

**Challenges to Low-Cost Housing Delivery in Ratlou Local Municipality: The  
Study of Makgobistad Village.**

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## **PREFACE AND ACKNOWLEDGEMENTS**

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## DECLARATION

I, **Tuelo Cedric Pitiri**, hereby declare that this dissertation titled "Challenges to low-cost housing delivery in Ratlou Local Municipality: The study of Makgobistad village" is my work. It has never been submitted to any higher training institution or other University to obtain any qualification. I have accurately acknowledged all the sources I have used.

Signature:  .....

Date: ..23 / 03 / 2022.....

## **ABSTRACT**

This study examines the challenges affecting low-cost housing delivery in the Ratlou Local Municipality, focusing on Makgobistad village. This study applied a qualitative research approach in which semi-structured interviews and researcher-administered questionnaires were conducted with 20 participants, comprising both males and females aged 18 years and above. Purposeful sampling was used to select key informants from Ratlou Local Municipality, Department of Human Settlements, and Makgobistad Traditional Council. A total of 15 community members were identified through snowballing.

The study findings revealed that several challenges continue to hamper the provision of housing. For example, the housing application requirements such as possession of identity documents have marginalised people living on the farms without the identity documents. Also, the income threshold criteria have side-lined people who earn slightly above the R3500.00 household income threshold. Further to that, the administration's inadequacies in identifying relevant beneficiaries reverse the backlog and birth the social conflicts witnessed in the community.

The current housing processes have alienated the community, traditional authority, and the municipality from participating in the housing processes as the DoHS adopted a top-down development approach. Findings further highlighted that there are no operational systems in place that outline and describe quality assurance in the building of the houses. As a result, the poor quality of the houses led to the recipients' dissatisfaction. Equally, lack of cooperation by the head of the traditional authority presents a barrier to access land for housing developments. Furthermore, push factors such as poor quality of delivered houses and lack of employment in the community have resulted in non-occupancy and abandoned allocated houses.

The need for a comprehensive approach with multi-stakeholder at the centre was identified as a necessary driver of low-cost housing delivery in Makgobistad village. Thus, the study recommends prioritising and involving all relevant stakeholders in planning any housing development projects. Also, to mitigate quality concerns, a collective stakeholder assessment of the project progress in which contractors building the houses are monitored, and the quality is evaluated against set standards as prescribed by the National Home Builders Registration Council is suggested. In this regard, such approaches will safeguard the problem of transparency in housing procedures and maintain the quality of delivered houses.

**Keywords:** Housing, Low-cost housing

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## **LIST OF ACRONYMS**

ANC - African National Congress

BNG- Breaking New Ground

CS - Community Survey

CRU- Community Residential Units

CSB- Central Statics Bureau

DoHS - Department of Human Settlements

EEDBS- Enhanced Extended Discount Benefit Scheme

GEAR - Growth, Employment, and Redistribution

IRDP- Integrated Residential Development Programme

IDP - Integrated Development Plan

NDP - National Development Plan

RDP - Reconstruction and Development Programme

RLM - Ratlou Local Municipality

MTC – Makgobistad Traditional Council

STATS SA - Statistics South Africa

SWOT- Strength, Weakness, Opportunities, and Threats

## **CHAPTER ONE**

### **INTRODUCTION AND BACKGROUND**

#### **1.1. Introduction**

Housing is a recognised essential human basic need, also globally acknowledged as a right, which is vastly known to be an indicator in assessing the magnitude to which a country has developed (Martin & Brown, 2015). However, in both developed and developing states, people have been experiencing severe housing challenges even to the present day. Zukin, Kasinitz, and Chen (2015) further echo that mammoth proportions of people continue to live in conditions of severe housing deprivation. These scholars argue that, although developing and developed states have benchmarked and committed to addressing this problem, many have failed to bolster the problem effectively. This has resulted in world organisations proclaiming it to be a critical concern.

For many decades the problem of housing has been on a continuum. Still, it appears globally, as millions of households in Asia, Latin America, and Africa continue to live under severe and inadequate housing (Majiet, 2013). Furthermore, Taruvinga and Mooya (2016) assert that adequate, well-located, and integrated housing for low-income communities is also problematic for developing countries in Africa. For instance, an unprecedented housing challenge reported by the United Nations Habitat shows an expected 1.18 billion global population increase by 2030, combined with an 880 million existing housing deficit, which points towards a potential housing need for approximately two billion people in 2030 (United Nations Habitat, 2014).

The 1996 United Nations Conference on Human Settlement, held in Istanbul, Turkey, declared that all states should recognise adequate housing as a fundamental human right. However, some progress has been realised in numerous significant areas since Habitat II. Nevertheless, the delivery scale is not sufficient to match the proportions of the global housing deficit. For instance, in 2014, 130 million more persons resided in squalors and slums than in 1995. This essentially denotes that with the continuous population growth and global urbanisation, countries will need supplementary alternatives for adequate, safe, and affordable housing (United Nations Habitat, 2014).

Development literature has increasingly highlighted the critical importance of delivering state-subsidised housing, especially for low-income communities (Khan, 2003; Wilson, 2011; De Beer & Swanepoel, 2016). Yet, as Wilson (2011) observes, South Africa's housing context is tarnished and mainly immersed by the past discriminatory practices formerly enforced by the

apartheid residential planning system. Wilson (2011) further emphasises that apartheid legislation such as the Native Land Act 27 of 1913, together with the Native Urban Areas Act No 21 of 1923, the Group Areas Act 41 of 1950, the Housing Act 10 of 1957, and the Bantu Homelands Citizenship Act 26 of 1970, held black people under duress. Subsequently, they were removed from their land and placed in areas with no infrastructure, such as housing, which brought about a housing shortage for blacks.

Post-apartheid, substantial pressure concerning housing challenges has led to the birth of various state housing interventions, housing policies, legislations and has been a priority of the national agenda for service delivery (Mafukidze & Hoosen, 2009). Thus, this has led to the development and implementation of plans and programmes such as the Reconstruction and Development Programme (RDP), followed by the Growth, Employment, and Redistribution Programme (GEAR), and Housing Acts such as the Rental and Mortgage Acts, and the National Housing Code of 2009 among others (Department of Human Settlements, 2012).

However, the swiftness of housing delivery has not kept up with the accumulative housing backlog. South Africa's (NDP) National Development Plan (2012:268) indicated that, despite national government efforts, progress on housing delivery is still lagging. Furthermore, NDP (2012) suggested that 40 per cent of South Africa's populace still reside in rural areas where there is a need for adequate housing. Moreover, the NDP (2012:27) asserts that large amounts of money was directed and spent on the housing sector. Nonetheless, the housing shortage remains continuously apparent, especially in rural areas. Statistics South Africa (2016) reiterates that the state requires approximately R300 billion to address the housing backlog.

Furthermore, Stats SA (2016) highlighted that the housing backlog is estimated at 2.1 million housing units, also reported that all provinces in South Africa experience challenges concerning housing. The North-West Province is no exception; according to the North-West Department of Human Settlements, Service Delivery Improvement Plan (2012), 140 informal settlements were identified in the North-West Province municipalities through the informal settlements programme survey conducted from 1994 to 2010. The survey indicated that this comprises 77 626 dwelling units at an estimated population of 310 594. The survey suggested that the need for more formal housing was apparent if the municipalities wanted to eradicate informal settlements where people lived in squalor conditions.

The government of South Africa has introduced housing legislation and frameworks such as the 1994 White Paper on Housing, the 2004 Breaking New Ground Approach, and the Housing Code 2009, intending to tackle the housing challenges and backlog (Tissington, 2011).

Moreover, the government established different housing programmes like the Integrated Residential Development Programme (IRDP), Community Residential Units programme (CRU), Upgrading of Informal Settlement, Social Housing programme, Social and Economic Facilities, Institutional Subsidy programme, and the Enhanced Extended Discount Benefit Scheme (EEDBS). However, these programmes could not address the housing problems in black communities.

Nevertheless, the situation seems to have worsened. In 2016, as reported by Stats SA (2016), there were challenges noted concerning the quality of the already delivered low-cost houses. For example, about 10.2% of housing recipients reported challenges of fragile walls, and 9.9% considered the roofs of their dwellings very weak. Others are not pleased about the housing delivery contending that they have long applied for the houses, which has not come to fruition.

Consequently, the housing deficiency has brought about a detrimental impact on local communities in South Africa. Furthermore, concerns over backlogs bring about daily apprehensions to communal insecurity and individual frustrations, which contribute significantly to the high level of instability and criminality rampant in many communities in South Africa (Department of Human Settlements, 2012). Therefore, this qualitative study focuses on the challenges encountered in delivering low-cost housing.

## **1.2. Problem statement**

Since the advent of democracy in 1994, the delivery of low-cost houses in South Africa has been on the socio-economic and political agenda. However, despite the national government's efforts in supporting local governments to deliver low-cost housing, the effective delivery of housing in low-income communities has not been achieved. Equally, Ratlou Local Municipality, situated in the North-West Province, where Makgobistad village is located, seems to experience the same housing challenges rampant in South Africa.

Based on the expressions by Ratlou Local Municipality (IDP) Integrated Development Plan (2016), through its SWOT (Strengths, Weaknesses, Opportunities, and Threats). Analysis indicated that, in Makgobistad, the problem is a lack of housing and situations wherein housing projects are incomplete. For instance, only the foundation was laid in some houses, and others are 'ghost houses' that has remained unoccupied since completion. Correspondingly, Ratlou Local Municipality (IDP) (2016:9) indicated that they only built "744 houses have since 2011, and the municipal housing need is over 3760 housing units". This number means that low-income areas, like Makgobistad, continue to lag in housing delivery.

### **1.3. Aim of the study.**

This study explores the challenges facing the delivery of low-cost housing and their impacts on stakeholders in the Ratlou Local Municipality, focusing on Makgobistad village. In expounding these challenges, the study has the following objectives.

#### **1.3.1. Objectives of the study**

1. To analyse constraints and challenges currently faced in delivering low-cost housing in Makgobistad village.
2. To examine how the challenges to housing delivery impact stakeholders like the Department of Human Settlements, Ratlou Local Municipality, Makgobistad Traditional Council, and community members.
3. To examine the stakeholders' roles in delivering low-cost housing at Makgobistad village.
4. To recommend interventions implemented to improve the delivery of low-cost housing at Makgobistad village.

#### **1.4. Research questions**

1. What are the constraints and challenges facing the delivery of low-cost housing in Makgobistad village?
2. How do challenges associated with the low-cost housing delivery impact stakeholders like the Department of Human Settlement, Ratlou Local Municipality, Makgobistad Tribal Council, and community members?
3. What are the roles of stakeholders in the delivery of low-cost housing, and how are these performed?
4. Which interventions are implemented to improve the delivery of low-cost housing?

#### **1.5. The rationale of the study**

In terms of Section 26 of the *Constitution of South Africa* (1996), everyone has the right to have access to adequate housing. This right obliges the Ratlou Local Municipality, like other municipal authorities in the Republic of South Africa, to provide adequate housing for low-income families unable to meet the expense of housing for themselves. For this reason, the municipality's failure to deliver this constitutional mandate infringes on the citizens' right to housing. Given that, the purpose of this study is to share with the municipal policymakers and practitioners the critical challenges associated with low-cost housing delivery to support informed decision-making.

Projected discoveries of this study may bring about renewed insights from the discussions concerning challenges to low-cost housing delivery and mitigations thereof. In addition, the worth of this study is to complement the body of knowledge relating to housing delivery in low-income areas. Finally, in terms of policy and practice, outcomes from the study may shape the policy design and guide future project implementation in housing developments.

Furthermore, this study's significance is embedded in the fact that despite the different researcher approaches and contributions of each pertaining challenge to housing, the critical housing challenges in the rural areas, especially in the Ratlou Local Municipality, have been given less attention. Therefore, this study seeks to contextualise its findings within the larger body of research, attempting to provide a benchmark for the following studies attentive to low-cost housing delivery challenges in low-income areas.

### **1.6. Organisation of the study**

This study encompasses five chapters. Chapter one provides background to the study, research problem, overall aim, objectives, research questions, rationale, and the organisation of the study. Chapter two defines key concepts, a review of literature, and a theoretical framework applicable to the challenges of low-cost housing in low-income areas. Chapter three focused on the comprehensive study methodology. Chapter four provided a presentation of the findings. Chapter five focused on the conclusions and recommendations of the study.

### **1.7. Chapter summary**

This chapter offered a synopsis of the housing context, beginning with what the current administration inherited from the apartheid system and the advancement thus far. Further outlined the main aim, objectives, research questions, rationale, and organisation of the dissertation. Following this section of the paper, this document comprises a review of related literature, the study methodology, findings, conclusions, and recommendations made from the discoveries. The following chapter presents key concepts, the theoretical framework that informed the study, and a review of relevant literature on challenges to low-cost housing delivery.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1. Introduction**

This section explains key concepts, the theoretical framework that informed the study, and concurrently deliberates the literature on challenges to housing delivery and how these challenges impact stakeholders, and interventions that can be implemented to improve the delivery of low-cost housing.

#### **2.2. Definition of concepts**

##### **2.2.1. Housing**

According to the Central Statistical Bureau (CSB) (2020:5) housing is “a place of residence, intended for living for one household, or place of residence, which is not intended for living, but which was used by the household during the census as a permanent residence”. “Housing” is an umbrella concept that comprises occupied conventional residences and other types of housing units. Similarly, Chirau (2014) asserts that housing or living space can also refer to the construction and allocated usage of buildings or houses collectively for sheltering people - the planning or provision delivered by private or public authority.

Statistics South Africa (2018) express that a house is not merely a structure overhead of dwellers. It is a durable structure that must protect from weather and provide good living space and privacy. In this study, housing is defined as a shelter or structure that individuals and their families may live in that also meets central conditions and conventions as prescribed by the national government frameworks for safety, habitability, and adequacy.

##### **2.2.2. Low-cost housing**

Ibem and Amole (2010) define low-cost housing as the type of housing delivered, owned, or controlled autonomously by the state or in collaboration with the private and commercial sector to deliver mass housing to citizens on the rental or owner-occupied basis for people with no means to afford houses at market price. In the same view, Taruvinga and Mooya (2016) sustain that in the South African context, low-cost housing is housing for households whose collective monthly incomes are below R3 500 per month, as this category is not eligible for mortgage facilities. Therefore, in this study, low-cost housing is the delivered state-subsidised housing intended to assist individuals and households without the means to purchase adequate houses at market prices.

### 2.3. Theoretical framework

This section presents the theoretical framework for this study. The study is underpinned by the social protection theory.

According to Browne (2013) social protection denotes all private and public initiatives that offer consumption transfers or some income to the poor, improving their social status by reducing their economic and social vulnerability to protect the vulnerable against livelihood risks and protect the rights of the marginalised. Also, Babatunde and Sheshangai (2014) explain that social protection interventions generally comprise measures such as the provision of adequate housing, access to education, health, and promotion of political stability and social inclusion. Barrientos and Niño-Zarazúa (2011) accentuate that social protection initiatives can contribute positive effects in reaching the chronically poor and improving their living conditions through initiatives such as social transfers, including housing, pensions, and cash transfers. Among these aspects, this study narrows its focus to housing.

The social protection theory holds a strong basic assumption that social protection is both a human right and a government responsibility (Babatunde & Sheshangai, 2014). It is also a practice adopted in South Africa in dealing with the provision of housing for the poor. In South Africa, these assumptions are reinforced by Section 26 of the *Constitution of South Africa* (1996), declaring that all citizens have the right to access adequate housing and further gives emphasis on the obligation of the state to take reasonable legislative and other measures to realise this right (Devereux, 2006). Therefore, this theory is appropriate to serve as a theoretical framework for this study because it will assist in determining if challenges to the delivery of housing infringe on the government's ability to realise the right to housing for its citizen.

Another key assumption of social protection theory is that people without housing are continually exposed to harmful weather conditions, health hazards, and livelihood vulnerabilities (Jones & Shahrokh, 2013). Therefore, the houses provided by the state are expected to be adequate in terms of quality of the structure, habitability and space. It is also contended that the house should respond to the varying levels of risk or deprivation that people face (Taylor, 2002). Likewise, Harvey *et al.* (2007) maintain that social protection has the potential to assist in realising the right to adequate housing, which gives individuals, especially the poor and marginalised, an opportunity to an improved standard of living. For these reasons, this theory will assist in determining if the state-provided low-cost houses are adequate, whether they improve people's standards of living, and protect the beneficiaries from livelihood vulnerabilities or not.

Literature shows that in South Africa, Prior to 1994, black people were marginalised by racial exclusion and inequalities. Only the white population had access to housing and other social protection systems as opposed to the black, coloured, and Indian populations (Taylor, 2002; Devereux, 2006; Babatunde & Sheshangai, 2014). At the time of the transition, millions of these people were living in inadequate housing, characterised by poverty, social disintegration, and lack of services and amenities (Khan, 2003; Goebel, 2007; Mafukidze & Hoosen, 2009; Newton & Schuermans, 2013). For this study, this necessitated government social protection intervention to expand housing access, especially to the vulnerable, poor and marginalized.

After 1994, the democratic government embarked on a series of transformative programs intended to cover social protection measures for the entire population (Babatunde & Sheshangai, 2014). Thus, among others, the White Paper on Housing, the Reconstruction and Development Programme (RDP) (1994), and the Breaking New Ground (BNG) (2004) approach were all committed to assisting the poor and the vulnerable (Newton & Schuermans, 2013). Also, the Department of Human Settlements (2014) echoes that these programmes encompass a mixture of the social protection systems that are critical for reducing poverty by providing essential services, such as water, electricity, housing, education, and health, as well as cash transfers. However, scholars argue that South Africa's social protection measures remain inadequate to successfully facilitate the eradication of socio-economic problems such as lack of housing (Lemanski, 2009; Newton & Schuermans, 2013; Babatunde & Sheshangai, 2014).

By and large, the scope of social protection advocates for helping and protecting the vulnerable and poor, such as older people, women, children, the unemployed, people living with disabilities, the displaced, and the sick (Devereux & Sabates-Wheeler, 2004). Also, Matutu (2020) reiterated that government-funded social protection for the poor vulnerable populations is an essential social security instrument that ensures that vulnerable members of society have a sustainable and resilient livelihood. Based on the above social protection scope, which recognises the importance of helping and protecting the poor, these scholars argue that the house in which one lives determines their living conditions to a great extent (Devereux & Sabates-Wheeler, 2004; Matutu, 2020).

Thus, this study sourced ideas from the low-cost housing beneficiaries regarding the extent to which the low-cost houses they live in improve their lives. Therefore, it will assist the study in determining if the implementation of national social protection systems such as social housing

can fast-track the progress needed towards tackling low-cost housing backlogs. Therefore, the theory will support the realisation of the study objectives in assessing the challenges associated with the provision of low-cost housing and associated amenities.

#### **2.4. Provision of housing by the government before 1994**

According to Wilson (2011) South Africa's housing context is tarnished by the apartheid residential planning system, wherein racial segregation was used to force hundreds of thousands of black South Africans into informal housing on the land they had no legal claim. Van Wyk (2012) complements Wilson (2011) that under the apartheid system, land use planning was instrumental in achieving racial, spatial, and residential segregation. Also, Mafukidze & Hoosen (2009) expressed the contention that in South Africa, the massive housing backlog is to some extent a result of apartheid discriminatory systems and legislations.

South African Human rights Commission (2018) contends that under apartheid, housing segregation was mandated by law, meaning non-whites could not live in white designated areas. Instead, they lived in designated non-white townships or impoverished rural areas known as Bantustans or homelands. In enforcing housing deprivation, non-occupation of land, and separation of amenities, the South African Union Parliament passed segregation legislations, the Black/Native Land Act 27 of 1913, the Native Urban Areas Act No 21 of 1923, Group Areas Act 41 of 1950, and the Prevention of Illegal Squatting Act, Act 52 of 1951 (Langa, 2006). Also, the promulgation of Housing Act 10 of 1957 further tightened the controls on giving black people access to housing loans from the National Housing Fund (Van Wyk, 2012). Sequel to these Acts, the apartheid government promulgated the Bantu Homelands Citizenship Act 26 of 1970 and later established the 1979 resettlement programme for blacks (Newton, & Schuermans, 2013).

According to De Beer and Swanepoel (2016), these legislations identified land where black people could be relocated and moved to areas that were not suitable for housing and other amenities. As a result, the land left for blacks initially totalled less than 10% of the entire landmass. In addition, Khan (2003) echoed that South African human settlements are characterised by a high degree of spatial segregation and inequality across racial groups due to these Acts. As a result of apartheid policies and political turbulences, the housing market inherited by the South African government in 1994 was subjected to severe housing problems (Goebel, 2007). Since the attainment of democratic governance in 1994, the South African administration and other actors have been developing and implementing numerous methods to housing delivery to swiftly meet demand.

## **2.5. Housing provision in the new dispensation**

With the right to housing enshrined in the post-apartheid South African constitution, access to adequate housing has become a fundamental right for all South Africans. However, Goebel (2007:291) contends that as South Africa embarked on a new democratic dispensation in 1994, political disorder and apartheid government policies led to the housing market inherited by the South African government deferred by extreme housing challenges. Goebel (2007:291) added that due to apartheid residential planning systems, black South Africans continue to be in rural areas where housing needs were more severe, and there was less formal assistance. Thus, after 1994, one of the most complex and yet urgent tasks of the democratic government was to transform and extend social protection measures to the entire population (Taylor, 2002).

The severe housing need for black people was seen as an irregularity because it promoted racialism and it had to be addressed through policies, plans, and the rule of law (Langa, 2006). As a response to rectify the status quo, the African National Congress (ANC) led government in 1994 adopted the White Paper on Housing. After the White Paper on Housing policy had to be revised, the 2004 BNG (Breaking New Ground) approach was introduced and founded on the same principles detailed in the 1994 White Paper on Housing (Department of Human Settlement, 2004).

Furthermore, the government introduced the 2009 Housing Code and other programmes such as the Integrated Residential Development Programme (IRDP), Upgrading of Informal Settlement, Social Housing Programme, Community Residential Units Programme (CRU), Enhanced Extended Discount Benefit Scheme (EEBS) (Department of Human Settlement, 2004). Additionally, the Integrated Development Plans (IDPs) emerged to support local government to deal with service delivery programs (Newton, 2013). The intention was that IDPs would result in sustainable new housing settlements located close to job opportunities, social services, and economic development nodes. However, Khan (2003) echoed that the perpetuation of apartheid geography and spatial planning persisted to be a prominent concern in the post-1994 in South Africa.

As a result, the government developed several policies to respond to major socio-economic problems experienced by citizens. The Reconstruction and Development Programme (RDP) was established (Department of Human Settlement, 2004). Amongst its priorities was the provision of low-cost housing provided by the government for poor South Africans with a combined income of R3500 or less. The RDP housing programme aimed at replacing shacks with adequate houses for families whose sole provider is unemployed or families who collectively

earn less than R3500 per month (Department of Human Settlement, 2004). Nevertheless, Newton (2013) criticised that the RDP goals were not met, and many discrepancies emerged.

Correspondingly, other shortcomings became apparent as the RDP approached its first decade (Department of Human Settlement, 2014). These included a growing recognition that the programme was a blunt instrument in response to the diverse housing needs of individuals and households. It was also unable, for example, to respond to individuals who did not qualify for the subsidy and who were also unable to access the limited range of housing products available in the market (National Development Plan, 2012). Conversely, (Mafukidze & Hoosen, 2009) assert that millions of South Africa's poor black households in rural areas live in mud houses, shacks, and crowded houses side-lined on the urban peripheries and informal settlements expecting admission to government-houses.

The release of a revised policy in 2004, known as the 2004 Breaking New Ground (BNG), was a comprehensive government policy for housing delivery built on existing legislation and policies and emphasized the need to accelerate housing delivery (Newton, 2013). Moreover, it highlighted a growing recognition that the RDP often resulted in poor-quality housing units, uniform and monotonous settlements on the urban edge (Lemanski, 2009). Poor-quality residential environments without the necessary social facilities and supportive infrastructure are also noted as the main challenges (Breaking New Ground, 2004).

Despite the government's efforts to provide shelter to the poor through these programmes, some challenges hamper housing delivery. The government and its subsidiaries are confronted by a more significant challenge concerning the delivery of low-cost housing. For instance, inquiries and a wide range of research scrutinised what may cause a backlog, and some findings lead to challenges discussed in the section below.

## **2.6. The state of housing in South Africa**

According to the National Department of Human Settlements annual report 2020/2021, since democracy, the government of South Africa has delivered well over three million fully subsidised houses nationwide. Nevertheless, Rapelang et al. (2017) criticised that provision of housing remains a daunting process as the state is still falling well short of the growing demand for housing. Also, the Department of Human Settlements (2020) concedes that the current housing shortage is estimated to be over two-million housing units and is increasing yearly.

According to the 2016 report by the South African Institute of Race Relations, the above is evident: informal settlements have grown significantly from an estimated figure of 300 in 1994 to 2225 in 2016. Additionally, a study conducted in the Joe Morolong Municipality in the Northern Cape Province concerning the realization of the right to access adequate housing exposes that the right to adequate housing has, at best, only been partially realized (Rapelang, 2017). Also, the 2019 Financial and Fiscal Commission report indicated that the current housing backlog was in December 2018 estimated at 2.1 million housing units, more than the estimated deficit of 1.5 million houses in 1994, before the end of apartheid. Thus, the need for housing remains acute in South Africa.

According to Newton (2013), the magnitude of the housing challenges and the lack of delivery in South Africa are exposed by the ever-increasing demand for housing and the number of people living in slums and informal housing conditions. The Financial and Fiscal Commission (2013) reiterates the assertions made by Newton (2013) that the situation is dire and further indicates that the government needs to spend more fiscal resources to alleviate this problem (Financial and Fiscal Commission, 2013). The 2013 Financial and Fiscal Commission (FFC) research report also estimated that it would cost the government approximately R800 billion to eradicate the housing backlog by 2020 at a rate of 178,000 units a year. To deliver on this, the FFC acknowledged that the state would need to spend R120 billion a year to meet the demand for housing.

However, this was rather a surprising discovery as the Department of Human Settlements has had a total budget of R101.8 billion over the Medium Term Expenditure Framework (MTEF) 2018/19 to 2020/21 period. Despite this under budgeting, the Department of Human Settlements was expected to provide 1.5 million houses by 2019/20, as determined by the government's 2014-2019 Medium Term Strategic Framework (MTSF). This illuminates that the dire and rising housing backlog reduction targets were not met during the 2014-2019 MTSF cycle. The dwindling fiscal outlook signposts that funding allocated for Human Settlements delivery will remain inadequate as the allocation is merely growing at an average annual rate of 2.2% (Financial and Fiscal Commission, 2019). Tasked with advising the government on its spending habits, the Financial and Fiscal Commission (FFC) has called the current housing model "unsustainable".

South Africa today still has massive shortages of low-cost housing for the poor (Newton, 2013; Rapelang et al., 2017; Department of Human Settlements, 2020). The North West province is no exception. The Portfolio Committee on Human Settlements (2017) voiced serious

apprehensions over the North West province's slow progress in delivering houses. The Committee conveyed concerns about the province's capability to meet its human settlements targets for the 2017/18 financial year after it appeared that most of the projects the province initiated have not been completed due to various challenges. In addition, according to Statistics South Africa's report on the General Household Survey, the North West province, which recorded (18, 4%) of households living in informal dwellings, is amongst the top three provinces with the highest number of households that live in informal settlements (Statistics South Africa, 2019).

According to Wyk Van (2010:50), the backlogs concerning the RDP houses in the North West province needs to be corrected. Likewise, a study by Arrey (2016) focused on problems in the provision of RDP housing in Extension 39 Mmabatho, North West province, found that appropriate guiding principles and processes of applying and occupying an RDP house were not correctly followed. Also, poor workmanship resulted into the poor state of housing and increased backlogs among others. The North West Department of Human Settlement 2021/2022 Annual Performance Plan (APP) further acknowledges that blocked projects from years back need to be unblocked and old projects closed off. Moreover, the department concedes that it is working hard to deal with backlogs and address the 20-30 000 beneficiaries who have been approved on the housing subsidy but have yet to receive their houses (Department of Human Settlements, 2021).

Furthermore, the 2021/2022 APP recognizes that the department has had challenges in housing delivery. Literature shows one of the main challenges is that much of the state-subsidized housing and informal settlements have developed on the periphery of the city, where land is cheap but access to employment and social facilities is limited (Adebayo, 2000; Bierman & Van Ryneveld, 2007; Tissington 2011; Fiscal and Finance Commission 2013). The Department postulates that the lack of suitable and appropriately located land made developing real human settlements a daunting challenge (Department of Human Settlements, 2021). Additionally, on the same issue of suitable land, it is highlighted that the land originally earmarked for housing development is dolomitic and not ideal for housing structures. Poor performance by contractors and developers was also a significant concern because the underachievement resulted in shortfalls on annual housing targets (Rapelang et al., 2017).

The Department of Human Settlement claims that it has taken a hard stance against poor-performing developers and contractors by ensuring that they repay or rebuild the houses at their own cost (Department of Human Settlements, 2014). Even so, scholars argue that the quality of

the houses constructed remains questionable as some beneficiaries have brought forward concerns regarding constructed houses that are said to have fragile walls and leaking roofs (Aigbavboa & Thwala, 2012; Arrey, 2016; Rapelang et al. 2017). These scholars' contentions reiterated by the General Household Survey (2019) reported that the North West Province registered (8.1%) weak walls and (7.2%) weak roofs.

## **2.7. Challenges in the delivery of low-cost housing in South Africa**

This section synchronously discussed prominent challenges, their impact, and mitigations to housing delivery as articulated by different scholars. Therefore, the point of departure here is not to assert that a particular isolated cause is liable for the housing challenges experienced, rather a network of challenges that feed into each other and diligently interconnected dynamics.

According to UN-Habitat (2009), a significant fraction of the global population is yet to realise the right to housing, estimating that over 30% of the worldwide population still reside in slums and inadequate shelter structures. In South Africa, the FFC (2013) research report noted that the provision of over three million fully state-funded housing units since 1994 is not sufficient to eradicate the voluminous housing demand. As a consequence, the constantly increasing demand for housing for the poor gives rise to a convincing impetus to investigate the central challenges to housing delivery.

Tissington (2010) put forward that the Department of Housing faces significant policy challenges such as the inability of state custodians to interpret and apply the housing policy. Mabula (2011:2), by the same token, asserts that existing policies and plans are faced with significant challenges. Also, observing that the disconnect between housing strategies and spatial plans further contribute to the poor housing location challenge. Manomano (2013) also observed that housing projects are still poorly located in areas far from infrastructure and access to basic services. Harrison (2014:9) complements Manomano (2013) that “spatial separation also affects the ability of households to access services like schools, colleges, clinics, hospitals, childcare facilities, shops, government offices and places of recreation”.

According to Tissington (2010), the land is a fundamental element in housing development. Its availability, accessibility, and ease in acquiring it are paramount for efficient spatial planning and sustainable housing delivery (Tissington, 2010). Furthermore, scholars postulate that delivery of low-cost housing on well-located land with regard to economic opportunities and social facilities is imperative, mainly for low-income families (Tissington, 2011; Aigbavboa & Thwala, 2012; Manomano *et al.* 2016:4). However, the Fiscal and Finance Commission (2013)

reported that in South Africa, much of the state-subsidized housing and informal settlements have developed on the city's periphery, where land is cheap but access to employment and social facilities is limited.

Tissington (2010) asserts that, at the municipal level, the process of land identification, procurement, and the release of state-owned land is slow and complex. Muchadenyika (2015) similarly noted that the administrative process of land procurement is complicated and extensive as it is pronounced necessary in observing the laws and regulations governing the state's land distribution. On the other hand, Manomano *et al.* (2016) highlight that even in areas where land is more affordable, there are challenges such as high building costs due to topographical and geological conditions not ideal for human settlement.

As Chenwi (2007) articulated, land and location are inseparable factors, and the location of the housing should provide access to both social services and amenities and employment. However, according to a study by Rapelang, Nel, and Stewart (2017) conducted in the Joe Morolong Local Municipality, the study expressed the poor location of the delivered RDP houses regarding social facilities. Rapelang *et al.* (2017) further reported concerns that communities have to walk long distances to access social facilities. Moreover, the literature signposts a policy failure, arguing that the existence of the Integrated development plan (IDP), which has a goal of implementing integration in human settlements, has failed. This failure is because the status quo on the grassroots portrays a different representation that questions the integrity of such plans and policies (Tissington, 2010; Mabula, 2011; Manomano, 2013; Rapelang *et al.*, 2017).

Manomano *et al.* (2016:4) observed that high land prices in areas closer to towns, economic opportunities, and social facilities compound the existing challenges and force developments to be in remote, disadvantaged locations in the urban peripheries. According to Rapelang *et al.* (2017), the issue of the poor location concerning social facilities has an adverse impact on the lives of residents. For example, this study revealed that children needed to walk more than 5 km to access a primary school. In addition, children from 75% of the households had to walk more than 15 km to a high school. As a result, the long distances discourage the children, who then drop out of school, culminating in a lack of skills to participate in the job market, perpetuating poverty (Rapelang *et al.*, 2017). Harrison (2014) adds that if workplaces and residences are separated by long-distance or inefficient transportation systems, households may spend disproportionate time and money on travel, and poverty levels will intensify.

Chenwi (2007) suggests that there is a need to restructure the process of acquiring land to safeguard that it is not time-consuming, including but not limited to procedures such as land surveying, engineering, and deeds registry. Manomano (2013) recommends a need for comprehensive policies and plans that can enable those earning below the poverty line to acquire adequate houses that best suit their pocket. Manomano, Tanga, and Tanyi (2016:6) endorse that a plan in the direction of reintegrating housing projects is imperative and ought to be incorporated as quickly as time permits. Another point suggested by these scholars is that forthcoming housing projects be duty-bound for construction within proximity to economic and social opportunities to improve the wellbeing of the needy and vulnerable (Manomano et al., 2016).

Scholars also identified significant challenges to the housing backlog within the Department of Housing. First, the procedural requirements from the government side have led to delays in the housing projects (Moroke, 2009; Malwane, 2014; Arrey, 2016). According to Moroke (2009), the Occupation Health and Safety Act, 1993, which obliges developers to conduct environmental impact assessments in every area allocated for housing has been initiated without considering the subsequent increase in expenses for the developer in carrying out a project. Hence, the increased costs absorb the subsidy amount intended to cover a complete house. Consequently, the increased costs contribute towards the substantial housing need as some developers withdraw due to minimal profits, further intensifying problems of housing delivery (Moroke, 2009).

On the other hand, Arrey (2016) revealed slow administration procedures wherein beneficiaries indicated that most of their challenges for acquiring RDP houses were standing in very long queues for so many hours before being attended. Also, according to Malwane (2014), many homeless people seek low-cost houses, but some challenges such as not having identity documents hinder them from meeting the requirements and obtaining RDP houses.

Limited access to financial resources is a crucial challenge to housing in South Africa (Tissington, 2010; The Presidency, 2014; Rapelang *et al.*, 2017). Amongst the constraints is access to credit, including a mortgage (The Presidency, 2014). Turner and Kingsley (2008) assert that, also for the low-income groups, high costs of acquiring adequate housing leave them with no or little money for basic needs such as food and essentials such as visits to the doctor. They further argue that costs sustained for housing account for the utmost spending in most of the household budgets are exorbitant (Turner & Kingsley, The Presidency, 2014). These

scholars reason that this further presents a difficulty for low-income households to be in a position to find housing they can afford at market price.

Manomano *et al.* (2016) reinforce the dual housing finance challenge. For instance, these scholars argue that properly constructed housing remain high-priced and unaffordable for the low-income category. In contrast, the poorly constructed houses are not satisfactory for people to live in. Furthermore, Tissington (2010) criticise that seldom contribution from financial sectors in investing in the low-income housing category perpetuates the prevailing financial challenges. Moreover, it is argued that the considerable under-budgeting in the national government's annual budgets for low-cost housing and responsible housing departments has brought about capacity shortages (FFC, 2013).

Aigbavboa and Thwala (2012:7) recommend implementing upgraded subsidy programmes that can aid to a greater magnitude in decreasing the financial liability of housing acquisition of low-income wage earners in the country is needed to tackle the housing backlog. Moreover, these scholars indicated a need to ensure that other funding methods and diverse mortgage mechanisms are accessible for various population groups in all income categories. Finally, these scholars put forward that integrated housing programmes and participation of private financial institutions can assist in mitigating the housing backlog.

Mafukidze and Hoosen (2009) aver that in most countries, the housing problems are brought about by corruption. Rubin (2011) also advances that the issue of corruption is globally witnessed and evident in most of the housing projects in South Africa. Furthermore, research by Ratsatsi (2010) revealed that in 2010, a total of 1910 (one thousand nine hundred and ten) government officials were under arrest for unduly benefiting from the subsidies intended for the housing beneficiaries. Furthermore, 20 (twenty) housing projects were acknowledged to be jeopardised by dodgy contracts between contractors and government officials.

In addition, Rubin (2011) highlighted that by the year 2011, the government's fruitless expenditure amount was around R2 Billion. This amount gives the impression that if corruption continues, it will cost taxpayers enormous amounts of money while exacerbating the housing problems annually. Mashwama, Thwala, and Aigbavboa (2012) share the same sentiment that if corruption is unattended, it may worsen the housing problems.

According to Ntema and Marais (2013), another challenge is that beneficiaries misuse delivered houses in some cases. These scholars argue that some beneficiaries rent their houses out or sell them at their will, for income purposes or due to dissatisfaction with the houses. These scholars

suggest implementing a better model of accountability to safeguard against the selling and renting of delivered houses so that the sole beneficiaries use the houses. Bakhtyar *et al.* (2013) recommend introducing binding legislature and regulations to rid the challenge of renting or selling delivered houses.

Bernard (2012:68) argues that although the government has endeavoured on housing delivery programmes to make the right to housing a reality, the design and construction of the houses are unsatisfactory to many beneficiaries because of the poor building standard of these houses. According to Wenzel (2010), the delivered low-cost housing arrangements are aesthetic disaster areas with identical houses that convey no sense of individuality. Mabula (2011) insists that the standard of the delivered low-cost houses on the outskirts or better-located land still leaves much to be desired. Literature shows a strong criticism sustaining that the houses are unnecessarily tiny, and housing recipients have frequently voiced their discontentment concerning the quality and size of units delivered (Mabula, 2011; Bernard, 2012:69; Chirau, 2014). Furthermore, these scholars established that recipients despise the model of housing used and prefer spacious houses.

Baumann (2003) highlighted that housing beneficiaries reported dissatisfaction with the materials used in building the houses. Their walls, floors, roofs, and windows were collapsing, breaking, and pulling off without any external force due to poor standard materials utilised in building them. Majiet (2013) correspondingly supports Baumann (2003) that housing material is of substandard quality, bringing more challenges concerning housing delivery. Manomano *et al.* (2016) equally criticise that housing units delivered are very small to cater to large families, overstepping on privacy rights and hygiene.

According to Bonnefoy (2007), health and safety are of primary importance. However, scholars argue that health and safety remain a far-fetched reality concerning delivered houses. Poor structures are often associated with an increased burden of disease due to cracked walls, leaking doors, windows, and roofs, leading to dampness and mould, respiratory diseases, and rheumatism (Baumann, 2003; Erasmus 2010; Manomano *et al.* 2016). Manomano *et al.* (2016) therefore suggest that quality checks recommended by the National Housing Framework be done as part of an evaluation of the planned project before implementation commences to circumvent the construction of low-quality houses.

Chakuwamba (2010) argues that the involvement of people and the bottom-up approach should be more vocal in all project processes intended for housing development. In contrast, Manomano (2013) posits that beneficiaries' participation is insignificant in many instances, and

they are seldom involved at later stages of housing development and allocation. De Beer and Swanepoel (2016) assert that the involvement of intended beneficiaries in the implementation processes of housing developments continues to be problematic and occurs as passive involvement and a straightforward top-down approach. Eventually, this leads to widespread violent protests due to frustrations over the disappointment and failure of the government to deliver what beneficiaries required.

De Beer and Swanepoel (2016) suggest that a better approach is needed, wherein the communities, community-based organisations, local authorities, government, non-governmental organisations, and the private sector must acquire all the resources they require to enhance activities that support housing projects development. Furthermore, according to Manomano *et al.* (2016), housing delivery must be benchmarked mutually by the provider and beneficiaries in the context of the bottom-up approach principle.

## **2.8. Chapter summary**

This chapter reviewed the key challenges to delivering low-cost housing in South Africa for both the subsidised and gap market. The study identified various significant challenges from the discussion, and some attributed to a lack of commitment by financial institutions such as banks to serve the low-income spectrum. Additionally, a lack of capacity of the provincial and local governments seems to be complicating the matter. The capacity to implement is the key challenge for the local and provincial governments. Scholars argued that partnerships inclusive of both the private and public sectors must be revived. Utilising available resources proficiently, refining monitoring and management procedures, and a rehabilitated pledge to transparency, corruption prevention, and accountability commitment are urgently needed. The next chapter presents a comprehensive study methodology.

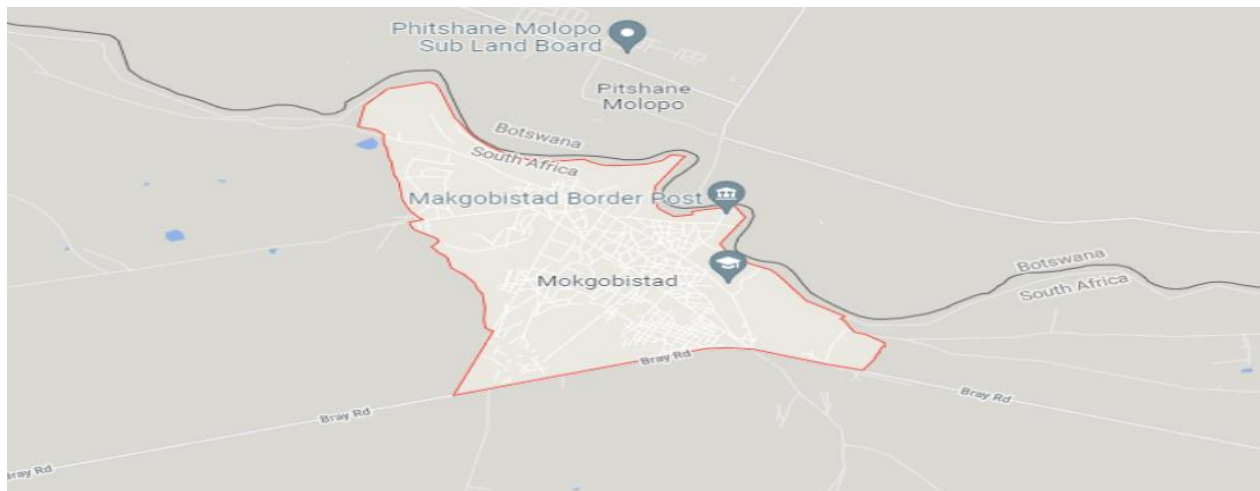
## CHAPTER THREE

### RESEARCH METHODOLOGY

#### 3.1. Introduction

A research methodology is a systematic and theoretical analysis of the mechanisms applied to a field of study characterised by different scientific methods (Neuman, 2009:17). According to Creswell (2013:32), empirical research involves three scientific research methodologies: qualitative, quantitative, and sequential (mixed) research methods. The study adopted a qualitative study method. This method offers a thorough understanding through interpretive data analysis, whereby the researcher interprets the respondents' meanings to their views and experiences concerning the dynamics of housing delivery within their community.

#### 3.2. Study settings



Map data ©2022 AfriGIS (Pty) Ltd

The study was conducted in Makgobistad (also known as Phitshane), a village under the jurisdiction of Motseakhumo Traditional Authority, about 60 km from Mahikeng to the west, located in and served by the Ratlou Local Municipality (RLM), in Ngaka Modiri Molema District within the province of North West. According to Stats SA (2011), Makgobistad village is a 100% traditional settlement with a population of 4,261 within the municipality mentioned above.

#### 3.3. Research design

Bless, Higson-Smith, and Sithole (2013:160) states that research design encompasses steps demonstrated to display the whole strategy of the study, which respond to how answers to research questions will be derived. Other research designs include correlational, experimental, diagnostic, and explanatory research designs. However, the study used a descriptive qualitative

research design to explain the phenomenon by gathering, analysing, and interpreting collected data. The researcher chose this design because the study requires an in-depth explanation and understanding of what people experience concerning challenges to delivering low-cost housing.

### **3.4. Sample and sampling procedure**

Bless *et al.* (2013:162) describe a sample as the subgroup of the entire population the researcher is investigating. Sampling is the overall procedure of selecting a small number from the larger group to become the premise aimed at determining the generality of an unknown piece of data, outcome, or situation regarding the larger group. Therefore, only an enumerated sample of participants are selected as representatives for departments involved in provisions of housing and the general community.

The research sample consists of 20 participants, outlined as follows: 15 Makgobistad village community members, 2 Makgobistad village Traditional Council representatives as the intermediary between the community and local municipality. Additionally, one representative from the Department of Human Settlements and two representatives from Ratlou Local Municipality as the coordinators and administrators of the housing projects. However, as Robson (2007) postulates, not all people in the community can be involved in a study due to costs and time constraints. Therefore, only the enumerated sample was interviewed for the study.

The researcher adopted two sampling procedures for this study. First, purposeful sampling was used in this study to select two Ratlou Local Municipality officials, one Department of Human Settlements' official, and two officials from Makgobistad Traditional Council because they hold significant information acquired through involvement in the municipal housing processes. The underlying reason for adopting this type is because these officials hold noteworthy positions in which they have experience and access to information essential to answer the research questions. In this regard, a request letter for participation in the study was written and sent to the participants.

Furthermore, the study adopted a snowball sampling for community members affected by the research problem under inquiry. This technique refers to expanding the sample size of known cases outward using contacts offered by those included in the existing sample (Creswell, 2013). Consequently, the researcher requested Makgobistad Traditional Council and the Department of Human Settlements as the gatekeepers to provide a list of people on the municipal housing waiting list to be included in the sample. Tracy (2013) advances that a snowball sampling is

likewise used for reaching difficult-to-access individuals. Therefore, the researcher used the list to select participants until the number of 15 participants was achieved.

### **3.5. Data collection procedure**

This study adopted two data collection procedures. First, the study adopted semi-structured interviews held with officials representing the Department of Human Settlement, Ratlou Local Municipality, and Makgobistad Traditional Council. According to Creswell (2009), an interview refers to a guided question-answer conversation or “interchange of views between two persons conversing about a theme of mutual interest”. The procedure provided the researcher with the flexibility and ability to probe the participants for additional details.

Respectively, the study adopted researcher-administered questionnaires held with community members. As Kvale and Brinkmann (2009:2) state, questionnaires are a form of question-answer tools that use an interview protocol to help guide the respondent through the questionnaire process, yet incorporate conversational aspects that provide the researcher with some latitude to ask further questions to follow-up on significant replies.

Correspondingly, the researcher asked participants to suggest a location, office, or room that works best for them, wherein the interviews could take place. The office or space used for the interviews was closed, in respect of participants’ confidentiality, and also to offer a secure conducive environment to speak without obstruction and infringement.

### **3.6. Data analysis**

Creswell (2009) states that data analysis in qualitative research comprises arranging, organising, and preparing the data (i.e., notes translated into themes) for examination, at that point decreasing the information into themes by identifying codes and comparing them to the original data, thus ensuring meaning is not lost.

This study adopted thematic data analysis. According to Braun and Clarke (2006), the method involves a six-phased approach:

#### **Phase one: Familiarisation with the data**

This phase comprises the researcher reading and re-reading written data (e.g., transcripts of researcher administered questionnaires and interviews), thereby producing notes of prospective interest on the data as the researcher read.

**Phase two: Generating initial codes**

This stage involves the systematic breakdown of the information through coding. Finally, the codes are used to classify and label a fragment of the data that is theoretically pertinent to the research questions.

**Phase three: Searching for themes**

Braun and Clarke (2006:82) postulate that a theme “captures something important about the data concerning the research question and represents some level of patterned response or meaning within the data set”. This incorporates re-reading the coded data to recognise and classify parts of intersection and overlap between codes, organising any broad themes or subjects around which codes cluster. Therefore, this method of producing main themes and subthemes comprises disintegrating and gathering codes that appear to share some unifying story so that they echo and define a discernible and significant pattern in the data.

**Phase four: Reviewing potential themes**

This comprises a repetitive procedure wherein the established themes are revised with the coded data and the entire data set. The process encompasses one final re-read of all data set to define if the themes profoundly capture an aspect or the entire data set. Therefore, it is applied to safeguard that themes captured the utmost central and pertinent components of the data and the general tone concerning research questions.

**Phase five: Defining and naming themes**

This phase includes choosing quotations to present and then demarcating the story of each theme. Ideally, individual extracts would afford a clear, compelling, and comprehensive example that demonstrates the analytic and investigative points the researcher is making. Each of the themes identified a vivid focus, scope, and purpose. In some cases, the researcher may develop subthemes within a theme. These are valuable, with one or two predominant outlines in the data regarding the research question, explaining each in numerous diverse ways.

**Phase six: Producing the report**

This phase aims to account by providing an academically convincing report concerning the data, founded on researchers' examination. Likewise, a descriptive narrative report of the findings is presented in chapter four. In addition, samples of the participants' quotations are presented to support the themes and subthemes. Finally, pseudo names are used to protect the identity of participants.

### **3.7. Ethical considerations**

According to Lutabingwa and Nethonzhe (2006:694), ethical considerations constitute held ethics that draw the acceptability of professional research conduct expected from researchers. Furthermore, Creswell (2013) explains that because researchers use people or other scholars' research outputs as subjects in their studies, it is essential to obey ethical norms and values guiding research.

Therefore, this research obeys the following research norms and values:

#### **Authorisation to conduct the study.**

The researcher submitted an application with relevant required supporting documentation to be granted ethical clearance from the North-West University. The clearance is to safeguard that the procedures indorsed in the study, such as data collection procedures, are approved by the University's Ethical Committee and meet the standards set and required by the University.

Moreover, the researcher wrote permission or invitation letters to acquire authorisation from the Department of Human Settlements, Ratlou Local Municipality, Makgobistad Traditional Authority, and the community to conduct the study. These letters indicated the overall aim, the type of participants, the time frame, and the significance of the study. Furthermore, through consent forms, participants were asked to consent and be made aware of the option to withdraw from taking part in the study at any given time. The informed consent form confirmed that the researcher did not infringe on the participants' right to voluntary participation. Before conducting the study, the researcher handed out the consent form and read its implications to ensure that all participants were acquainted with it.

#### **No harm to participants:**

According to Creswell (2013:145), confidentiality in research is an obligation. Therefore, respondents' privacy and the right to anonymity are upheld throughout the data collection process and the publication of findings.

The interviews were conducted in an isolated area, within closed doors, to ensure that no other person could over-hear the discussions or interrupt the conversation. For anonymity and confidentiality, respondents' names, addresses, and occupations are only available exclusively to the researcher and the authorities if there is a need, and such personal information remains confidential. Before the interview, the researcher asked for participants' consent to tape-record the interview proceedings. If participants object, the researcher shall write marginal notes on a

research notebook while interviewing them. The information and voice records are kept safe in a zip file with two verification passwords only known by the researcher.

### **Accuracy of reporting:**

When analysing the results, the researcher remained unbiased and as truthful as possible to provide a factual analysis and reflect the data collected from all respondents. The researcher will share findings with all involved participants.

### **3.8. Limitations of the study**

According to Montoya (2012:4), the study's limitations are methodology factors or research design methods that may well impact the analysis of the conclusions in the study. This study may encounter the following challenges:

- Difficult to reach individuals who have formerly played a vital role in low-cost housing delivery and holding noteworthy information about the research focus. The researcher adopted a snowballing sampling procedure. This technique allowed the researcher to ask for and incorporate contacts details of such persons from the Ratlou Local Municipality and Makgobistad Traditional Council database into the research sample.
- Communication barriers:  
The level of education as most respondents that are elderly may not be able to read and write, and the English language may also present a barrier as the residents of Makgobistad village who form part of the respondents of the study are largely Setswana speaking. However, the researcher's native language is Setswana; therefore, the researcher will translate if needed.
- Coronavirus disease (Covid-19):  
Due to the suspensions of regular social activities such as meetings, the researcher shall abide by social distancing regulations and frequent use of hand sanitisers throughout interviews with participants. Wherein meetings and visitations to departments and communities are not permitted, the researcher may opt for virtual interviews by using phone calls, Zoom/Skype platforms where possible to interview department officials.

### **3.9. Delimitations of the study**

Delimitations are the features that confine or border the latitude and describe the study's boundaries. For example, geographical location, the sample size, the setting in which the investigation occurs, or population traits (Kvale & Brinkmann, 2009). Thus, the study location is Makgobistad village in Ratlou Local Municipality, and during the sampling procedure, the researcher exclusively sampled residents from this village.

### **3.10. Chapter summary**

This chapter deliberated the research methodology, sampling procedures, data collection procedures, ethical considerations, limitations, and delimitations in detail. The succeeding chapter pays attention to the findings of the study.

## **CHAPTER 4**

### **FINDINGS AND DISCUSSIONS**

#### **4.1. Introduction**

This chapter discusses the findings on challenges to low-cost housing delivery in Ratlou Local Municipality, the study of Makgobistad village. Similarly, it deliberates on how the challenges impact various stakeholders. The discussions also shed light on stakeholders' roles and how they are performed. Consequently, the discussions present mitigations that can be implemented to improve the delivery of low-cost housing.

The researcher collected primary data using semi-structured interviews and researcher-administered questionnaires. Subsequently, the thematic data analysis method was adopted to examine the data. The researcher intensively read the data obtained from the field, generated initial codes, and grouped emerging codes that appear to share some unifying meaning into themes.

In this study, officials and community members deliberated on wide-ranging disagreements and similarities in patterns of the interactions concerning challenges affecting the delivery of low-cost housing. From these discourses, the following themes emerged; housing application and administration inadequacies, lack of community participation in housing project processes, poor quality of delivered houses, barriers to access to land, and unoccupied and abandoned allocated houses. Respectively the themes are expounded in the following sections.

The study participants are given pseudo names to ensure anonymity. To achieve this, community members are regarded as CM P1 to P15. The Ratlou Local Municipality officials' pseudo names are RLM P1 to P2 while Makgobistad Traditional Council members are MTC P1 and P2. The Department of Human Settlements is identified as DoHS P1. The year in which data was collected follows the pseudo name.

#### **4.2. Housing application and administration inadequacies**

The National Housing Code 2009 provides guidelines regarding who qualifies for assistance in housing programmes. One of the guidelines being that the housing programmes will benefit persons who reside in South Africa (i.e. citizens in possession of an identification document and a permanent residence permit). Therefore, certified copies of these required documents must be submitted with the housing application.

However, RLM P1 highlighted a challenge concerning the housing application requirements, asserting that:

*The major challenge is that most poor people do not have IDs, especially those that live on the farms. As a result, it becomes challenging for them to be registered as applicants for low-cost houses because of not meeting all the requirements (RLM P1, 2021).*

Nonetheless, RLM P1 further recommends that:

*Home Affairs should visit farms now and then so that people may get their IDs (RLM P1, 2021).*

RLM P1 revealed that the acquisition of identity documents for people living on the farms remains underprovided; as a result, it makes these people ineligible to be registered on the housing need-list. In a nutshell, RLM P1 suggests that the Department of Home Affairs must make frequent visits to farms and facilitate identification document applications for people residing on the farms to qualify and apply for houses.

Moreover, research findings revealed another challenge concerning housing application. CM P7 flagged a diverse challenge arguing that:

*The criteria to qualify for housing consideration is problematic. The criteria state that the low-cost houses are built for families that earn less than R3500.00 combined monthly income. However, families earning slightly above that amount still cannot afford housing at market price or build for themselves (CM P7, 2021).*

CM P7 indicated that the cut-off income threshold of people who earn slightly above the R3500.00 prohibits them from meeting the applicant criteria, even though they are still unable to acquire or build houses for themselves. These findings are similar to discoveries made by Charlton *et al.* (2014: 5), who postulates that “families above the income cut-off of R3500.00 per month, are undeniably poor, but are not eligible to receive state housing subsidies”. Consequently, this segment is marginalised and not accounted for in the municipal housing delivery.

The challenges mentioned above are directly linked to the National Housing Code 2009, which compels that for an applicant to meet the low-cost housing criteria, that applicant must be a South Africa Citizen and possess a South African identification document. Correspondingly the applicant should be earning less than R3500.00 combined monthly income. These prescripts are mandatory and meant to safeguard that houses are allocated to people who lawfully reside in South Africa and the neediest.

In addition, the Department of Human Settlements flagged that there are challenges to the administration processes stating that:

*Although the department has been delivering houses since 1996, there is still a serious backlog in the district, and this could be attributed to maladministration from municipalities on identifying beneficiaries (DoHS P1, 2021).*

DoHS P1 is of the view that the severe backlog in the district might be caused by mishandled beneficiary identification procedures from the municipality's side. The findings corroborate with findings delineated by Moroke (2009), stating that the significant challenges to housing delivery are also identified within the administration processes.

However, RLM P1 signposted a response that implies that currently, ward councillors are the ones responsible for the selection of housing applicants and shared the following sentiments:

*Councillors are not practising fairness and transparency in choosing rightful applicants. In certain instances, people are not registered on the application list because of not supporting the councillors' affiliated and preferred political party (RLM P1, 2021).*

RLM P1 brings out a dissatisfaction that the identification of qualifying applicants is politicised and the process of identifying housing applicants is left in the hands of ward councillors unmonitored and therefore skewed. However, the performed duty wherein councillors identify housing applicants conflicts with frameworks such as the Breaking New Ground (BNG) 2004 and the Housing Code 2009, which clarifies that the identification of housing applicants involves two processes in the planning phase of the IDP and Housing Chapter.

The first process involves a technical data assessment activity depicting current sources of information, including research information pertinent to the municipal area. This could comprise municipal or provincial housing waiting lists, gathered statistics about informal settlements, and backyard shacks. The second process involves a participatory procedure of consultations with community and stakeholder representatives as the second opportunity for identifying housing applicants. This may include information emerging from community meetings, and ward committees (BNG, 2004).

Furthermore, MTC P2 put forward that in the area under inquiry, officials responsible for allocating constructed houses have previously practised some form of corruption.

*Previous council members have been accused of corruption in the distribution and allocation of the houses, wherein some have reserved houses for themselves and their family members (MTC P2, 2021).*

MTC P2 revealed that the distribution and allocation of housing are affected by nepotism wherein responsible officials, in this case, council members, have reserved houses for themselves and their family members. This revelation is similar to findings established by Ratsatsi (2010), indicating that government officials tend to benefit unduly from subsidies meant for housing beneficiaries.

Consequently, corruption, nepotism, and favouritism have led to violent protests. CM P15 and CM P4 share that;

*On numerous occasions, the protests have led to situations wherein protestors threatened to burn the councillor's house to feel the same pain of not having a house (CM P15, 2021).*

*The direct impact that we experience is political instability and unrest. For example, there was a particular incident wherein the whole village went into a shutdown. Whenever such happens, businesses stop and 'we' commuters who travel to Mahikeng for work cannot travel because the entire village would be on a lockdown, no cars allowed in, and no cars allowed out (CM P4, 2021).*

CM P15 and CM P4 revealed that the current housing challenges have led to many social conflicts in the form of violent protests as one of the typical impacts of corruption concerning housing projects. These conflicts result from intended beneficiaries' frustrations brought about not having houses which makes them vulnerable. The findings are comparable to Chakuwamba (2010), who asserts that the involvement of the beneficiaries and other stakeholders is still problematic and not being considered in the implementation of these projects results in endemic violence.

Nonetheless, a recommendation to tackle corruption, nepotistic tendencies, and favouritism in the allocation of houses is shared that:

*Same as above, Systems should be put in place to assess or monitor the rollout of the houses so that people who need shelter and cannot afford it on their own can benefit from this (CM P10, 2021).*

Findings revealed that the current method of rollout or allocation of constructed houses had exposed a need for an improved allocation process to best serve the community. In addition, this study accentuates that effective and efficient monitoring and evaluation of the housing allocation process must be monitored and evaluated throughout the process so that it is fair, transparent, and a true reflection of the applicant's need-list.

Furthermore, it is argued that the maladministration from the municipality in identifying beneficiaries has brought about an adverse impact on the delivery of low-cost houses at RLM. DoHS P1 asserts that:

*The challenges negatively impact the department's ability to reach it's mid and long-term delivery targets. It also adds to the ever-increasing housing backlog and service delivery protests from communities that are sometimes violent (DoHS P1, 2021).*

The above quotation suggests that the maladministration in identifying beneficiaries reverses the backlog and further contributes to the delays and inability of the department to reach set delivery targets. For instance, the North-West Department of Human Settlements' annual target for the financial year 2017/2018, the department had set to deliver 12 581 houses, on the other hand, only delivered 5 244. This accumulative housing backlog, to some extent, leads to intended recipients' frustrations and subsequent violent protests due to waiting frustrations. These findings are identical to discoveries made in Cato Manor's formal and informal settlements study by Majozi (2018), who established that maladministration in beneficiary identifications in housing delivery leads to housing backlog, which negatively affects residents' trust in the government.

Community members seem to share the sentiment of the government officials regarding the politicisation of the housing delivery process. Some of them put forward the de-politicisation of the housing process as a way to mitigate the challenge. Asserting that:

*The provision of housing should not be politicised (CM P13, 2021).*

This statement is corroborated by CM P11 and CM P14, who offered these rejoinders:

*Remove politics from service delivery matters, people should also be hired based on their expertise, not political affiliations (CM P11, 2021).*

*Remove political office bearers from the housing processes (CM P14, 2021).*

CM P13, CM P11, and CM P14 believe that the low-cost housing application process is marred by political interference. Political office bearers seem to bring about biases and tend to have self-centred corrupt political objectives. Similarly, Joseph and Karuri-Sebina (2014) advanced that local politicians tend to capture housing projects and habitually use them as opportunities for election campaign mediums or as a lobbying tool to attract voters. Likewise, Mashwama *et al.* (2018) upheld that political interference is predominant, particularly in South African housing projects, compounding existing housing challenges. A comparable pattern in the area under inquiry reveals that housing is hugely politically driven, complicating housing delivery.

CM P8 suggested an alternative solution to tackling the issue of political interference in housing processes:

*New ways of reporting must be invented. For instance, anonymous hotlines should be created for the public so that they may report criminal activities in the construction and allocation of the houses (CM P8, 2021).*

The response above suggests that community members are aware that there are corrupt barriers when coming to housing construction and allocation, primarily due to politicians' corrupt interferences. However, the community is willing to report such criminal activities regarding the building and distribution of the houses only if a sense of anonymity is offered.

Interestingly, there seems to be a “blame game” and lack of acknowledgement of administration failures between the Department of Human Settlements and Ratlou Local Municipality. While DoHS says that challenges could be attributed to maladministration from municipalities, officials representing the municipality say the failures are due to the municipality being left subordinate to the Department of Human Settlements concerning approval of the final beneficiary list.

RLM P1 stated that:

*The current approach which leaves the provincial authority in charge of approving the final list on a housing development has resulted in a mismatch between what is truly needed and what is delivered (RLM P1, 2021).*

RLM P1 put forward that the provincial Department of Human Settlements is responsible for approving the final housing list. However, this has brought about challenges wherein the quantity of houses delivered is not directly proportional to what is needed. Another participant further corroborated the above sentiment sharing the following rejoinder:

*The municipality does not implement its projects, but rather submit the ‘need-list’ to the Department of Human Settlements. As to how the approval process of projects or prioritisation thereof is handled by the department (DoHS), one cannot say as the municipality does not form part of that process (RLM P2, 2021).*

RLM P2 emphasises that municipal officials do not know how the approval process of housing projects and prioritisation is at the provincial level. The municipality only submits the need-list to the provincial Department of Human Settlements. This reason suggests that RLM representatives contend that slow housing delivery and failures could be attributable to the municipality being left subordinate to the (DoHS). Whereas the DoHS pins the failures on RLM

maladministration processes shows a tendency of finger-pointing between the two stakeholders. The responses by the RLM and DoHS officials imply that there is no adequate collaboration, consultations, and information sharing between the DoHS and RLM, hence RLM is left uninformed of the procedures undertaken during the housing approval processes.

However, the seniority relations and role-playing undertaken by the two stakeholders conflict with the Housing Project Process Guide 2009. While municipal representatives highlighted that they only work with the need-list and not the implementer of housing projects. This statement is not in line with the Housing Project Process Guide (2009:13), which declares that in housing programmes “municipalities will fulfil the developer role”. The developer is said to submit a project application to the MEC using pro forma procurement documents, agreements, and contracts when applying for a project and the implementation thereof. This suggests that in the area under inquiry, the municipality has assumed the role of development supporter instead of the implementer.

To resolve this seniority complex and role-playing concern, RLM P2 expressed his view and recommended the following:

*The municipality must have accreditation to implement its projects. This way, the prioritisation and approvals of projects and need lists can be done at a local level (RLM P2, 2021).*

The above recommendation suggests that currently, the municipality does not have accreditation to implement housing projects. Conversely, the municipality calls for accreditation. Even though, the Housing Project Process Guide (2009:13) recognised that “the Provincial Housing Departments can assist a municipality, if the municipality lacks capacity and can assume the role of a developer if the municipality cannot meet the project commitments”. The bone of contention here is that the municipality must be capacitated to meet the project commitments and therefore allowed to implement housing projects. This empowerment can equally dismantle the adopted top-down approach and provide the basis for a bottom-up development approach, enabling processes such as prioritisation and approvals at a local level.

#### **4.3. Lack of community participation in housing project processes**

The application and administration of the housing projects in Ratlou Municipality have shown to be a failure and this could be due to the lack of involvement of communities. For example, when community participants were asked a question about being allowed to participate in the

housing delivery processes, all 15 community participants responded with “No”, implying that they had not participated in the housing delivery processes.

CM P5 and CM P15 shared substantiating sentiment implying that the community does not adequately take part in the housing delivery processes sharing the following views:

*There is a lack of involvement of stakeholders and the beneficiaries in the housing projects (CM P5, 2021).*

*There is a lack of community participation in the housing processes, sometimes we just see trucks, machines, and people constructing houses, and then they disappear again (CM P15, 2021).*

A conforming response is shared by MTC P1, stating that:

*In some instances, the Ratlou Local Municipality and Department of Human Settlements neglect us as the Traditional Council. They tend to make decisions without proper consultation and engagement, as a result, we feel left out (MTC P1, 2021).*

A corroborating concern is reiterated by RLM P1, stating that:

*Contractors and other consultants are often appointed by the provincial office, which results in the appointment and employment of contractors from outside the community, offsetting the emphasis placed on housing as a local economic development agent (RLM P1, 2021).*

The above responses suggest that some of the community members who took part in this study expressed dissatisfaction with community involvement in the housing delivery process. CP P15 holds a view that at times they get confronted with the commencement of construction of houses without having been notified or consulted. The Traditional Council representative also claimed a lack of consultation. This is the case despite provisions made in Chapter 3 of the South African Constitution, which endorses co-operative governance and section 41 (1), which further outlines a list of fundamental principles that should be applied for intergovernmental relations and co-operative governance. Among others, it emphasises that “stakeholders must co-operate with one another in mutual trust and good faith, assist and support one another; inform one another of, and consult one another on matters of mutual interest”.

The above CM P15, MTC P1, and RLM P1 responses indicate that the DoHS has adopted a top-down community development approach. The development approach adopted is inconsistent with advances made by De Beer and Swanepoel (2016:57), upholding that community

development projects must primarily involve “actions at grassroots level”. Further maintaining that community development initiatives should be grassroots-oriented in the sense that the central role players are just ordinary community members. Similarly, according to Dagnino (2008), the process of community participation should reject the “top-down” approach and focus on affording communities the self-determination they need to be involved in the full ambit of development processes in their respective community development initiatives. This is reiterated by the National Housing Code (2009) which maintains that, instead, a bottom-up approach should be used.

Consequently, the challenge has broken trust and tension between the Traditional Council and the local municipality. MTC P2 revealed:

*Lack of coordination between stakeholders has resulted in tensions that forced the Tribal Council and Municipality to work separately, this has compromised most of the work that was planned to be done because now the processes are too slow (MTC P2, 2021).*

The above quotations revealed that inadequate community and stakeholder participation in housing delivery equally brought about negative sentiment in the community. In addition, the general sentiment is that the challenge resulted in communication breakdowns due to tensions between RLM and MTC; thus, the stakeholders work separately, which has brought about further delays in the delivery of housing.

Furthermore, findings revealed no collaboration between the local municipality and the Traditional Council. This is demonstrated by MTC P2 sharing the following sentiment:

*The partnership entered between the municipality and Traditional Council is broken, as a result, the tribal council sometimes halts projects that are brought to the community by the Municipality (MTC P2, 2021).*

The above response indicates that the partnership between responsible stakeholders is fragmented. This disconnection within inter-government relations between the local municipality and Traditional Council creates breaks in proceedings of community projects.

Nonetheless, mitigations to lack of community participation in housing project processes are proposed by CM P1, CM P11, and MTC P2, sharing the following sentiments:

*The government must first engage with community members and listen to their opinions regarding the state of housing delivery in their community instead of just making decisions on their behalf (CM P1, 2021).*

CM P11 and MTC P2 recommend that:

*The community should be at the centre of the process, when beneficiaries are identified and finalised, it should be a process that begins at the community level, and must be consulted if there are changes that were not there on previous agreements (CM P11, 2021).*

*The IDP must be amended to ensure that the community participates directly in the prioritisation and details of the IDP (MTC P2, 2021).*

CM P1 suggests that opinions of community members about housing delivery must be heard, and feedback regarding any changes to previous commitments must be offered. CM P11 further proposes that processes of identifying beneficiaries and the finalisations thereof should begin at the grassroots level. In addition, MTC P2 suggests direct community participation in the IDP.

CM P1, CM P11, and MTC P2 suggestions are comparable to the views made by Kotze and Swanepoel (1983:2), who advocate that people's participation should form the basis of community projects. Furthermore, asserting that residents' role in this process is to participate in defining the content of community development projects (i.e. in the context of Makgobistad housing projects, this could be the identification of rightful applicants, mapping out projects, identifying land for housing location, and monitoring projects). Although community participation is acknowledged as being critically important to support local development initiatives, it is revealed that the community of Makgobistad is not part of the housing delivery process.

#### **4.4. Poor quality of delivered houses**

When asked about the state of the housing in the Ratlou Local Municipality, the Department of Human Settlements indicated that:

*The specifications of the houses have changed where houses are now fitted with a ceiling water tank, the size of the house is increased from 36m<sup>2</sup> to 40m<sup>2</sup> and all houses are enjoying five years warranty from National Home Builders Registration Council (NHBRC) (DoHS P1, 2021).*

The above response accentuates that there have been some improvements in the structures and delivery of low-cost houses over the past years. However, research findings revealed a contradicting apprehension, with CM P5, CM P12, and CM P14, highlighting poor quality of delivered houses, expressing that:

*Houses get damaged easily and are never repaired. As a result, recipients abandon buildings, which leaves them as spots for criminal activities (CM P5, 2021).*

*The houses provided have only two bedrooms and a kitchen with a tiny space for a single bathroom. In addition, these houses are incomplete because receivers must install their baths, ceilings, flooring, and electrical appliances at their own cost (CM P12, 2021).*

*Poor construction of the houses has forced people to abandon them, as they are scared that they might be placing their lives in danger (CM P14, 2021).*

CM P5 and CM P14 view that the quality of the houses provided by the government is substandard. This is because occupants are dissatisfied with the building materials used for construction that are attributable to the poor quality of the delivered houses, that is why some houses are unoccupied meanwhile others are abandoned. These findings are consistent with findings discovered by Bradlow *et al.* (2011), asserting that the quality of material used for constructing the RDP houses is usually poor. Also, further reporting that roofs, walls, doors, floors, and windows are primarily poor standards. Most are reported to be crumbling, pilling off, breaking without any external influence, but due to poor material and workmanship.

The above arguments are corroborated by Makgobistad Traditional Council, stating that:

*There have been many complaints brought to us concerning the quality of the houses, shape and, size (MTC P1, 2021).*

Although DoHS P1 claimed improvements in the housing structures and further claimed that “all houses are enjoying five-year warranty from NHBRC”. The situation on the ground (community level) portrays a different picture. MTC P1 revealed that complaints had been brought forward concerning the quality of the houses. CM P5, CM P12, and CM 14 also emphasised that some houses are not complete, and due to poor quality material used, people abandon the houses. These findings are similar to results established by Mashwama *et al.* (2018), who revealed that housing beneficiaries have elevated concerns regarding the quality and poor construction of delivered houses, as they are typically built with poor quality material. Thus, the delivered houses deteriorate and are not satisfactory for the receivers.

CM P2 shared impacts on the subject of poor quality of the houses by sharing sentiments as follows:

*Water from leaking roofs during times of heavy rainfalls destroys our furniture and electrical appliances. For instance, during such days, we are forced to switch off the main switch to avoid risking our own lives because, in such instances, electric wires get in contact with water. Therefore, for a few days after rainfalls, we cannot use electricity as we wait for wires to dry up (CM P2, 2021).*

As mentioned by CM P2, undesirable apprehensions are raised, maintaining that the delivered low-cost houses are inadequate, with the leaking roofs during heavy rains. Some of the houses become flooded, and water destroys the furniture that recipients have in their allocated homes, poses a life-threatening danger to recipients, and is not comfortable living in. Furthermore, literature concerning the quality of housing material designates that most of the housing material used is of substandard quality, and this has caused more challenges concerning delivered houses (Baumann 2003; Zack and Charlton 2003; Chakuwamba 2010; Moolla *et al.* 2011; Bradlow *et al.* 2011).

Housing and amenities are basic needs that secure the protection, safety, and security of the inhabitants, social protection theory advocates for the improvement of the poor's living conditions and their protection from vulnerabilities against livelihood risks through facilitation of projects such as access to adequate housing. However, findings revealed opposing concerns, indicating that the provided houses expose and leave beneficiaries vulnerable to life-threatening weather hazards instead of protecting beneficiaries and contributing to the improvement of their lives.

Others articulate that due to the size of delivered houses, these houses predispose recipients to health hazards, submitting the following sentiments:

*Overcrowding results in poor hygiene and sanitation, which predisposes recipients to health problems and transmissions of health problems such as tuberculosis (CM P8, 2021).*

*The sanitation is also compromised as the place is not serviced, and the majority, if not all, still use pit toilets, while others share toilets. For instance, two or three houses share one toilet, and frequently water is disconnected. The main problem is that sanitation in this area is largely affected by imbalances of people and what is available to be used. In a way, the place is overcrowded, and the quality of the service cannot sustain the current numbers (CM P12, 2021).*

CM P8 revealed that the houses provided are too small, leading to overcrowding and poor hygiene. CM P12 also argued that the low-cost housing projects lack proper sanitation as the provided sanitation is burdened and fails to sustain the occupants' current members. Comparably, Majiet (2013) shared that sheer concerns arise from the problems caused by the small structures and poor housing material. In addition, some attribute poor housing material to have been causing sicknesses such as tuberculosis and other lung infections to the housing beneficiaries.

CM P10 and CM P5 shared the following mitigations to attenuate housing quality concerns:

*Government should standardise the quality of materials used for houses across the country because houses constructed in rural areas are of poor quality compared to houses in urban areas (CM P10, 2021).*

*The state must recommend the material to be used when building the house (CM P5, 2021).*

CM P10 and CM P5 accentuate that in response to the challenge of poor quality of delivered houses, standardisation of housing materials is echoed as the appropriate measure to antiquate the quality concerns. It is revealed that there is a difference concerning the standard of materials used to construct houses in rural areas, wherein houses in rural areas are built with substandard materials as opposed to materials used for houses in urban areas. Therefore, it is proposed that the government standardise and put on par the quality of materials used in constructing houses across the country. Likewise, Manomano *et al.* (2015) suggested that quality checks satisfactory to the United Nations Habitat institutions along with the people themselves be done as an assessment of the planned project before implementation commences to circumvent the construction of poor quality houses.

#### **4.5. Barriers to access to land**

Access to suitable land for housing is an apparent challenge in Makgobistad village. The Department of Human Settlements asserts that:

*There is a lack of suitable land for housing construction, a lack of serviced land for housing projects, and the ever-increasing of people in need of houses due to lack of employment opportunities compound the problem (DoHS P1, 2021).*

Community members seem to have contradictory opinions.

CM P1 (2021) asserts that *the traditional authority is corrupt, as they demand bribes before releasing land for housing development.*

In the same breath, CM P7 (2021) *said that access to land for housing remains a major constrain, not that there is no land but because the chief is hindering the development by requiring that the contractors first pay a bribe.*

The Department of Human Settlements (DoHS P1) established that there is a lack of suitable land for housing construction in the area under inquiry. However, CM P7 contends that the perceived lack of land is not factual. CM P7 further indicated that the chief's corrupt tendencies, stubbornness, and personal interests are barriers to accessing land for housing construction. As a result, it was perceived by the DoHS as a lack of land instead of gatekeeper barriers to access to land. This shows a tendency of the chief as the head of traditional authority to undermine his obligation as articulated in the Traditional Leadership and Governance Framework Act, 2003 (Act No 41 of 2003), which advocates for cooperation between stakeholders, including the traditional authority, and further necessitates that these stakeholders must meet at least once a year with its traditional community to give an account of its activities and finances.

Low-cost housing literature (Huchzermeyer 2001; Burgoyne 2008; Manomano 2013) signposted poorly located housing projects. Further to that, even though frameworks such as the IDP aim to ensure that there is an integration of human settlements, the status quo at the grassroots level divulges a representation that questions the integrity of these policies and plans.

A low-cost housing project at Makgobistad called "Greenfield" is located far from schools and clinics. This presents a disjoint between the location of the houses and access to basic amenities. CM P3 reported that:

*Poor location of housing projects led to a lack of services. For instance, the location of the housing project is too far from the village where children are supposed to go to schools, shops, and even clinic services. This results in a lack of resources and services where low-cost houses are provided (CM P3, 2021).*

A corroborating sentiment is shared by CM P11, who said that:

*The location of the houses is not chosen carefully. For instance, the low-cost houses built outside the community are more than 15 kilometres away from the library, clinic, and schools (CM P11, 2021).*

The tendency to allocate land in the outskirts has resulted in dissatisfaction of housing recipients concerning the location of the built houses. For instance, CM P3 argues that due to the poor location of the houses, there is a lack of resources and services where low-cost houses are provided. In addition, these beneficiaries wanted houses to be built closer to schools so that their children can be educated thus be empowered to improve their living standards. This is similar to a discovery made by Manomano (2013) that the poor location of housing projects has produced mammoth difficulties for the recipients concerning travelling to work, schools, and even medical facilities.

#### **4.6. Unoccupied and abandoning of allocated houses**

In the area under inquiry, unoccupied and abandoning allocated houses seem to be reversing the housing backlog. This is attributable to push factors such as lack of employment opportunities. For instance, according to the Ratlou Local Municipality IDP (2016), there were about 8812 people employed and 6885 of those unemployed. In addition, 6587 people are categorised as discouraged work-seekers. Furthermore, 35 542 people are classified as not economically active. These numbers are alarmingly high and are argued to contribute significantly to the housing challenge.

CM P7 shared an understanding of how no occupancy and abandoning of houses result from unemployment, thereby affecting the housing situation in the municipality. CM P7 argued that even for housing recipients, the lack of employment had led them to rent out the allocated houses, sharing the following sentiments:

*Recipients of the allocated houses rent out the houses or turn them into tuckshops for foreign nationals. As a result, it does not help reduce the backlog because the same people who rent out the houses use their children's documents to reapply for another home, adding to the existing backlog (CM P7, 2021).*

It is revealed that due to lack of employment and income thereof, housing recipients do not occupy the allocated houses. Instead, recipients abuse the properties and use them as a source of income instead of the intended “residential” purpose. Similar findings by (Manomano, 2015) echoed that beneficiaries misuse their houses. They end up renting or selling them out and go back and reside in their shacks. Some sell to generate income, and others are not satisfied with the houses given to them.

Due to high levels of unemployment, housing beneficiaries tend to relocate to urban areas in search of employment opportunities. One participant went on to accentuate that:

*The beneficiaries relocate to urban areas and leave the houses abandoned (CM P5, 2021).*

Although it is permitted and categorically within every citizen's right of movement to relocate to any place they wish, research findings reveal that when housing recipients in rural areas migrate to urban areas, they abandon their allocated houses, rent them out or give them to their next of kin to look after without consulting the authorities. These findings are consistent with Manomano (2013) discoveries in agreement with Ntema and Marais (2013b). They postulate that people from rural areas tend to relocate to urban areas searching for employment opportunities leaving the houses unoccupied. Then, when they are at their place of employment, they demand houses, yet having abandoned theirs from where they were staying. This poses another problem and causes a backlog on housing delivery.

Furthermore, in dealing with common occurrences wherein allocated recipients abandon houses for reasons attributed to quality dissatisfactions with the delivered houses. The following intervention is proposed:

*I think interventions that can be implemented are that if you are not staying in the house for more than three years, it must be given to the next person who is really in need of shelter (RLM P1, 2021).*

Abandoning and non-occupation of allocated houses remains a critical problem across most Greenfield projects. As a result, most of the houses deteriorate or get vandalised, leading to what is classified as fruitless government expenditure, while the backlog numbers are increasing annually. Therefore, a comprehensive regulation must be put in operation to ensure that abandoned houses are reallocated to potential recipients on the current need list.

#### **4.7. Chapter summary**

Findings revealed that the low-cost housing delivery in Makgobistad village is subjugated by housing application and maladministration, lack of community participation in housing project processes, poor quality of delivered houses, barriers to access to land, and unoccupied and abandoning of allocated houses. The findings also express that these challenges have led to an ever-increasing housing backlog, violent service delivery protests, and broken relations between stakeholders. Furthermore, the poor quality of the houses exposes recipients to hassles such as heavy rainfalls, harmful weather conditions, and vulnerability to infectious diseases. As a result, it led to the recipient's dissatisfaction with provided houses. Thus, the ever-increasing backlog of delivering low-cost housing to the low-income sector remains in Makgobistad village.

## **CHAPTER FIVE**

### **SUMMARY OF THE RESEARCH FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS**

#### **5.1. Introduction**

This chapter summarises the research findings, conclusions, and recommendations.

#### **5.2. Summary of the research findings**

The study discovered that while the housing application procedures in the National Housing Code 2009 require that applicants have an identification document and earn below the R3500.00 monthly household income threshold. In the case of Makgobistad, community members complained that there is an under-provision of identity documents, especially for people living on the farms. Furthermore, the criteria to qualify for housing consideration based on earning threshold seems problematic as community members outline that the cut-off income threshold of R3500.00 prohibits people who earn slightly above from meeting the applicant criteria, despite being unable to acquire or build houses for themselves.

The study also discovered that although the Breaking New Ground (BNG) 2004 and the National Housing Code 2009 clarify how the IDP and Housing Chapter should be used as part of the process to identify housing recipients. Community members complained that ward councillors had captured the applicant identification process. Furthermore, in Makgobistad, community members complained that councillors register only those affiliated with their preferred political party. Correspondingly, community members signposted that the distribution and allocation of houses are affected by nepotism wherein responsible officials, in this case, councillors, have reserved houses for themselves and their family members, which have led to many social conflicts in the form of violent protests.

According to housing policies such as Breaking New Ground (BNG) 2004, National Housing Code 2009, and community development protagonists upholding that community development initiatives such as housing should be driven by a bottom-up approach and different participants are supposed to play their various parts in the delivery of low-cost housing. However, in the case of Makgobistad, community members complained that the community of Makgobistad is not part of the housing delivery process and there is a lack of consultation with relevant community structures. This has brought about broken trust. As a result, the partnership between

responsible stakeholders is fragmented. This disconnection within inter-government relations creates breaks in the proceedings of community projects.

The participants acknowledged that there are some delivered houses in Makgobistad village. However, community members are not satisfied with the quality of the houses provided by the government as they are said to be of substandard material. Furthermore, community members have elevated undesirable apprehensions regarding the quality and poor construction of delivered houses, posing life-threatening risks and health hazards. As a result, some houses are unoccupied meanwhile others are abandoned.

Traditional Leadership and Governance Framework Act, 2003 (Act No 41 of 2003) obligates cooperation between stakeholders. However, in the case of Makgobistad, community members complained that the chief is not cooperating and his corrupt tendencies, stubbornness, and personal interests present a barrier to access land for housing construction. In addition, community members argued that the chief does not want to release land closer to the schools and clinic and wants to solicit bribes before contractors can start the work. As a result, the “Greenfield” housing project in Makgobistad is far from facilities like schools and the clinic, which presents a disjoint between the location of the houses and access to basic amenities.

It emerged from the study that some beneficiaries indeed received houses, but factors such as non-occupancy and abandoning of allocated houses seem to be reversing the housing backlog. In Makgobistad, community members complained that the lack of employment opportunities had forced recipients to rent out the allocated houses and use them as a source of income instead of the intended “residential” purpose. The study also discovered that some recipients abandoned allocated houses due to quality dissatisfaction. Abandonment is a critical problem in the Makgobistad Greenfields project. Most of the houses are not being taken care of and therefore deteriorate or are vandalised, while the backlog numbers increase annually.

### **5.3. Conclusions**

Interpretations from the analysis reveal that challenges identified within the housing delivery processes collectively contribute significantly to the poor delivery of low-cost housing within the municipality. For instance, the housing application requirements such as possession of identity documents have marginalised people living on the farms without the identity documents. Congruently, the income threshold criteria have side-lined people who earn slightly above the R3500.00 household income threshold. Further to that, the administration's

inadequacies in identifying relevant beneficiaries reverse the backlog and birth the social conflicts witnessed in the community.

The current housing processes have alienated the community, traditional authority, and the municipality from participating in the housing processes as the DoHS adopted a top-down development approach. Moreover, findings highlighted that there are no operational systems in place that outline and describe quality assurance in the building of the houses. As a result, poor quality of the houses led to recipients' dissatisfactions, exposing recipients to critical harmful weather conditions, and vulnerability to communicable diseases. Likewise, lack of cooperation by the head of the traditional authority presents a barrier to access land for housing developments. Also, push factors such as poor quality of delivered houses and lack of employment in the community have resulted in non-occupancy and abandoning of allocated houses which to some extent also reverse the housing backlog.

#### **5.4. Recommendations**

The study suggests that the current housing challenges and improvement to the implementation of housing development projects depend on the collaboration of role players through consultative meetings, which is critical to carry out a significant part in the advancement of low-cost housing delivery. Therefore, different housing stakeholders, including the government (provincial, local government, and the community), need to be involved in meetings to discuss processes concerning the delivery of low-cost housing in Makgobistad village.

Concerning mishandled beneficiary identification procedures by ward councillors, it is recommended that the Ratlou Local authority must fully implement policy prescripts as outlined in the National Housing Code 2009. The policy prescribes that the identification of beneficiaries should be done in the planning phase of the IDP and Housing Chapter using sources of information such as research information pertinent to the municipal area or provincial housing waiting lists and gathered statistics about informal settlements. Another fair and transparent way of identifying housing beneficiaries can be through consultations with community and stakeholder representatives such as NGOs, and ward committees dealing with housing needs. This is to ensure that the identification of housing applicants is fair, transparent, and embedded in participatory procedures.

The study also highlighted barriers concerning access to land due to the sabotage by the land administrator. In this case, the traditional authority prefers to allocate the land far from local amenities such as the library, school, and the clinic, leading to a disjoint between the location of

the houses and access to basic amenities. Also that the chief requires hefty bribes before contractors can begin with housing projects. The DoHS, Ratlou Local Municipality, together with Makgobistad Traditional Council, and the community must embark on a collaborative programme to carry out an environmental analysis wherein the spatial layout of all available land is assessed to determine which side is most appropriate for housing development. This process can assist in the identification of land that is near local amenities and suitable for housing before the actual project and infrastructure are put into action.

Regarding dissatisfaction with community involvement in the decision-making processes due to the adopted top-down community development approach by the DoHS, the Makgobistad community may collaborate with community development practitioners and authorities such as the DoHS to ensure smooth participative procedures of the project. In this instance, the general community must be part of the planning team, and they are supposed to plan the project's route.

This research found out that many recipients are dissatisfied with the building materials used for construction that are attributable to the poor quality of the delivered houses, that is why some houses are unoccupied or abandoned. Therefore, the study suggests that the houses need to be benchmarked against the National Housing Process Guide (2009) by all involved stakeholders as part of the bottom-up approach principle. This involves an assessment of the project progress alongside the original plan and set standards as prescribed by NHBRC. This will ensure the building of houses within the standard recommendations of the standing policies, procedures, and regulations. In addition, the progression needs constant supervision, remedial steps taken where required, and potential glitches projected.

### **5.5. Further research**

The study focused on the challenges in the delivery of low-cost housing. However, findings also discovered polemics concerning desirability, sustainability, and quality of the current low-cost houses that recipients are not satisfied with. This prompts additional research into more community-driven housing projects, which studies thoroughly and examines the challenges to the delivery of the houses and after the delivery of the houses to assess the level of satisfaction of recipients. Additionally, the study revealed that ward councillors highly politicised housing delivery; hence, further research is needed to investigate the politicisation of low-cost housing projects. Therefore, this research is suitable for further investigations concerning recipients' levels of satisfaction with provided houses. This will offer policymakers information on how to best implement "bias-free" housing projects to benefit intended beneficiaries.

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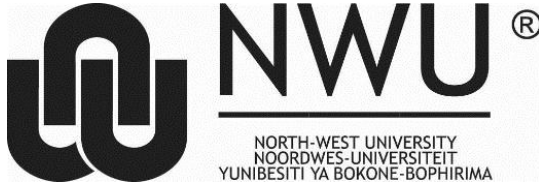
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## ANNEXURES

### Annexure A: Participants Informed Consent Form



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### BaSSREC Authorisation

## PARTICIPANT INFORMATION LEAFLET AND CONSENT FORM

### TITLE OF THE RESEARCH PROJECT:

**CHALLENGES TO LOW-COST HOUSING DELIVERY IN RATLOU LOCAL  
MUNICIPALITY: THE STUDY OF MAKGOBISTAD VILLAGE.**

**REFERENCE NUMBERS: 26633833**

**PRINCIPAL INVESTIGATOR: TUELO CEDRIC PITIRI**

**ADDRESS: 11115 NEWSTANCE MAKGOBISTAD**

**CONTACT NUMBER: 076 853 4209**

You are cordially invited to take part in a research project that forms part of my qualification and a requirement for the degree Master of Social Sciences in the Department of Development Studies in the faculty of Humanities at the North-West University.

Please take some time to read the information presented here, which will explain the details of this project. Please ask any questions about any part of this project that you do not fully understand. It is very important that you are fully satisfied that you clearly understand what this research is about and how you could be involved. Also, your participation is **entirely voluntary**, and you are free to decline to participate. If you say no, this will not affect you negatively in any way whatsoever. You are free to withdraw from the study at any point, even if you do agree to take part. Before the publication of the study's results (or the point that publication is in the process), you may also withdraw the data you generate.

This study has been approved by the **Basic Social Sciences Research Ethics Committee (BaSSREC) of the Faculty of Humanities of the North-West University (NWU Mafikeng Campus)** and will be conducted according to the ethical guidelines and principles of the

international Singapore Statement on Research Integrity (2010) and the ethical guidelines of the National Health Research Ethics Council. It might be necessary for the research ethics committee members or relevant authorities to inspect the research records to make sure that we (the researchers) are ethically conducting research.

### **What is this research study all about?**

The study intends to explore the challenges facing the delivery of housing in the Ratlou Local Municipality- using Makgobistad village as a case study. Also, intending to elicit a debate that leads to recommendations and alternatives that can be used to mitigate housing delivery problems in the village. This will involve the use of a questionnaire and interview tool to collect the views of participants. As a result, the researcher is inviting participants currently involved in housing delivery processes, to engage in an interview session with the researcher.

This study will be conducted by **Tuelo Cedric Pitiri**, a researcher trained to use the methods mentioned in the previous sentence. Approximately 20 participants will be included in this study.

The objectives of this research are:

5. To find out the constraints and challenges currently faced in the delivery of low-cost housing in Makgobistad village.
6. To examine how the challenges to housing delivery impact stakeholders i.e. DoHS, Ratlou Local Municipality, Tribal Council, and Community members.
7. To examine the stakeholder's partnership roles in the delivery of housing.
8. To recommend interventions that can be implemented to improve the delivery of low-cost housing.

### **Why have you been invited to participate?**

You have been invited to participate because you have previously or are currently involved in the low-cost housing delivery processes in the municipality under inquiry. However, you may be excluded if you have not or are not involved, have no knowledge, information, or experience concerning the delivery of low-cost housing.

### **What will your responsibilities be?**

You will be asked to:

- Complete a brief demographic questionnaire that includes five questions that will take approximately one minute to complete.
- Complete a researcher-administered questionnaire/interview session that includes ten questions that will take one hour to complete.

### **Will you benefit from taking part in this research?**

The direct benefits for you as a participant will probably include voicing your thoughts and concerns regarding the housing situation within your community. Moreover, the indirect benefit will probably be that you will be assisting in eliciting debate that could lead to recommendations and alternatives that can be used to mitigate housing delivery problems in the village.

**Are there risks involved in your taking part in this research and how will these be managed?**

*The risks in this study, and how these will be managed, are summarised in the table below:*

| <b><i>Probable/possible risks/discomforts</i></b>                                        | <b><i>Strategies to minimise risk/discomfort</i></b>                                                                                                                                                                                                                                                              |
|------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| In observation of Covid-19 regulations and proper research conduct under covid-19 rules. | The researcher will observe at least two-metre social distance rules, also the researcher will be using a sanitiser with an 80% alcohol content before and during the interview if required. Additionally, both the researcher and participant to wear the three-ply mask for the full duration of the interview. |

- However, we do believe that the benefits to you and to science (as noted in the previous section) outweigh the risks we have listed. If you disagree, then please feel free not to participate in this study. We will respect your decision.
- Should we learn, during the research, that someone is harming you, or that you are intending to harm someone, then we must tell someone who can help you or warn the person you are intending to harm.

**Who will have access to the data?**

Participants' confidentiality, privacy, and the right to anonymity will be upheld throughout the data collection process and publication of findings.

The interviews shall be conducted in an isolated area, the door closed to ensure that no other person can over-hear the discussions. For anonymity and confidentiality, participants' names, address, and occupation only available exclusively to the researcher and such personal information remain confidential. As a result, in no way will your results be linked to your identity.

Before the interview, the researcher will ask for participants' consent to tape-record the interview proceedings and write marginal notes on a research notebook while interviewing participants. The information and voice records will be kept safe and secure against loss or theft by locking hard copies in locked cupboards in the researcher's office and for electronic data, it will be password protected in a zipped file with two verification passwords only known by the researcher. This information will also be kept safe for 5 years as is a prerequisite by University research policy.

**What will happen to the data?**

This is a once-off study, so the data will not be re-used. The data from this study will be reported in the following ways: in chapter four of the full dissertation as a full product of this study. In all this reporting, you will not be personally identified. This means that the reporting will not include your name or details that will help others to know that you participated.

**Will you be paid/compensated to take part in this study and are there any costs involved?**

This study is completely voluntary; there will be no reimbursement or payment for time.

**Is there anything else that you should know or do?**

- You can contact **Tuelo Cedric Pitiri** at **0768534209** or [tcpitiri@gmail.com](mailto:tcpitiri@gmail.com) if you have any further queries or encounter any problems.
- You can contact the chair of the BaSSREC (**Dr Jacques Rothmann**) at **018 299 1595** or **21081719@nwu.ac.za** if you have any concerns or complaints that have not been adequately addressed by the researcher.
- You will receive a copy of this information and a consent form for your records.

**Declaration by participant**

By signing below, I \_\_\_\_\_ agree to take part in a research study entitled:

**CHALLENGES TO LOW-COST HOUSING DELIVERY IN RATLOU LOCAL MUNICIPALITY: THE STUDY OF MAKGOBISTAD VILLAGE.**

I declare that:

- I have read and understood this information and consent form and it is written in a language with which I am fluent and comfortable.
- I have had a chance to ask questions to the researcher, and all my questions have been adequately answered.
- I understand that taking part in this study is **voluntary** and I have not been pressurised to take part.
- I understand that what I contribute (what I report, say, write, draw, produce visually) could be reproduced publicly and or quoted, but without reference to my identity.
- I may choose to leave the study at any time and will not be penalised or prejudiced in any way.
- I may be asked to leave the study before it has finished if the researcher feels it is in my best interests, or if I do not follow the study plan, as agreed to.

Signed at (*place*) \_\_\_\_\_ on (*date*) \_\_\_\_\_ 20 \_\_\_\_\_

\_\_\_\_\_  
**Signature of participant**

\_\_\_\_\_  
**Signature of witness**

- You may contact me again
- I would like a summary of the findings of this research
- I would like feedback on my functioning/wellbeing as reflected  
In the questionnaires, I completed

☐ **Yes** ☐ **No**

☐ **Yes** ☐ **No**

☐ **Yes** ☐ **No**

The best way to reach me is:

Name & Surname: \_\_\_\_\_

Postal Address: \_\_\_\_\_

Email: \_\_\_\_\_

Phone Number: \_\_\_\_\_

Cell Phone Number: \_\_\_\_\_

In case the above details change, please contact the following person who knows me well and who does not live with me and who will help you to contact me:

Name & Surname: \_\_\_\_\_

Phone/ Cell Phone Number /Email: \_\_\_\_\_

**Declaration by researcher**

I (name) \_\_\_\_\_ declare that:

- I explained the information in this document to \_\_\_\_\_
- I encouraged him/her to ask questions and took adequate time to answer them.
- I am satisfied that he/she adequately understands all aspects of the research, as discussed above
- I did/did not use an interpreter.

Signed at (place) \_\_\_\_\_ on (date) \_\_\_\_\_ 20 \_\_\_\_\_

\_\_\_\_\_  
**Signature of participant**

\_\_\_\_\_  
**Signature of witness**

**Declaration by researcher and participant**

**Personal face-to-face interviews during Covid-19 restrictions**

**This is an additional declaration by researcher and participant in those instances where the participants will be requested to participate in a personal face-to-face interview session:**

By signing below, I \_\_\_\_\_, acknowledge the following information related to the required measures regarding Covid-19:

I declare that:

- It is my personal choice and preference to participate in a personal face-to-face semi-structured interview with the researcher

- This requires that I consent to the following strict measures to safeguard the personal health and safety of myself and that of the researcher/interviewer/primary investigator:
- I consent to the researcher taking my temperature before the interview using a thermometer.  
☐ Yes ☐ No
- I confirm that my temperature is measured at \_\_\_\_\_ degrees. ☐ Yes ☐ No
- I consent to use the three-ply mask provided by the researcher. ☐ Yes ☐ No
- I consent to wear the three-ply mask for the full duration of the interview  
☐ Yes ☐ No
- I consent to the researcher sanitising the interview context using a sanitiser with 80% alcohol content before the commencement of the interview. ☐ Yes ☐ No
- I consent to the researcher using a sanitiser with an 80% alcohol content before and during the interview if required. ☐ Yes ☐ No

Signed at (*place*) \_\_\_\_\_ on (*date*) \_\_\_\_\_ 20 \_\_\_\_

---

**Signature of participant**

---

**Signature of the researcher**

## Annexure B: Community questionnaire tool

### Appendix A: Questionnaire Tool

#### Makgobistad Community Members

|                      |  |
|----------------------|--|
| Questionnaire number |  |
|----------------------|--|

#### **DEMOGRAPHIC INFORMATION**

(Personal information in this section will be used for academic purposes only)

##### 1. Gender

|        |  |
|--------|--|
| Male   |  |
| Female |  |
| Others |  |

##### 2. Age of Group

|                       |  |                |  |                |  |                |  |                |  |                |  |                |  |                 |  |
|-----------------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|-----------------|--|
| Less than<br>25 years |  | 25-30<br>Years |  | 31-35<br>Years |  | 31-35<br>Years |  | 36-40<br>Years |  | 41-45<br>Years |  | 46-50<br>Years |  | More than<br>51 |  |
|-----------------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|-----------------|--|

##### 3. Ethnic Group

|       |  |       |  |          |  |       |  |
|-------|--|-------|--|----------|--|-------|--|
| Black |  | White |  | Coloured |  | Other |  |
|-------|--|-------|--|----------|--|-------|--|

##### 4. Marital Status

|        |  |         |  |            |  |          |  |               |  |
|--------|--|---------|--|------------|--|----------|--|---------------|--|
| Single |  | Married |  | Cohabiting |  | Divorced |  | Widow/widower |  |
|--------|--|---------|--|------------|--|----------|--|---------------|--|

##### 5. Highest Qualification

|                        |  |                |  |                 |  |                         |  |
|------------------------|--|----------------|--|-----------------|--|-------------------------|--|
| No formal<br>education |  | Below matric   |  | Matric          |  | Diploma<br>/certificate |  |
| Bachelor Degree        |  | Honours Degree |  | Master's Degree |  | PhD                     |  |

## SECTION A:

### Background information on the delivery of low-cost housing

1. What Is Your Opinion On The Current State Of Low-cost Housing Delivery In Your Community?

.....  
.....

2. How Has The Delivery Of Low-cost Housing Changed For The Past 10 Years?

.....  
.....

Probe: Why is it so?

.....  
.....

3. In Your Opinion, Does The Low-cost Housing Delivery Method Meet The Expectations Of The Community?

.....

Probe: What is your motivation for the given answer?

.....  
.....

4. Are You Currently On The Housing Waiting List?

.....

Probe: If so, how long, on average does one wait for the house?

|                  |  |           |  |           |  |           |  |                    |  |
|------------------|--|-----------|--|-----------|--|-----------|--|--------------------|--|
| Less than 1 year |  | 2-4 years |  | 5-7 years |  | 8-9 years |  | More than 10 years |  |
|------------------|--|-----------|--|-----------|--|-----------|--|--------------------|--|

## SECTION B:

### Challenges to the delivery of low-cost housing

1. In Terms Of Section 26 (1) Of The Constitution Of The Republic Of South Africa, 1996, Everyone Has The Right To Have Access To Adequate Housing.

Therefore.

What do you think contributes as challenges to the realisation of this right to housing, in your community?

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

## SECTION C:

### Impacts of the housing delivery challenges

1. Based On The Challenges Highlighted, How Do These Challenges Impact Your Daily Lives, The Community, And The Delivery Of Housing?

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

#### SECTION D:

##### Intended beneficiary's / community's role in the delivery of housing

1. In Terms Of Section 26 (2) Of The Constitution, 1996, The State Must Take Reasonable Legislative And Other Measures, Within Its Available Resources, To Achieve The Progressive Realisation Of This Right.

Therefore;

Have you been allowed to participate in the housing delivery processes?

.....

Probe: if so, what is your role in the delivery of housing processes?

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

Probe; if not, can you give reasons why you are not part of the processes?

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

#### SECTION E:

##### Interventions to improve the delivery of low-cost housing

1. In Terms Of Section 2 (1) (A) Of The Housing Act, 1997 (Act No. 107 Of 1997), National, Provincial, And Local Spheres Of Government Must Give Priority To The Needs Of The Poor In Respect Of Housing Development.

Therefore:

What kind of interventions has the community implemented to give priority and towards improving the delivery of low-cost housing?

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

In your view, what do you recommend to be done differently to improve the provision of housing in the community?

.....  
.....

## Annexure C: Traditional council interview tool

### Appendix A: Interview Tool Makgobistad Tribal Council Members

|                      |  |
|----------------------|--|
| Questionnaire number |  |
|----------------------|--|

#### **DEMOGRAPHIC INFORMATION**

(Personal information in this section will be used for academic purposes only)

##### **1. Gender**

|        |  |
|--------|--|
| Male   |  |
| Female |  |
| Others |  |

##### **2. Age of Group**

|                       |  |                |  |                |  |                |  |                |  |                |  |                |  |                 |  |
|-----------------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|-----------------|--|
| Less than<br>25 years |  | 25-30<br>Years |  | 31-35<br>Years |  | 31-35<br>Years |  | 36-40<br>Years |  | 41-45<br>Years |  | 46-50<br>Years |  | More than<br>51 |  |
|-----------------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|-----------------|--|

##### **3. Ethnic Group**

|       |  |       |  |          |  |       |  |
|-------|--|-------|--|----------|--|-------|--|
| Black |  | White |  | Coloured |  | Other |  |
|-------|--|-------|--|----------|--|-------|--|

##### **4. Marital Status**

|        |  |         |  |            |  |          |  |               |  |
|--------|--|---------|--|------------|--|----------|--|---------------|--|
| Single |  | Married |  | Cohabiting |  | Divorced |  | Widow/widower |  |
|--------|--|---------|--|------------|--|----------|--|---------------|--|

##### **5. Highest Qualification**

|                 |  |                |  |                 |  |         |  |
|-----------------|--|----------------|--|-----------------|--|---------|--|
| No formal       |  | Below matric   |  | Matric          |  | Diploma |  |
| Bachelor Degree |  | Honours Degree |  | Master's Degree |  | PhD     |  |

## SECTION A:

### Background information on the delivery of low-cost housing

1. What Is Your Opinion On The Current State Of Low-cost Housing Delivery In Makgobistad Village?

.....  
.....

2. How Has The Delivery Of Low-cost Housing Changed For The Past 10 Years?

.....  
.....

Probe: Why is it so?

.....  
.....

3. In Your Opinion, Does The Low-cost Housing Delivery Method Meet The Expectations Of The Community?

.....

Probe: What is your motivation for the given answer?

.....  
.....

4. Do You Have Members Of The Community Currently On The Housing Waiting List?

..... Probe:

If so, how long, on average does one wait for the house?

|                  |  |           |  |           |  |           |  |                    |  |
|------------------|--|-----------|--|-----------|--|-----------|--|--------------------|--|
| Less than 1 year |  | 2-4 years |  | 5-7 years |  | 8-9 years |  | More than 10 years |  |
|------------------|--|-----------|--|-----------|--|-----------|--|--------------------|--|

## SECTION B:

### Challenges to the delivery of low-cost housing

1. In Terms Of Section 26 (1) Of The Constitution Of The Republic Of South Africa, 1996, Everyone Has The Right To Have Access To Adequate Housing.

Therefore:

What do you think contributes as challenges to the realisation of this right to housing?

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

## SECTION C:

### Impacts of the housing delivery challenges

1. Based On The Challenges Highlighted, How Do These Challenges Impact Your Work Proceedings In The Community And The Delivery Of Housing?

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

**SECTION D:**  
**Intended beneficiary's role in the delivery of housing**

**1. In Terms Of Section 26 (2) Of The Constitution, 1996, The State Must Take Reasonable Legislative And Other Measures, Within Its Available Resources, To Achieve The Progressive Realisation Of This Right.**

**Therefore:**

**As the tribal council, have you been allowed to participate in the housing delivery processes?**

.....

**Probe: if so, what is your role in the delivery of housing processes?**

.....

.....

.....

**Probe; if not, can you give reasons why you are not part of the processes?**

.....

.....

.....

.....

**SECTION E:**  
**Interventions to improve the delivery of low-cost housing**

**1. In Terms Of Section 2 (1) (A) Of The Housing Act, 1997 (Act No. 107 Of 1997), National, Provincial, And Local Spheres Of Government Must Give Priority To The Needs Of The Poor In Respect Of Housing Development.**

**Therefore:**

**What kinds of intervention have the Traditional Council implemented to give priority and towards improving the delivery of low-cost housing?**

.....

.....

.....

.....

**In your view, what do you recommend to be done differently to improve the provision of housing in the community?**

.....

.....

.....

.....

## Annexure D: Ratlou Local Municipality interview tool

### Appendix A:

#### Ratlou Local Municipality Interview Tool

|                      |  |
|----------------------|--|
| Questionnaire number |  |
|----------------------|--|

#### **DEMOGRAPHIC INFORMATION**

(Personal information in this section will be used for academic purposes only)

##### 1. Gender

|        |  |
|--------|--|
| Male   |  |
| Female |  |
| Others |  |

##### 2. Age of Group

|                       |  |                |  |                |  |                |  |                |  |                |  |                |  |                 |  |
|-----------------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|-----------------|--|
| Less than<br>25 years |  | 25-30<br>Years |  | 31-35<br>Years |  | 31-35<br>Years |  | 36-40<br>Years |  | 41-45<br>Years |  | 46-50<br>Years |  | More than<br>51 |  |
|-----------------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|-----------------|--|

##### 3. Ethnic Group

|       |  |       |  |          |  |       |  |
|-------|--|-------|--|----------|--|-------|--|
| Black |  | White |  | Coloured |  | Other |  |
|-------|--|-------|--|----------|--|-------|--|

##### 4. Marital Status

|        |  |         |  |            |  |          |  |               |  |
|--------|--|---------|--|------------|--|----------|--|---------------|--|
| Single |  | Married |  | Cohabiting |  | Divorced |  | Widow/widower |  |
|--------|--|---------|--|------------|--|----------|--|---------------|--|

##### 5. Highest Qualification

|                 |  |                |  |                 |  |         |  |
|-----------------|--|----------------|--|-----------------|--|---------|--|
| No<br>formal    |  | Below matric   |  | Matric          |  | Diploma |  |
| Bachelor Degree |  | Honours Degree |  | Master's Degree |  | PhD     |  |

**SECTION A:**  
**Background information on the delivery of low-cost housing**

**1. What Is Your Opinion On The Current State Of Low-cost Housing Delivery In Your Municipality?**

.....  
.....

**2. How Has The Delivery Of Low-cost Housing Changed For The Past 10 Years?**

.....  
.....

**Probe: Why is it so?**

.....  
.....

**3. In Your Opinion, Does The Low-cost Housing Delivery Method Meet The Expectations Of The Community?**

.....

**Probe: What is your motivation for the given answer?**

.....  
.....

**4. Does Your Municipality Currently Have Applicants On The Housing Waiting List?**

.....

**Probe: If so, how long, on average does one wait for the house?**

|                  |  |           |  |           |  |           |  |                    |  |
|------------------|--|-----------|--|-----------|--|-----------|--|--------------------|--|
| Less than 1 year |  | 2-4 years |  | 5-7 years |  | 8-9 years |  | More than 10 years |  |
|------------------|--|-----------|--|-----------|--|-----------|--|--------------------|--|

**SECTION B:**  
**Challenges to the delivery of low-cost housing**

**1. In Terms Of Section 26 (1) Of The Constitution Of The Republic Of South Africa, 1996, Everyone Has The Right To Have Access To Adequate Housing.**

**Therefore:**

**What do you think contributes as challenges to the realisation of this right to housing, in your Municipality?**

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

**SECTION C:**  
**Impacts of the housing delivery challenges**

**1. Based On The Challenges Highlighted, How Do These Challenges Impact Your Municipality And The Delivery Of Housing?**

.....

.....

.....

.....

**SECTION D:**  
**Municipality's role in the delivery of housing**

**1. In Terms Of Section 26 (2) Of The Constitution, 1996, The State Must Take Reasonable Legislative And Other Measures, Within Its Available Resources, To Achieve The Progressive Realisation Of This Right.**

**Therefore:**

**What is your role in ensuring that the right to housing is realised in your municipality?**

.....

.....

.....

**SECTION E:**  
**Interventions to improve the delivery of low-cost housing**

**1. In Terms Of Section 2 (1) (A) Of The Housing Act, 1997 (Act No. 107 Of 1997), National, Provincial, And Local Spheres Of Government Must Give Priority To The Needs Of The Poor In Respect Of Housing Development.**

**Therefore:**

**What kind of interventions has the municipality implemented to give priority and towards improving the delivery of low-cost housing?**

.....

.....

.....

**In your view, what do you recommend to be done differently to improve the delivery of housing in the municipality?**

.....

.....

.....

.....

## Annexure D: DoHS interview tool

### APPENDIX A: INTERVIEW TOOL

#### DoHS

|                      |  |
|----------------------|--|
| Questionnaire number |  |
|----------------------|--|

#### **DEMOGRAPHIC INFORMATION**

(Personal information in this section will be used for academic purposes only)

##### 1. Gender

|        |  |
|--------|--|
| Male   |  |
| Female |  |
| Others |  |

##### 2. Age of Group

|                       |  |                |  |                |  |                |  |                |  |                |  |                |  |                 |  |
|-----------------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|-----------------|--|
| Less than<br>25 years |  | 25-30<br>Years |  | 31-35<br>Years |  | 31-35<br>Years |  | 36-40<br>Years |  | 41-45<br>Years |  | 46-50<br>Years |  | More than<br>51 |  |
|-----------------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|----------------|--|-----------------|--|

##### 3. Ethnic Group

|       |  |       |  |          |  |       |  |
|-------|--|-------|--|----------|--|-------|--|
| Black |  | White |  | Coloured |  | Other |  |
|-------|--|-------|--|----------|--|-------|--|

##### 4. Marital Status

|        |  |         |  |            |  |          |  |               |  |
|--------|--|---------|--|------------|--|----------|--|---------------|--|
| Single |  | Married |  | Cohabiting |  | Divorced |  | Widow/widower |  |
|--------|--|---------|--|------------|--|----------|--|---------------|--|

##### 5. Highest Qualification

|                 |  |                |  |                 |  |         |  |
|-----------------|--|----------------|--|-----------------|--|---------|--|
| No formal       |  | Below matric   |  | Matric          |  | Diploma |  |
| Bachelor Degree |  | Honours Degree |  | Master's Degree |  | PhD     |  |

**SECTION A:**  
**Background information on the delivery of low-cost housing**

**1. What Is Your Opinion On The Current State Of Low-cost Housing Delivery In Your District?**

.....  
.....

**2. How Has The Delivery Of Low-cost Housing Changed For The Past 10 Years?**

.....  
**Probe: Why is it so?**

.....  
.....

**3. In Your Opinion, Does The Low-cost Housing Delivery Method Meet The Expectations Of The Community?**

.....  
**Probe: What is your motivation for the given answer?**

.....  
.....

**4. Does Your Department Currently Have Applicants On The Housing Waiting List?**

.....

**Probe: If so, how long, on average does one wait for the house?**

|                  |  |           |  |           |  |           |  |                    |  |
|------------------|--|-----------|--|-----------|--|-----------|--|--------------------|--|
| Less than 1 year |  | 2-4 years |  | 5-7 years |  | 8-9 years |  | More than 10 years |  |
|------------------|--|-----------|--|-----------|--|-----------|--|--------------------|--|

**SECTION B:**  
**Challenges to the delivery of low-cost housing**

**1. In Terms Of Section 26 (1) Of The Constitution Of The Republic Of South Africa, 1996, Everyone Has The Right To Have Access To Adequate Housing.**

**Therefore:**

**What do you think contributes as challenges to the realisation of this right to housing, in your department?**

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

**SECTION C:**  
**Impacts of the housing delivery challenges**

**1. Based On The Challenges Highlighted, How Do These Challenges Impact Your Department And The Delivery Of Housing?**

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

**SECTION D:**  
**Department of Human Settlement's role in the delivery of housing**

**1. In Terms Of Section 26 (2) Of The Constitution, 1996, The State Must Take Reasonable Legislative And Other Measures, Within Its Available Resources, To Achieve The Progressive Realisation Of This Right.**

**Therefore:**

**As the provincial sphere of government, what is your role in ensuring that the right to housing is realised in your district?**

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

**SECTION E:**  
**Interventions to improve the delivery of low-cost housing**

**1. In Terms Of Section 2 (1) (A) Of The Housing Act, 1997 (Act No. 107 Of 1997), National, Provincial, And Local Spheres Of Government Must Give Priority To The Needs Of The Poor In Respect Of Housing Development.**

**Therefore:**

**What kind of interventions has your department implemented in improving the quality of housing delivery and ensuring the progressive realisation of the right to housing?**

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

**In your view, what do you recommend to be done differently to improve the provision of housing in the district?**

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