CHAPTER 1

ORIENTATION AND PROBLEM STATEMENT

1.1   INTRODUCTION

This chapter highlights the public housing dilemma within the City of Cape Town Municipality and elaborates on the problem statement in greater detail. The research methodology will furthermore be discussed in some detail. Various databases were consulted, and an empirical study was conducted with identified respondents, as well as the research design for this study being concluded. The involvement and commitment of the City of Cape Town Municipality in building sufficient public housing opportunities were investigated. People experience economic needs which drive them to migrate to various Central Business Districts. The inward migration of people from neighbouring provinces and countries into Cape Town is contributing to the housing backlog in this city. This is also reinforced by the theory of Maslow's hierarchy of needs as described below.

According to this hierarchy, all human beings have basic needs that must be fulfilled. Dr Abraham Maslow, a humanistic psychologist developed a theory of personality that has influenced a number of different scientific fields, including education. The theory describes the realities of personal experiences and relates directly to the needs and emotions of the human being.

Maslow has identified a hierarchy of five levels of basic needs. Beyond these needs, higher levels of needs exist. These include needs for understanding, aesthetic appreciation and purely spiritual needs. Humanist's views have suggested that these levels are not necessarily sequential but can co-exist of each other.

The hierarchy's basic needs are as follows:

a. **Physiological Needs**
These are biological needs. They consist of needs for oxygen, food, water, and a relatively constant body temperature. They are the strongest needs

because if a person were deprived of these needs, the physiological ones would be met first in the person's search for satisfaction.

b. Safety Needs

When all physiological needs are satisfied and are no longer controlling thoughts and behaviours, the needs for security can become active. Adults exhibit little awareness of their security needs except in times of emergency or periods of disorganisation in the social structure (such as widespread rioting). Children often display the signs of insecurity and the need to be safe.

c. Needs for Love, Affection and Belongingness

When the needs for safety and for physiological well-being are satisfied, the next class of needs for love, affection and belongingness can emerge. Maslow states that people seek to overcome feelings of loneliness and alienation. This involves both giving and receiving love, affection and the sense of belonging.

d. Needs for Esteem

When the first three classes of needs are satisfied, the needs for esteem can become dominant. These involve needs for both self-esteem and for the esteem a person receives from others. Humans have a need for a stable, firmly based, high level of self-respect, and respect from others. When these needs are satisfied, the person feels self-confident and valuable as a person in the world. When these needs are frustrated, the person feels inferior, weak, helpless and worthless.
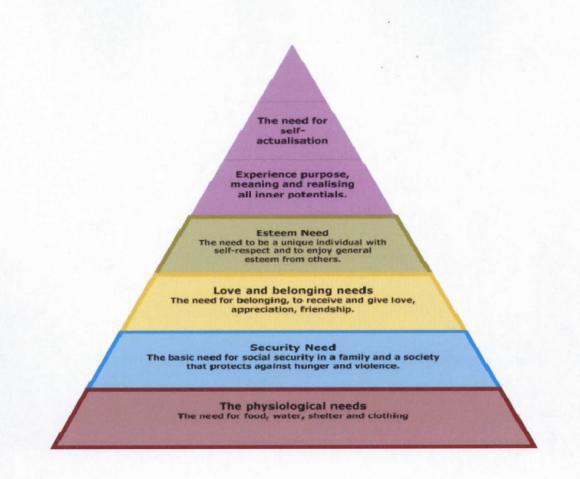
e. Needs for Self-Actualisation

When all of the foregoing needs are satisfied, then, and only then, are the needs for self-actualisation activated. Maslow describes self-actualisation as a person's need to be and do that which the person was "born to do". "A musician must make music, an artist must paint, and a poet must write." These needs make themselves felt in signs of restlessness. The person feels on edge, tense, lacking something, in short and restless. If he or she is hungry, unsafe, not loved or accepted, or lacking self-esteem, it is very easy to know what the person is restless about, but it is not always clear what a person wants when there is a need for self-actualisation (Simons, Donald & Drinneien, 1987:1).

Migrant workers from other countries also draw directly on the limited resources available to the City of Cape Town Municipality, in that they also need formal housing for shelter, a public infrastructure to operate their businesses, and make use of basic services provided to the thousands of people living in informal settlements in and around Cape Town. These foreign workers also have their hierarchy of needs and depend on the City of Cape Town for formalised housing opportunities. They also erect temporary structures which form part of the 223 informal settlements in and around Cape Town. This constant influx of people into the CBD causes a dilemma in public housing delivery for the City of Cape Town municipality. There are approximately 300 000 to 400 000 people waiting for public housing opportunities in the municipal area of the City of Cape Town Municipality. With its limited financial resources and a lack of suitable land for housing, it is very difficult for the Municipality to provide sufficient public housing for everyone on the waiting list. This list is growing by approximately 18000 families (48 000 people) each year (IDP, 2008:87). Cape Town's population has grown from 800 000 to 3.4 million people over the past 50 years and it is still growing at approximately 80 000 people per annum. This is placing severe strains on municipal service delivery and infrastructure (IDP 2007/8 – 2011/12: 6 & 7).

This study will focus on the challenges faced by the City of Cape Town municipality in providing sufficient formalised housing and basic services as well as eradicating all identified informal settlements in and around Cape Town. The City of Cape Town Municipality needs approximately R1 billion to purchase sufficient public land from central government in order to build formal housing structures to accommodate those living in backyards and in squatter camps in and around Cape Town (Powel, 2007b:3).

1.2   PROBLEM STATEMENT

In 1994, when the Government of National Unity assumed power, much work had to be done to ensure that the country would be on track and accepted by the international community. In fifteen years of democracy, the South African Government has achieved a great deal in terms of rebuilding the country. Many challenges still need to be overcome before this milestone is reached, however. Apartheid legislation in South Africa has left the country, and the majority of its

Figure 1: Maslow's Hierarchy of Needs

(Source: Modern Home Economics, 2004:25-26)

In order to satisfy the afore-mentioned basic human needs, people often migrate from the rural areas to the urban areas where more economic opportunities are available. Migrant workers leave their families and communities behind in search of job opportunities. Throughout the year the migrant workers will provide for the family financially while they live in informal structures in the city (Lehohla, 2006:1-2).

Migration of workers and their families is not limited to South Africans only; there are also millions of foreign workers from Zimbabwe, Botswana, Somalia, Nigeria, and in every major city of South Africa, in search of economic opportunities. During 2008, South Africa experienced the first xenophobic attacks by South African citizens on foreigners from the countries just mentioned. These attacks were mainly sparked by the constant influx of migrant workers into South Africa and the perception that they take away job opportunities and marry South African women (Prince.2008:11).

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people, in an underdeveloped state. According to the 2006/7 Annual Report of the Department of Housing, now called the Department of Human Settlements, in South Africa there is a housing shortage of approximately 2.4 million formalised housing opportunities (DOH, 2006/7). As mentioned, the City of Cape Town Municipality estimates a number of between 300 000 to 400 000 people waiting for public housing opportunities to be delivered (IDP, 2007/8). Municipalities in South Africa play a vital role as first level government at grass roots level, to address the inequalities of the past and supply much needed services to the poorest communities (RSA, 1996:81-82).

Informal settlements are housing communities that mainly develop when, for example, people from neighbouring provinces migrate to the Western Cape Province in search of social, economic and employment opportunities (Lehohla, 2006:1-2; IDP: 2008:87). People are moving into the CBD of Cape Town, mostly from the Eastern and Northern Cape Provinces, in search of economic opportunities (IDP2007/8 – 2011/12:63 & Dentlinger, 2007a:24). They need formalised public housing and infrastructure such as transportation, schools, hospitals and shopping malls that are relatively close to their workplaces. The City of Cape Town Municipality has developed a strategic housing plan to address the problem of the housing shortage within its area of responsibility. This strategic housing plan consists of a four phased approach, which is discussed in chapter 3 of this study.

Many informal settlement dwellers are disillusioned with the perceived slow delivery of houses by the City of Cape Town Municipality and the Provincial Government of the Western Cape Province. This feeling of disillusionment has led to violent clashes in Cape Town between shack dwellers and the South African Police Services (SAPS). The reasons for the perceived slow delivery of houses to the informal settlements were investigated, and the findings are included in this study (Medved, Du Plessis & Nkuna, 2007:1; Dolley & Ndewze, 2010:1).

The said Municipality has a legal mandate to provide formalised public housing structures to inhabitants of the more than 200 informal settlements. It is not possible for it to build sufficient houses for everybody with its limited financial resources, but the City of Cape Town Municipality must still provide rudimentary services to these impoverished communities. Every five years the communities

elect municipal councillors from their respective political parties or independent candidates from their community to represent them at municipal meetings. It is their job to see to it that their constituency and community receive the required basic services. City councillors represent the people at municipal council meetings and advise the council on how to channel much needed resources to where they are needed most.

The National Department of Housing (DOH) launched a pilot housing project in Cape Town called the N2 Gateway Project, which is situated near Gugulethu (IDP 2005/6:19). There have been many delays and political interference in the delivery of these formal houses in this pilot housing project. This project was administered by the City of Cape Town Municipality, but due to political interference from the provincial and national departments of housing at the time, over investigations into alleged corruption by building contractors and tender allocation procedures, the provincial Housing Department of the Western Cape Province again assumed full responsibility for housing delivery in this project from the City of Cape Town Municipality. The N2 Gateway pilot housing project was supposed to have delivered 22000 houses, but due to the many delays is running behind its delivery schedule. These delays are causing further pressure on public housing delivery in Cape Town (Gateway: 2005:1, Powel & Ndenza: 2007: 1& 4).

According to section 1 of the Housing Act 107 of 1997, housing is defined as:

"The establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, and health, educational and social amenities in which all citizens and permanent residents of the Republic will, on a progressive basis, have access to –
permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and potable water, adequate sanitary facilities and domestic energy supply."

According to the Collins Dictionary and Thesaurus (2006:132 &134) the meaning of house is defined as "a building used as a home or to give accommodation to someone". It also describes home as a place where one lives.

The South African Concise Oxford Dictionary (2002:552 & 560) as well as the Concise Oxford English Dictionary (2004: 681 & 691) describe house as "a building for human habitation" and home as "the place where one lives permanently, a house or flat".

Housing is defined by Oxford School Dictionary (2004:220) as "housing, house, accommodation, housing estate, and a set of houses planned and built together in one area."

According to Statistics SA in Census (2007c:12) housing is defined in the following terms:

The grouping 'formal dwelling' includes the following categories: house, flat, semi-detached house, unit in a complex (e.g. simplex) room in the backyard and a room not in the backyard.

Others include a caravan, a private ship and a workers' hostel.

None of the above definitions refer to an "Informal settlement structure" as being a house that can give effect to the definition contained in the Housing Act 107 of 1997, as stated: "permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements".

1.3.   RESEARCH OBJECTIVES

Given the above orientation and problem statement, the primary objective of this study is
- to analyse the five year Integrated Housing Plan (IHP) and the Integrated Development Plan (IDP) of the City of Cape Town Municipality in delivering formal housing opportunities or rudimentary services to the approximately 350 000 to 400 000 people living in informal settlements in and around Cape Town.

The secondary objectives of this study are:

- To evaluate the City of Cape Town Municipality's role in delivering houses to those living in the 222 informal settlements in and around Cape Town.

- To analyse the policies, strategies and legal requirements of the City of Cape Town Municipality in its quest to provide housing service delivery.

- Establish the challenges faced by the City of Cape Town Municipality in delivering housing infrastructure to the 222 informal settlements, which constitute approximately 350 000 people according to its IDP approved for the period 2007-2009; and

- Establish the possible reasons for the perceived slow delivery of housing in the government's pilot housing project, namely the N2 Gateway Project.

1.4   RESEARCH QUESTIONS

In order to address the purpose of this research, the following research questions have been raised.

- What is the City of Cape Town Municipality's role in delivering houses to those living in the 222 informal settlements in and around Cape Town?

- What are the policies, strategies and legal requirements for municipal service delivery with reference to especially housing service delivery?

- What are the challenges faced by the City of Cape Town Municipality in providing housing infrastructure to the said informal settlements?

- What are the possible reasons for the perceived slow delivery of housing in the government's pilot housing project (N2 Gateway Project)?

1.5   CENTRAL THEORETICAL ARGUMENTS

The following preliminary arguments serve as the basis for this study:

- The City of Cape Town Municipality will not be able to build the required number of houses by 2014 (Dentlinger 2007a:4 & Powell, 2007c:3).

- The deadline of 2014 to eradicate all informal settlements is unrealistic according to Dentlinger (2007b:3). A contributory factor is the challenge to

secure funding in order to purchase sufficient land from central government where 48000 formal housing structures will be erected.

- The N2 Gateway pilot housing project is struggling to live up to its mandate to complete 22 000 bank bonded houses. This project is already R700 million over its budget (Powell and Ndenza 2007:1 & 4). This further contributes to and worsens the housing dilemma faced by the City of Cape Town Municipality and the Western Cape Province.

1.6   RESEARCH METHODOLOGY

A literature review, semi-structured interviews and an evaluation of the Integrated Development Plan (IDP 2011/12) and the Integrated Housing Plan (IHP 2011/12) as approved by the City of Cape Town Municipality were used to conduct research for this study.

1.6.1   Literature study

In order to attend to the primary and secondary objectives of this research as mentioned, a literature study was undertaken. From this it is evident that there is sufficient information on the Internet, minutes of council meetings, newspaper articles, and official documents related to housing and the IDP and IHP of the City of Cape Town Municipality, in order to conduct the research for a study of this nature (a mini-dissertation). In support of the quantitative research, exploratory research methods have been used to study the following pieces of legislation and public housing policy which govern the process of housing delivery by the City of Cape Town Municipality:

- The Constitution of the Republic of South Africa Act 108 of 1996
- The Bill of Rights as contained in the Constitution of SA
- The Housing Act 7 of 1997
- The Social Housing Bill of 2007
- Home Loan and Mortgage Disclosure Act 63 of 2000
- Housing Consumer Protection Measures Act 95 of 1998
- Prevention of Illegal Eviction and Unlawful Occupation of Land Act of 19 of 1998

- Comprehensive Strategic Housing Plan 1994 – (Breaking New Ground (BNG)
- The Five Year Integrated Housing Plan of Cape Town for the years 2007/8 – 2011/12.
- The Five Year Integrated Development Plan of Cape Town for the years 2007/8 – 2011/12.

City of Cape Town Municipality discussion documents, minutes of meetings, periodicals, dissertations and theses reports from research institutions and universities were also consulted as secondary sources. These were supported by recorded findings on various studies conducted on housing and economic development in South Africa.

1.6.1.1 *Databases consulted*

The following databases have been consulted prior to preparation of the research proposal to ascertain the availability of study material for the purpose of this research:

I.   NRF: Nexus
II.   City of Cape Town Municipality website
III. Western Cape Provincial Housing Department website
IV.   South African Government, National Housing Department website
V.   All local newspapers and associated news websites.

Currently there are sufficient resources and information available to undertake research on the problem. Literature was reviewed and the research data and findings will be presented scientifically. A quick scan through the City of Cape Town Municipality discussion documents on housing, minutes of meetings, periodicals, dissertations and theses reports on the topic of public housing has shown that the information is current, relevant in South Africa and not outdated.

1.6.2   Empirical study

Information was acquired by means of quantitative and qualitative research methods. According to Struwig and Stead (2001:04, 11) quantitative research is a form of conclusive research involving large representative samples and fairly

structured data collection procedures. The primary role of quantitative research is to test a hypothesis. The term qualitative research does not describe a single research method since many are associated with such research. Qualitative research is not easily defined and yet it does display certain characteristics, sufficient to distinguish it from quantitative research methods.

Semi-structured interviews, which may be used in qualitative research, are interviews that are only partially prepared (Struwig & Stead, 2001:98). The key questions (which must be asked) are formulated prior to the interview. The interviewer has the necessary leeway to ask follow-up questions and hear a detailed explanation of responses (Cheminais et al., 1998:144).

Semi-structured interviews were used to conduct interviews with relevant role-players within the City of Cape Town Municipality and to determine the key challenges, which this municipality faces in building enough houses to eradicate the informal settlements in and around Cape Town. These interviews were held to verify and evaluate the data obtained from the selected respondents interviewed.

The specific role-players were the mayor of the City of Cape Town Municipality, the Executive Director of Housing of the City of Cape Town Municipality, two members of the Mayoral Committee and two ward councillors of Mitchell's Plain and Strandfontein or their delegates in their absence. Other role-players in public housing delivery were also the residents of informal settlements and backyard dwellers in Cape Town.

On the basis of the research objectives all relevant information was analysed, evaluated and presented in a scientifically written format to be incorporated in this mini-dissertation. The scientific analysis was carried out with the help of the Statistical Consultation Services at the Potchefstroom Campus of the North West University.

1.6.2.1 Research design

The semi-structured interviews were supported by the following:

A Likert-type scale response questionnaire was used to gather information from the City of Cape Town Municipality and informal settlement and backyard dwellers on the nature and extent of the public housing service delivery in Cape Town.

According to Struwig and Stead (2001: 94) such a questionnaire is usually linked to a number of statements to measure attitudes or perceptions: 5-point or 7-point scales are often used.

1.6.2.2   *Respondents*

As mentioned, the mayor of the City of Cape Town Municipality, two mayoral committee (Mayco) members and the Executive Director of housing of the City of Cape Town Municipality were focused upon as selected respondents. In addition six (6) municipal housing officials were identified as a sample of the total municipality population of approximately 22 000 employees for this data collection. In the case where the main respondents were not available for the interviews, semi-structured interviews were conducted with their delegates from the housing directorate. Interviews were also conducted with six (6) residents from the informal settlements and backyard dwellers in various informal settlements to obtain a perspective on public housing from both parties.

1.7   CHAPTER LAY-OUT

The first chapter of the mini-dissertation dealt with the orientation, problem statement and the relevant research questions which were researched.

Chapter 2 outlines in detail what public housing entails in the South African context. It further describes the housing dilemma within the City of Cape Town Municipality.

Chapter 3 evaluates the relevant policies, strategies and legal requirements for public housing service delivery in South Africa, and specifically the said municipality.

A literature study as well as an empirical study was conducted, the latter by means of semi-structured interviews with key role-players in the City of Cape Town Municipality. This is covered in Chapter 4. The reasons for the perceived slow delivery of the Joe Slovo N2 Gateway public housing project (Governments Pilot Housing Project) were also investigated in this chapter.

Chapter 5 contains logical conclusions and recommendations on the way forward, based on the findings of the quantitative and qualitative research, procedures to be followed, and objectives to be met within set time frames.

1.8   CONCLUSION

This chapter contained the introduction and reasons for this study, the research objectives and questions, theoretical arguments and research methodology, while the structure of this study was outlined. The Government of South Africa and the City of Cape Town Municipality both have a legislative mandate to supply citizens with adequate public housing opportunities. There is sufficient legislation in South Africa (RSA) to provide for the ever increasing housing backlog due to continuous migration of workers from rural areas into the urban areas and in the CBD. The influx of foreigners into SA is posing further challenges to the housing dilemma in the country and the City of Cape Town Municipality.

In the next chapter, the housing dilemma in SA and in particular the City of Cape Town's municipal area of responsibility will be discussed in detail. It will outline what public housing entails in the South African context. The key challenges facing the said municipality will be identified and investigated.