	
2500-3500	
>3500	

8. How long have you been staying in this area?

Months	
Years	

9. Before you moving in here, where did you live?

Family	
Friend	
Own home	
Other.....	

10. What type of structure was it?

House	
Room in house	
Shack	
Wendy house	
Other.....	

17. If not so would you like to make some improvements in the house if needed?

.....
.....
.....
.....
.....
.....
.....
.....

18. Are clinics, garbage, well run?

Strongly disagree	
Disagree	
Neither agree nor disagree	
Agree	
Strongly agree	

19. Have you communicated problems of your house to municipality?

Yes	
No	

20. Which of these organisations exist in your area?

Churches	
Community forums	
Stokvels	
Clubs	
Dance groups	

21. Do you belong to any of the organisation?

Yes	
No	

22. In the past 3 years have you ever taken part in a local community projects?

Yes	
No	

23. Are you proud of your area?

Yes	
No	

24. Do you participate in community events, e.g. meetings, weddings, funerals, cultural ceremonies?

Yes	
No	
Seldom	
Often	
Regularly	
always	

24. Which of these services and / facilities are available in your area?

Schools	
Transport	
Meeting places (halls)	
Playing fields	
Clinics	
Parks	
Other specify	

25. Does your low cost housing, affordable housing RDP have the following features listed below?

Yes	
No	
If yes explain.....	
.....	
.....	
.....	
.....	
.....	
.....	
.....	
.....	

26. Which of the following housing projects were you involved?

Planning stage	
Construction stage	
Delivery stage	
Other	

27. Were you aware of the newspaper inserts and advertisements regarding community projects?

Yes	
-----	--

32. Who from the community were involved in the process, according to your opinion?

Community as whole	
Community leaders	
No involvement	
Does not know	
Top down approach	
Bottom up approach	

33. Do you know who is responsible for providing houses in your area?

Yes	
No	

34. If yes who is responsible?

Department of Housing/ Human Settlement	
Local Municipality	
Tribal Authority	
Department of Land affairs	
Other specify	

35. What was the waiting period before getting your house?

Two years	
Three years	
Four years	
Five years	
Above five years	

36. If yes, why do you think it took so long?

Delayed by Municipality	
Delayed by contractor	
Houses were incomplete	
Houses were vandalised	
Other elaborate	

37. Did you wait for your house to be finished before you occupied it?

Yes	
No	

Local Municipality

1. What are the problems faced by people in townships such as Khayelitsha?

.....
.....
.....
.....
.....

2. How does the municipality encourage sport and do you have play ground?

.....
.....
.....
.....
.....

3. Have you ever considered giving first preference to people in the waiting list or do you allocate houses as per first come first serve?

.....
.....
.....
.....

4. How does the municipality encourage community mobilisation whereby the community work together for the betterment to townships such as Khayelitsha?

.....
.....
.....
.....
.....

5. Do you trust the local government/ officials/ councillors that they can push for development of the community?

.....
.....
.....
.....
.....

6. Do you think communication between the municipality and Khayelitsha residents is effective? How do you communicate with residents?

.....
.....
.....
.....
.....

7. According to your own opinion, do you think the municipality treats people equally in the township?

.....
.....
.....
.....
.....

8. Have you ever been involved in planning phase of the project and policy making in the community of Khayelitsha or elsewhere?

.....
.....
.....
.....
.....

9. In your opinion, are the other households of the Khayelitsha Housing project satisfied with the quality of the houses they have received?

.....
.....
.....
.....
.....

10. What experience do you have regarding the state of your RDP house?

.....
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.....
.....

Annexure 2

Interview Guide (Focus group discussions and in-depth Interviews)

Community Involvement in the housing development trends (social Interaction, mutuality, faith, involvement)

1. Does your low cost housing, affordable housing RDP have the following?
2. How long have you remained staying in the house?
3. How do you texture about receiving the house?
4. In your opinion, are the other households of the Khayelitsha Housing project satisfied with the quality of the houses they have received?
5. Are you undergoing any problems with the quality of the house you have benefitted?
6. Are there any experiments you are facing as a beneficiary of Khayelitsha?
7. Have you ever been called to a meeting for project development?
8. Have you been called in to attend a briefing session in relation to the Hospital that is being built here?
9. Were you involved in the planning and implementation of Kuyasa housing development project?
10. How Do You Describe The Quality Of Your House?
11. Have you made any improvement in the house?
12. What nature of improvement? Please elaborate:
13. If not so would you like to make some improvements in the house if needed?
14. Have you communicated problems of your house to municipality?
15. Which of these organisations exist in your area?
16. Which of the following housing projects were you involved?
17. Were you aware of the newspaper inserts and advertisements regarding community projects?
18. How many meetings did you attend?
19. Do you feel steering committee have done proper screening of beneficiaries?
20. Who from the community were involved in the process, according to your opinion?
21. What are the problems faced by people in townships such as Khayelitsha?

22. How does the municipality encourage sport and do you have play ground?
23. Have you ever considered giving first preference to people in the waiting list or do you allocate houses as per first come first serve?
24. How does the municipality encourage community mobilisation whereby the community work together for the betterment to townships such as Khayelitsha?
25. Do you trust the local government/ officials/ councillors that they can push for development of the community?
26. Do you think communication between the municipality and Khayelitsha residents is effective? How do you communicate with residents?
27. According to your own opinion, do you think the municipality treats people equally in the township?
28. Have you ever been involved in planning phase of the project and policy making in the community of Khayelitsha or elsewhere?
28. What do you think can be done in order to improve housing delivery in your area?
29. How do you feel about the quality of your house?
30. Do you know who is responsible for providing houses in your area?

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Office of the Chairperson Research Ethics Committee	Faculty: BUSINESS
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At a meeting of the Research Ethics Committee on 03 September 2014, Ethics Approval was granted to ZONKHE, Nyaniso Mfusi (209201665) for research activities

Related to the MTech/DTech: MTech: PUBLIC MANAGEMENT
at the Cape Peninsula University of Technology

Title of dissertation/thesis:	Community Involvement trends in the Housing development processes in a selected Township in Cape Town Supervisor: Dr NS Matsiliza
-------------------------------	--

Comments:

Decision: APPROVED

 <hr/>	03 September 2014 <hr/>
Signed: Chairperson: Research Ethics Committee	Date

<hr/>	<hr/>
Signed: Chairperson: Faculty Research Committee	Date

Annexure4

REQUESTFORPERMISSIONTOUNDERTAKERESARCH

To: The City of Cape Town Human Settlement

From: NM Zonke

Date: 03 March 2014

Subject: Request for permission to conduct a research

Dear Sir/Madam

Request for Permission to Conduct a Research

I am currently enrolled at the Cape Peninsula University of Technology (CPUT) for Masters in Public Management (PM). My studies include a research treatise. Subsequently, I would like to conduct a research in your municipality. The title of my research is: Community involvement trends in the housing development processes in a selected township in Cape Town. I request your permission to allow me to conduct a study of your municipality. The participation of respondents will be voluntary. If the participants choose not to take part, they have a right to withdraw at any time, during the study without any fear, penalty or loss of benefits. The identity of the participants will be confidential and no identifying information will be included in the final research report.

Should you require any further information feel free to contact me.

I thank you.

Yours truly

MN Zonke (Researcher)



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

HUMAN SETTLEMENTS DIRECTORATE
STRATEGY AND PLANNING

TREVOR MITCHELL
ACTING DIRECTOR

T: 021400 4409
E: trevordennis.mitchell@capetown.gov.za

28 May 2014

To who is may concern

This serves to confirm that Mr Mfusi Zonke, has permission to conduct interviews with relevant staff members (must make prior arf-engements) regarding his dissertation topic on '**An evaluation of community involvement trends in the housing development processes in a selected township (Khayelitsha) in Cape Town.**

A stylized signature of Trevor Mitchell, consisting of a large, bold letter 'E' with a horizontal line extending to the right.

TREVOR MITCHELL
ACTING DIRECTOR

Annexure6

INVITATIONTOPARTICIPATEINTHESTUDY

To: Participants

From: NM Zonke

Date: 04 April 2014

Dear Sir/Madam

Re: Invitation to participate in the study

I am currently pursuing my Master's Degree in Public Management (PM) at the Cape Peninsula University of Technology. I am busy conducting a study on community involvement trends in the housing development process in a selected township Khayelitsha Western Cape.

I kindly request you to complete the attached questionnaire.

The questionnaire has two sections, Sections A and B. Section A deals with personal particulars and Section B deals with questions based on the Housing/ Human settlement.

Please be assured that the information given will be treated confidential. Your name is not required on the questionnaire and your participation is voluntary.

I thank you.

Yours truly,

NM Zonke (Researcher)

Annexure 7

From: Nyaniso Mfusi Zonke

To: Participant

Subject: Consent to undertake in answering questionnaire/ interview

Dear participant

My name is Mfusi Zonke

I am a student at the Cape Peninsula University of Technology and doing research in your community.

The title of my research is:

COMMUNITY INVOLVEMENT TRENDS IN THE HOUSING DEVELOPMENT PROCESSES IN A SELECTED TOWNSHIP IN CAPE TOWN.

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

Thank you for your co-operation.

Yours Sincerely

Nyaniso Mfusi Zonke (Mr.)



Cape Peninsula
University of Technology

Office of Professor Chatty

Mowbray Campus

Cape Peninsula University of
Technology

17 March 2015

This is to certify that

Mr Nyaniso Mfusi Zonke

has had his dissertation edited by me.

Dr M. A Curr

University of London

Member of Translators' and Interpreters' Institute

/ -

Signed: