

## **CHAPTER 4**

### **CHALLENGES FACED BY THE CITY OF CAPE TOWN MUNICIPALITY IN DELIVERING PUBLIC HOUSING OPPORTUNITIES IN CAPE TOWN: EMPIRICAL FINDINGS**

#### **4.1 INTRODUCTION**

The various challenges faced by the City of Cape Town Municipality in dealing with the public housing dilemma in Cape Town were discussed in detail in Chapter 2. Applicable Acts and requirements within the housing sector were explored in Chapter 3.

This chapter deals with empirical findings from semi-structured interviews conducted with identified housing officials, informal settlement and backyard dwellers. The chapter further expounds the methodology used by the researcher in gathering the required information. It also elaborates on the empirical findings and draws conclusions from the personal interviews conducted with respondents.

The research will also indicate the limitations and problems experienced while conducting these interviews. All findings, interpretations, analysis and conclusions are presented in a logical and scientific manner that will aid the discussion in terms of the problem statement.

#### **4.2 RESEARCH METHODOLOGY**

Research methodology is a purposeful, precise and systematic search for new knowledge, skills, attitudes and values. Methodology may also be used by a researcher to re-interpret an existing knowledge, skills, attitudes and values (Anon 2010:1). Pretorius (2010:1) defines research as a systematic inquiry aimed at providing information to solve problems. It also relates to qualitative and quantitative methods, data collection, recording and analysis and final output of a research proposal (Voce 2010:1).

A literature study as well as an empirical one was conducted by means of semi-structured interviews. Information was acquired by means of quantitative research

methods used by the researcher. A detailed explanation of the research methodology is presented hereunder.

#### **4.2.1 Description of quantitative research methods**

According to Struwig and Stead (2001:4 &11), quantitative research is a form of conclusive research involving large representative samples and fairly structured data collection procedures. A primary role of quantitative research is to test a hypothesis.

The South African Medical Research Council (2010:2) defines quantitative research as typically having testable hypotheses that provide clear cut, definitive answers to questions. The knowledge and scientific claims resting on the principle of its construction are precise, logical, replicable, falsifiable and independent of the observer. The phenomena/constructs to be researched are already clearly named and can be therefore be counted/quantified and statistically analysed (MRC, 2010: 2).

According to Ramchader (2004), the quantitative research approach is grounded in the positivist social sciences paradigm. This paradigm adopts a deductive approach to the research approach. It thus commences with theories, hypotheses, or research questions about a particular topic, gathers data from real-world settings and then analyses the data statistically to support or reject the hypotheses (Ramchader, 2004:106).

#### **4.2.2 Description of qualitative research methods**

The term qualitative research does not describe a single research method. Qualitative research is not easily defined and yet it does have certain characteristics which distinguish it from quantitative research methods (Struwig & Stead 2001: 12).

According to the South African Medical Research Council (2010:2), qualitative research is not an alternative to quantitative research. Qualitative research relies on an emic-insider perspective. It is concerned with exploring the perspective of informants/insiders as regards a particular social world or set of experiences. This method also explores the how, when and why questions that is meaningful to the

participants. It examines the participant's own views on significant issues. It also seeks to obtain intuitive, empathic understandings (MRC, 2010:10-12).

The qualitative approach is grounded in the interpretative social science paradigm. Qualitative forms of investigation tend to be based on a recognition of the importance of the subjective, experiential 'lifeworld' of human beings. A qualitative methodologist is described as one who captures what people say and do as a product of how they interpret the complexity of their world, and who attempts to understand events from the viewpoint of the participants. Since qualitative reports are not presented as a statistical summation, but rather adopt a more descriptive, narrative style, this type of research is likely to be of particular benefit to the qualitative methodologist (Ramchader, 2004:105).

#### **4.2.3 Definition of semi-structured interviews**

Semi-structured interviews 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 detailed explanations of responses (Cheminais et al., 1998:144). Semi-structured interviews were used to conduct interviews with relevant role-players within the given Municipality and informal settlement dwellers. The said interviews were used to determine the key challenges which the City of Cape Town Municipality faces in building sufficient public houses as well as providing basic services to the informal settlements in and around it (Anon, 2007b:4). The interviews were held to verify and evaluate the data obtained from the relevant literature review on public housing delivery by the City of Cape Town Municipality. All the questionnaires and the responses from key role-players in the City of Cape Town department of housing and informal settlements were treated as confidential and anonymous by the researcher.

#### **4.2.4 Likert-type scale questionnaire**

The semi-structured interviews are supported by Likert-type scale response questionnaires. These questionnaires were used to gather information from the City of Cape Town Municipality on the nature and extent of the public housing service delivery in Cape Town. According to Struwig and Stead (2001:94), a

Likert-type scale response questionnaire is usually linked to a number of statements to measure attitudes or perceptions; 5-point or 7-point scales are often used. Certain guidelines were taken into consideration for development of the questionnaire. They include:

- Keep it short. Questionnaires should be as brief as possible and solicit only information essential to the research project. Every item should be tested against the criteria:
  - What does the researcher intend to do with the requested information?
  - Is it absolutely essential to have the information to solve part of the research problem?
- Use clear, simple, unambiguous language. Write questions that communicate exactly what is expected. Avoid terms that the respondents may not understand, such as obscure words or technical jargon and words that do not have precise meanings, such as several and usually;
- Check for unwarranted assumptions that are implicit in questions;
- Word questions in ways that do not give clues about preferred or more desirable responses;
- Check for consistency;
- Determine in advance how you will code the responses;
- Keep the respondent's task simple;
- Provide clear instructions;
- Give a rationale for any items with an ambiguous purpose;
- Make the questionnaire attractive and professional looking;
- Conduct a pilot test; and
- Scrutinise the almost-final product carefully to make sure it addresses the research needs (Ehlers, 2002:29).

### **4.3 RESEARCH DESIGN**

The study is both quantitative and qualitative in nature. It makes use of semi-structured interviews, questionnaires and a document or literature review.

According to Mouton (2006:50), a research design is like a plan or blueprint of how one intends conducting the research. This provides the overall framework for

collecting research data. Once the problem has been concretely formulated, the design is developed in order to provide a format for the detailed steps in the study. The design is relatively specific, consisting of a series of guidelines for specific data gathering. The type of design depends upon the problem statement. The research design assists in obtaining answers to the research questions. It furthermore shows the step-by-step sequence of actions used in carrying out a scientific investigation essential to obtaining objective, reliable and valid information (Mouton, 2006:50).

#### **4.3.1 Literature review**

A literature study amongst other activities was used to conduct research for this study. According to Mouton (2006:48), any researcher who decides to conduct research should make sure that they are knowledgeable about the topic they are researching. It is of utmost importance that the researchers spend sufficient time and effort on other authors' related work in the specific field. Mouton (2006:48) further reiterates that one cannot advance knowledge in one's field without first learning what has been achieved by others and what still remains to be achieved

Mouton (2006: 26) explains that the purpose of a literature review is to:

- Report the research of others and not the new research itself;
- Provide a background to the new research;
- Link the new research to what has preceded it;
- Identify effective practice;
- Justify the need to conduct new research; and
- Provide a bibliography.

In this study, official documents such as reports, minutes of meetings, policy statements and legislation were used. A literature review was chosen as a secondary data collection instrument to supplement questionnaires and semi-structured interviews, as an attempt to ensure triangulation.

#### **4.3.2. Construction of the questionnaire**

The semi-structured interviews used in this study were supported by a Likert-type scale response questionnaire. (See Annexure A)

Section A: Biographic information – this is necessary to determine the respondents' level of experience in local government, including their knowledge of systems, processes and procedures.

Section B: Semi-structured questions put to informal settlement dwellers and housing officials of the City of Cape Town Municipality. This section is necessary to determine the commitment of the City of Cape Town Municipality in delivering actual housing opportunities as well as upgrading many informal settlements with basic services.

Section C: Likert-type responses to test the perceptions and attitudes of both informal settlement dwellers and Municipality housing officials. This information is necessary to measure the attitudes towards housing and make deductions about the reasons for the difference of opinions, if any.

#### **4.3.3 Data collection methods**

Different types of research methods can be used to collect data. For the purposes of this study, the following were employed:

- Current and relevant legislation on public housing provisioning as promulgated by the South African Government and housing allocation policy documents by the City of Cape Town Municipality;
- Relevant official media statements, articles and documentation; and
- Semi-structured interviews with the Housing Department of the City of Cape Town Municipality as well as interaction with and observation of many people living in the informal settlements in and around Cape Town.

#### **4.3.4. Study population and problems encountered**

The semi-structured interviews were conducted with seven full time employees of the City of Cape Town Municipality's housing department. The researcher also conducted personal interviews with six informal settlement and backyard dwellers to validate the information obtained from the literature review. The researcher experienced some difficulty in that a few of the City of Cape Town Municipality's housing officials did not respond to the request for an interview or some appeared to be too busy and sent someone else in their place. Not all informal settlement

dwellers that the researcher spoke to were prepared to participate in this study. A few of them cited fear of intimidation and harm whereas others just did not show interest in participating at all. However, the eventual respondents were knowledgeable enough to answer the interview questions, and contributed positively to the body of knowledge and problem statements of this study.

#### **4.3.5. Processing of research data**

The results obtained from semi-structured interviews conducted with respondents were processed by the researcher on MS Word and MS Excel software programs, analyzed and interpreted. He made use of pie charts, spreadsheets and graphs to describe the empirical findings of this chapter in a more graphical manner. The calculated percentages as presented in this chapter represent a true reflection of the views, suggestions and opinions of the respondents in this study.

### **4.4. ANALYSIS AND INTERPRETATION OF EMPIRICAL DATA**

In order to validate the information gathered as part of this research project it was necessary to conduct an empirical study. Herewith are the results of a detailed analysis on the public housing delivery, conducted by the researcher. The report outlines detailed summaries and deductions made from the respondents' feedback to a standardised semi-structured interview questionnaire. The findings obtained are discussed in some detail. The interviews were transcribed and then analysed by the researcher.

#### **4.4.1 Section A: Biographical data and employment particulars**

Tables 2 to 11 below illustrate the biographical data obtained from the semi-structured interviews.

**Table 2: Ages of housing officials**

<b>Age group</b>	<b>Frequency</b>	<b>Percentage</b>
25 years and younger	0	0%
26 to 29 years old	0	0%
30 to 44	3	43%
45 to 54	3	43%
55 and older	1	14%
Total	7	100%

The above table reflects the ages of the seven respondents who participated in this study. This is an indication that they have sufficient life and work experience to accurately answer the various questions on public housing service delivery. They were all part of the City of Cape Town Municipality's management team, were exposed to council decisions and have access to policy documents and statements on public housing service delivery in the Municipality. The group possessed sufficient exposure to and knowledge of housing operational plans to verify the information collected during the literature review. It was established that all of them are between the ages of 30 and 55 years old.

**Table 3: Ages of informal settlement and backyard dwellers**

<b>Age group</b>	<b>Frequency</b>	<b>Percentage</b>
25 years and younger	0	0%
26 to 29 years old	1	16%
30 to 44	2	34%
45 to 54	2	34%
55 and older	1	16%
Total	6	100%

Table 3 illustrates that six respondents participated in these interviews. They are between the ages of 25 to 55 years and had various levels of life experience. All of them express the same need for the provisioning of public housing.

**Table 4: Race groups of the housing officials**

<b>Race</b>	<b>Frequency</b>	<b>Percentage</b>
African	0	0%
Coloured	5	71%
Indian	0	0%
Whites	2	29%
Total	7	100%

Table 4 shows that the majority of the respondents (71%) were from the Coloured community. The respondents to the research interviews were nominated by the Mayor of Cape Town and the Management Committee (Mancom) member for public housing to represent them. Even though Coloureds are also considered as Black in terms of the Employment Equity Act, there were no ethnic Black officials with whom an interview could be conducted. The researcher approached one Black housing official via email and cell phone to participate but there was no



response to the request. It can be deduced that there were not sufficient Black city housing officials, with sufficient experience in public housing delivery at the time, with whom the researcher could have conducted an interview. This table also confirms that Whites (29%) and Coloureds (71%) in the City of Cape Town have longer years of service and work experience.

**Table 5 Race groups of the informal settlement and backyard dwellers**

Race	Frequency	Percentage
African	5	83%
Coloured	1	17%
Indian	0	0%
Whites	0	0%
Total	6	100%

Table 5 above indicates that most of the participants living in informal settlements and backyards in Cape Town stem from the African and Coloured communities. The researcher did not come across any white or Indian people living in the Cape Town informal settlements visited during this study.

**Table 6: Gender of housing officials**

Gender	Frequency	Percentage
Male	4	57%
Female	3	43%
Total	7	100%

Table 6 indicates that the majority of city housing officials were male (57%); 43% were females. Females involved in housing delivery were in a slight minority. The researcher draws the conclusion that the City of Cape Town should employ more females, especially with skills in the public housing field. However, to obtain a clear indication of the total number of females involved in housing and employed by the City of Cape Town municipality would require an in-depth study of their employment equity policies and recruitment policies. This does not form part of this study.

**Table 7: Gender of informal & backyard dwellers**

Gender	Frequency	Percentage
Male	3	50,0%
Female	3	50,0%
Total	6	100%

There is a clear 50/50 split between males and females who participated in the study.

**Table 8: Departmental sections where housing officials work**

<b>Department</b>	<b>Frequency</b>	<b>Percentage</b>
Housing & Policy Research	1	14.29%
Planning of Informal settlements	1	14.29%
Engineering services to informal settlements	1	14.29%
Informal settlement improvement strategy	1	14.29%
Ward councillors associated with public housing	3	42.86%

Table 8 suggests that the respondents nominated by the senior politicians to participate in the study were very knowledgeable about the operations and policy implementation of the City of Cape Town's public housing delivery programme. They could confirm or deny certain statements and perceptions about the housing opportunities and delivery in Cape Town.

**Table 9: Marital status of housing officials and informal settlement dwellers**

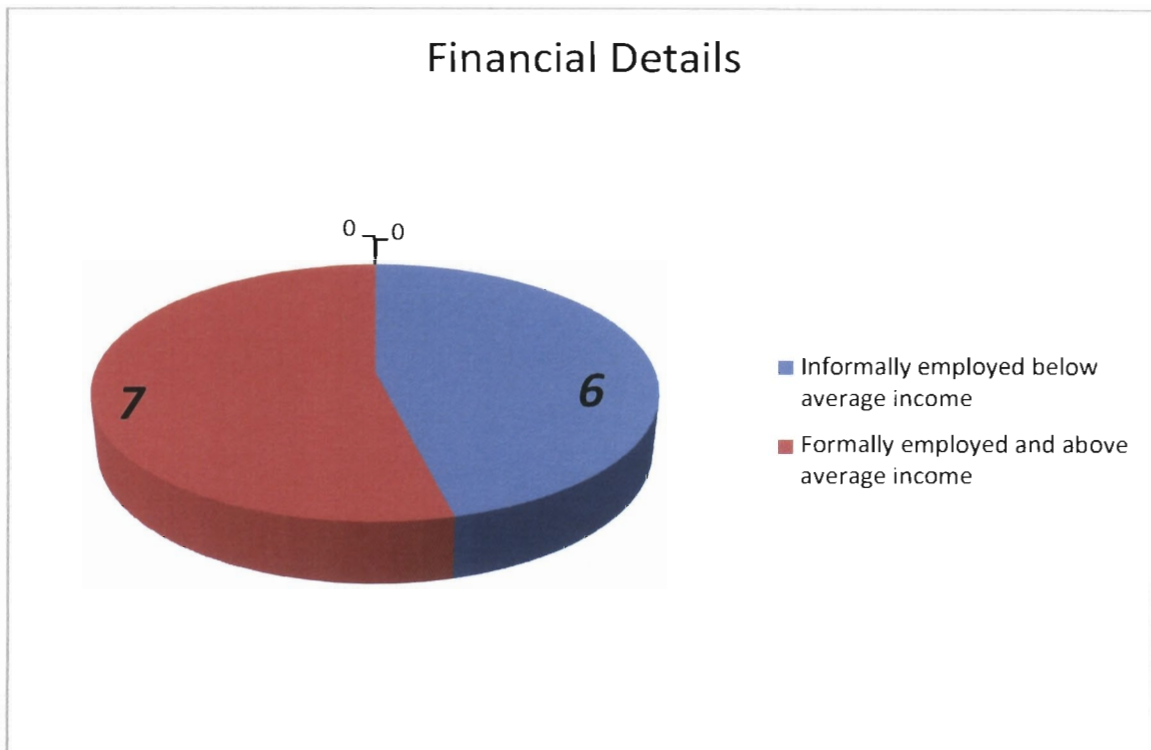
<b>Marital status</b>	<b>Frequency</b>	<b>Percentage</b>
Married	13	100%
Un-married	0	0%
Total	13	100%

One hundred percent of respondents revealed that they were all married. Suitable formal housing was high on their priority lists, as it accords security to their family structures. The deduction can be made that all the respondents understood the challenges of family life. City housing officials all committed themselves to assisting the impoverished people in the informal communities where they work. Their input into this study was valuable in that they could identify with the needs of those people.

**Table 10: Highest educational qualifications of all respondents**

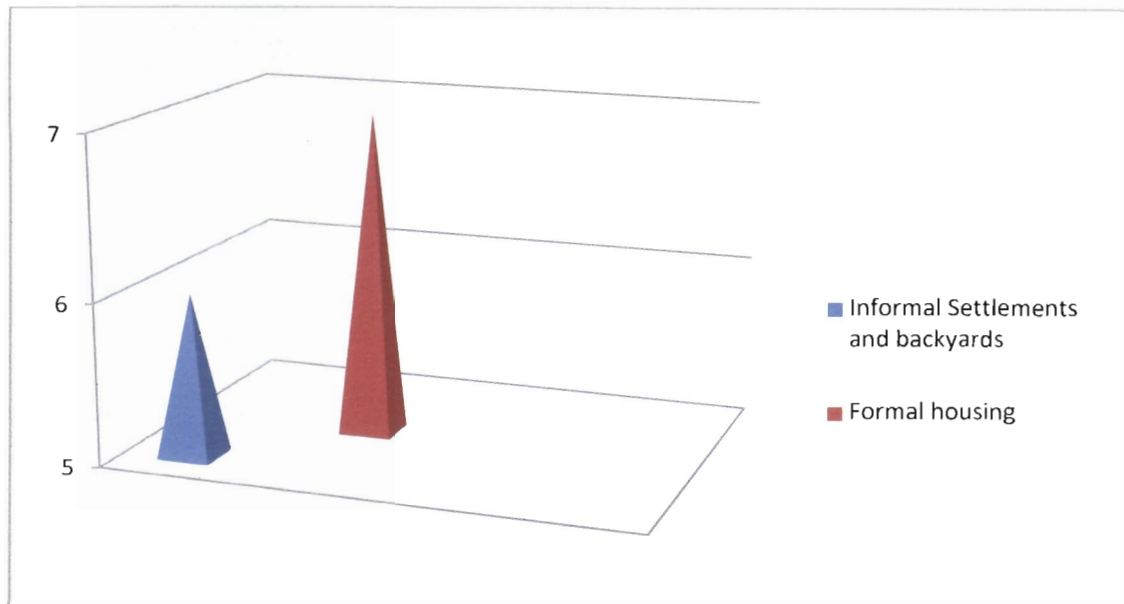
<b>Educational level</b>	<b>Frequency</b>	<b>Percentage</b>
Primary school	3	23%
Senior secondary	4	31%
Technical qualification	1	8%
Diploma/Degree	2	15%
Postgraduates	3	23%
Total	13	100%

Table 10 above illustrates that many of the respondents to the study (31%) were educated to the senior secondary level. Three respondents from informal settlements were educated at a primary school level (23%). One respondent living in an informal settlement had completed a technical qualification. According to the above table City of Cape Town housing officials were educated at either a degree or post graduate level (15% and 23%) respectively. Those who did not have a degree had many years working experience in the public housing arena. One city official reported approximately 30 years experience in public housing.



**Figure 6: Financial position of housing officials & informal settlement dwellers**

From the interviews the researcher established that the municipal housing officials (7) are fulltime employees (managerial level) and earned an above average income. This placed them in a position to purchase housing from the formal housing market. In contrast to this, the informal settlement and backyard dwellers were earning below average salaries and could not afford to do so. They remain dependent on the Government for housing assistance.



**Figure 7: Type of housing occupied by all respondents to the study**

From interactions with the various housing officials, the researcher confirmed that none of these respondents live in any of the 223 informal settlements or in backyards in and around Cape Town. The above graph depicts the difference between the housing occupied by the City of Cape Town housing officials and that of the informal settlement and backyard dwellers.

#### **4.4.2. Section B: Semi structured interview questions with municipality housing officials**

In this section, the attitudes and perceptions of housing officials with regard to public housing infrastructure delivery are measured. This is important in order to confirm the City of Cape Town Municipality's strategic and operational plans in order to provide sufficient housing opportunities and or upgrade many of the identified informal settlements in and around Cape Town.

**B1. Can you please confirm the number of informal settlements situated in the City of Cape Town?**

Forty three percent of respondents confirmed that 223 informal settlements exist as identified by the City of Cape Town in their master plan, while 43% quoted a slightly lower figure for informal settlements in Cape Town than that. 14% of the respondents were of the opinion that the figure was somewhat inflated and not as bad as was quoted in the media. The researcher obtained a spreadsheet from the City of Cape Town wherein it lists the names of 222 identified informal settlements as part of its master plan upgrading programme. A copy of this master plan is included as an annexure, and formed part of chapter 2 of this study.

***B2. Does the City of Cape Town own sufficient public land to build enough houses for those living in informal settlements and in backyards?***

All of the City officials interviewed confirmed that the Municipality does not own sufficient public land to build houses to accommodate all the people on its official waiting list. This was highlighted as one of the biggest challenges facing the Municipality. They also mentioned the "Urban edge" as a challenge in that natural restrictions prevent the city from growing bigger than it currently is. The city is also home to many natural plant species. Hence not all the available land can be allocated to public housing development. According to the respondents, another challenge is to identify how much land is required to accommodate all the informal settlement dwellers in Cape Town. Housing development will be undertaken along the N7 highway moving towards the Atlantis housing development on the west coast. The Municipality acquired 210 ha of land at a cost of R154 million to be utilised in its medium term housing programme.

***B3. Does the City of Cape Town have a plan to increase the production of housing units from 4000 to the required 7000 units per annum?***

One housing official confirmed that the City of Cape Town Municipality has spent 99,6% of its 2008/9 annual allocated housing budget of R550 million received from the Provincial Government of the Western Cape Province. The researcher could ascertain from the interviews that the City of Cape Town Municipality delivered 6439 housing units during the 2007/8 financial year. The aim was to increase its housing production to approximately 8400 housing units by 30 June

2010. This will be followed by a planned 8500 units during the next financial year (2010/11) and 8800 units planned for delivery during the 2011/12 financial year.

According to all of the respondents, the demand for public housing in the City of Cape Town Municipality's municipal area will always be higher than that which the Municipality can actually deliver within its limited budgets allocated from the provincial government of the Western Cape Province. The research confirms that the Municipality has increased its delivery of housing opportunities from 4000 units to approximately 6400 units. According to 43% of the respondents, even if the Municipality should push up their delivery to 10 000, units this will never be sufficient to cater for the official need for public housing in Cape Town. According to 57% of respondents, the municipal updated statistics show that 386 590 households (formally 400 000) have expressed the need for a housing opportunity.

***B4. Please explain the City of Cape Town's housing plan to upgrade the 223 informal settlements in and around Cape Town.***

All of the respondents confirmed to the researcher that the City of Cape Town has devised a four-phased strategic plan to upgrade most of the 223 informal settlements in the City. According to housing officials not all of these are suitable for upgrading because of their location. Some areas are a flood risk and have to be moved to higher ground. Many people will have to be moved to temporary settlement areas (TRAs) to allow the housing officials of Cape Town to upgrade their areas. The housing officials confirmed during the interviews that areas are identified for in-situ upgrade according to the City of Cape Town Municipality's Strategic Housing Plan, which was first disclosed during 2007. Eighty percent of housing officials confirmed that the four phase in-situ informal settlement upgrading programme is still on track. Respondents supplied the researcher with a copy of the Incremental Upgrading Module which is included as Annexure B in the mini-dissertation.

***B5. What are the major challenges faced by the City of Cape Town Municipality in delivering sufficient housing infrastructure to people on your waiting list?***

Two of the respondents (86%) remarked that the said Municipality has to manage and strictly enforce the City's urban edge. All of the housing respondents identified constant migrating into Cape Town, as the biggest challenge that the municipality's housing directorate is currently facing.

***B6. Why is the City of Cape Town Municipality not involved in the government's pilot housing project, namely the N2 Gateway Housing Project?***

All of the respondents confirmed that the removal of the Municipality from managing the building of houses in the N2 Gateway project was a political decision, which was taken at the highest level of Government. According to one of the respondents (14%), the City of Cape Town Municipality is still involved in chairing the committee that oversees the N2 Gateway beneficiary identification process, but not in the actual delivery of housing opportunities to the community. All of the city officials were not prepared to elaborate much more on this particular housing project in Cape Town.

***B7. Will the City of Cape Town Municipality be in a position to eradicate all informal settlements in Cape Town and deal with all public housing requirements by 2014?***

One hundred percent of the respondents related that the 2014 goals for eradication of informal housing were set by the signatories to the United Nations Millennium goals and represented a benchmark for all member countries to work towards. This was a political decision. Putting it into practice through operational plans is not always possible for many reasons. Limited financial resources, lack of suitable public land and the constantly growing need for public housing are some of the reasons cited by respondents as to why they cannot eradicate informal settlements in Cape Town by 2014. All respondents were of the strong view that informal settlements will, rather, be upgraded to improve the livelihood of people living there. Forty three percent said that the 2014 goal is not possible in terms of the demand for public housing against the funding received from Government. The Municipality cannot spend the city's entire budget on delivering public housing opportunities and in the process neglect the rest of the essential services required by the rest of the residents of Cape Town.



**B8. Does the City of Cape Town Municipality have a policy for allocating housing units to people on the waiting list?**

According to 14% of the respondents the City of Cape Town Municipality has updated its public housing allocation policy. This policy was discussed in greater detail in chapter 3 of this study. According to 50% of the respondents there are people who have been waiting for as long as 27 years to receive public housing assistance. Three housing officials (43%) encouraged backyard dwellers at a public meeting – attended by the researcher – to register their need for public housing with the Municipality. According to 57% of respondents, the allocation policy highlights a 70/30 agreed split between people living in informal settlements close to the new housing development and the current backyard dwellers in the City. It can be deduced that many people are waiting, but that their need for houses is not registered on the official housing waiting list (database) by the municipality. The City of Cape Town Municipality does its own analysis of the housing dilemma (backlog), but people in need must still register this on the housing database. This point should be investigated in greater detail in future.

**B9. Is the City of Cape Town Municipality considering the Chinese housing model of densification to solve the housing backlog in Cape Town?**

Fifty percent (50%) of the respondents were sceptical about the so-called Chinese housing model of densification in this regard. These respondents confirmed that housing officials went on fact finding missions to China and Singapore to investigate these high rise buildings, which were used to meet their housing demands. Forty three percent of respondents cited cultural and legislative differences in these countries that were visited, particularly with regards to housing demand and migration between provinces. According to one respondent (14%), the above mentioned countries exercise much stricter control over movement and migration than South Africa. Fourteen percent of respondents highlighted, from an engineering perspective, that various impact studies must still be conducted by the Municipality before these housing projects will be considered for implementation. Due to the outstanding results of the impact study, there will be no immediate benefit for people waiting on public housing opportunities in and around Cape Town.

**B10. Can you please explain the public private partnership between the City of Cape Town Municipality and the major banks?**

Fifty seven percent (57%) of respondents confirmed that households who earn between R3501 and R10 000 per month do not qualify for state housing subsidies. This income group is not catered for by the private sector or private developers, thus leaving a so-called “gap” in the housing market. The City of Cape Town Municipality has entered into partnerships with various banks to build houses for this income group in and around Cape Town. This is commonly known as GAP housing development.

**B11. Please explain the City of Cape Town's plan to prevent informal settlement dwellers from committing illegal land grabbing to build new informal houses in Cape Town.**

Forty-three percent of respondents confirmed to the researcher that the Municipality has established a specialised anti-land invasion unit that works all year round to ensure that suitable public land allocated for housing, or any other vacant land, is not illegally occupied by informal settlement dwellers and used to build new informal housing. They provided the researcher with a copy of the particular Act that governs this process which was examined in greater detail in chapter 3 of this study.

The researcher used two different questionnaires, one to interview the identified city housing officials and another one to interview the informal and backyard dwellers, because it is important that he obtained credible and objective feedback on public housing delivery in Cape Town.

**4.4.3. Section B: semi-structured interview questions with informal settlement and backyard dwellers**

The purpose of this section is to separately analyse the responses to the questionnaire which was used to conduct interviews with informal settlement and backyard dwellers. The previous questionnaire was used to put specific questions to the housing officials. In order to understand the complex housing dilemma it is also essential to interview the informal and backyard dwellers to obtain a different perspective on the housing dilemma. The researcher will now analyse and

present the research findings in a logical and scientific manner. Various conclusions were drawn from the responses.

**B1. In which one of the 223 informal settlements do you reside?**

Respondents to the research live in the following informal settlements which were visited by the researcher.

**Table 11: Informal settlements where respondents live**

<b>Informal settlement</b>	<b>Frequency</b>	<b>Percentage</b>
Rocklands backyards	1	17%
Lwandle informal	2	34%
Nomzamo informal	2	34%
Khayelitsha informal	1	17%
Total	6	100%

**B2. In which province of South Africa were you born and what is the reason for your migration to Cape Town?**

Forty two percent of the respondents indicated that their place of birth was the Transkei, the former apartheid homeland, in the Eastern Cape Province. Sixteen percent of backyard dwellers were living in the Mitchell’s Plain area and were born in Cape Town. Forty two percent of the former Eastern Cape Province respondents cited economic opportunities as the main reason for migrating to Cape Town. They have families to support and they need stable employment and access to public housing from the government. Thirty three percent of respondents were not South African citizens, but also arrived in search of better economic opportunities in Cape Town. They also want to go back to their country of birth once they earned sufficient money to do so.

**B3. Do you have financially dependent family members in your place of birth?**

Forty two percent of the respondents confirmed to the researcher that they have financially dependent family members living in the Eastern Cape Province. They send them financial resources on a regular basis and try to visit their family there at least once a year over the holiday period.

**B4. What are the greatest challenges or problems you face by living in an informal settlement?**

All respondents listed the following as their major challenges living in informal settlements:

- Shack fires because of houses too close to each other
- Shack flooding during the rainy season in Cape Town
- Very hot conditions during summer
- Very cold conditions during winter
- Safety issues due to gangsters and robberies
- Vandalism of basic services like toilets and water standpipes
- Many inhabitants suffer from ill health due to extreme conditions.

**B5. Did you register with the City of Cape Town Municipality's housing department to become eligible for a formal house and how long are you waiting for assistance?**

Fifty percent of the respondents had applied to the City of Cape Town Municipality for formal housing and 16% confirmed a waiting period for as long as 27 years for assistance. Fifty percent did not apply to the Municipality and thought that registration on the housing database would be done automatically by the City of Cape Town Municipality's housing department. Sixteen percent of respondents were not interested in applying for formal housing from the Municipality as they prefer the informal housing setup. It is affordable and leaves them with more disposable income to send to their families in the Eastern Cape Province.

**B6. Does your informal settlement have access to rudimentary services as provided by the City of Cape Town Municipality and how does it affect your lives?**

All of the communities visited by the researcher provided positive feedback about the basic services rendered to the informal settlement dwellers. They did not enjoy access to formalised houses but they confirmed that they do receive clean running water from the standpipes provided by the Municipality. They have access to public toilets and their refuse is removed on a weekly basis. All of the

informal settlements are well lit by night because of the high mast lighting, which was installed by the Municipality in their areas. This provides the residents with a sense of security and makes law enforcement and emergency service delivery easier by night. Sixty percent of the informal settlement respondents emphasised that vandalism of taps, toilets and other essential services is a great concern to them. The issues of gangsterism and robberies were also highlighted by 43% of respondents as a major threat to the success of the upgrading programme. Sixty percent of respondents confirmed that toilets, water standpipes and electrical supplies were damaged and vandalised by people from the community. These behaviours impact negatively on the rest of the settlement dwellers. According to 60% of informal settlement respondents, the basic services provided to them by the Municipality definitely improved their living conditions whilst waiting for formal housing opportunities.

***B7. Did the basic services influence your lives as informal settlement dwellers?***

Ninety percent of informal settlement respondents expressed praise for the City of Cape Town Municipality's informal settlement upgrading programme and installations of basic services in various informal settlements in and around Cape Town. Thirty four percent of the foreigners also remarked that the Municipality is very progressive in providing these basic services to those in informal settlements. According to them, in other major cities in Africa – where they had lived in the past – they did not experience the same level of rudimentary service delivery as they experienced in South Africa, and particularly the Cape Town, informal settlements. The same 34% also confirmed that the basic services provided to them definitely improved their living conditions in their community. They also stated that the toilets, water standpipes and electrical supplies in their community were damaged and vandalised by people from the community. Gangsters also enter their informal homes and demand money and valuables to feed their drug addictions. They believe they are being targeted because they are foreigners in South Africa.

#### **4.4.4. Section C: Measuring attitudes and perceptions about housing delivery with all the respondents**

In order to measure the attitudes and perceptions to public housing delivery by both groups of respondents, the following statements were put to them by the researcher. The researcher used Likert-type statements which the respondents had to answer using a five point rating scale to express their views.

##### ***C1. The City of Cape Town Municipality does not care about people living in informal settlements.***

All of the informal settlement dwellers strongly supported this statement while all the housing officials disagreed strongly with it. These differences of opinion may be ascribed to the lack of access to relevant housing delivery information. The informal settlement dwellers cannot necessarily see the improvements or the housing opportunities that the City of Cape Town Municipality has delivered through their various projects across the city. On the other hand the City's housing officials are directly involved with the various delivery projects and they have first hand access to the necessary delivery statistics, financial information and the housing management committee (Mancom) of the Municipality. The Municipality should make a greater effort to inform informal settlement dwellers about the successful housing delivery and other related housing programmes administered by it, in order to alter the perception about slow or no delivery of housing opportunities in their communities.

##### ***C2. The City of Cape Town Municipality is delaying the building of adequate formal housing for the poor in Cape Town.***

Due to the strategic decision by the City of Cape Town Municipality to rather upgrade the informal settlements (provide rudimentary services first), all informal settlement respondents feel that the Municipality is delaying the building of adequate public housing for them. Fifty percent (50%) of the city housing officials are of the opinion that certain community political leaders are using this perception to fuel particular public service delivery protests in these communities. Fourteen percent of city housing officials feel strongly that these protests are not just about public housing provisioning, but also include other basic services as well. All of these officials confirmed that the Municipality has employed an

incremental system, so that some communities have to wait much longer for basic services than others.

***C3. The City of Cape Town Municipality is doing more to uplift previous advantaged communities than it does for informal settlements in Cape Town.***

One hundred percent of informal settlement respondents to this study were of the strong opinion that the above statement is true. They are not informed of the municipal delivery statistics, which are discussed more at a managerial and council level. There should be a greater focus on publicising the delivery successes to the informal settlement dwellers. Once they see the actual delivery of public houses – even in other informal communities – they may alter their perception about public housing delivery.

***C4. The City of Cape Town Municipality is doing little to enhance rural development, job creation and poverty alleviation.***

Fifty percent of city housing officials confirmed that the said Municipality, through its contractors, provided many job opportunities to people from informal settlements in and around Cape Town. These jobs were mainly in the construction industry. People were employed to help build the 2010 FIFA World Cup stadium and to improve on the road infrastructure in and around Cape Town. Twenty percent of the housing officials highlighted the fact that this Municipality is an employer of approximately 22 000 staff members who include many informal settlement dwellers as well. This figure of staff members is also confirmed in the City of Cape Town Municipality's official IDP.

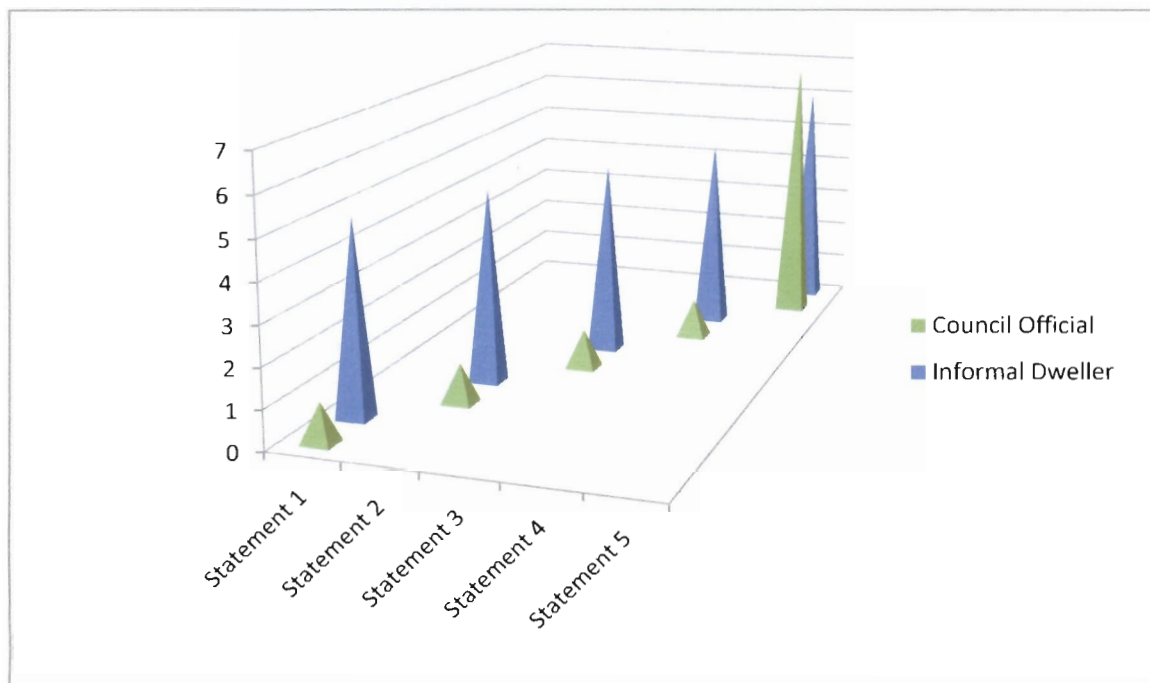
***C5. The City of Cape Town is doing very little to manage the influx of the 48 000 people coming into the municipal area of responsibility on an annual basis.***

All respondents from both groups are of the opinion that nothing can be done to stop the influx of people moving into the municipal area. All of the city officials stated that people have received certain freedoms since the adoption of the new Constitution in 1996 and these are enshrined in the Bill of Rights. The Constitution was discussed in greater detail in chapter 3. The housing officials confirmed that the constant influx of 48000 people per annum is compounding the

public housing dilemma in the City of Cape Town. Twenty nine percent of the housing officials confirmed that the urban population in Cape Town has grown rapidly over the last 20 years, doubling in size, and currently stands at an estimated 3.5 million citizens. Thirty percent (30%) of housing officials consulted their latest IDP and confirmed that the quoted figures are the result of natural growth as well as a constant in-migration of people into the city (IDP 2010/11 – 2014/15: 9).

#### 4.4.6 Summary of statements and the responses from respondents

The figure below highlights the responses from both the Municipality’s housing officials as well as backyard and shack dwellers to the standard statements used to test their perception about public housing delivery.



**Figure 8: Responses testing perceptions on public housing delivery**

The five statements to test the attitudes and perceptions amongst both groups of respondents are hereby summarised. The responses to the five statements about public housing delivery are graphically displayed for ease of reference. From the above graph it is clear that there is a major difference between the two groups in this regard.



#### **4.4.7 Standard statements posed to respondents**

The following standard statements were posed to all the respondents to test their attitudes and perceptions on public housing delivery by the City of Cape Town Municipality:

- C1: The City of Cape Town Municipality does not care about people living in informal settlements
- C2: The City of Cape Town Municipality is delaying the building of adequate formal housing for the poor in Cape Town.
- C3: The City of Cape Town Municipality is doing more to uplift previous advantaged communities than it does for informal settlements in Cape Town.
- C4: The City of Cape Town Municipality is doing little to enhance rural development, job creation and poverty alleviation.
- C5: The City of Cape Town Municipality is doing very little to manage the influx of the 48 000 people coming into the municipal area of responsibility.

#### **4.5 CONCLUSION**

This chapter reported on information gathered through interviewer-administered semi-structured questionnaires with City of Cape Town Municipality's housing officials and residents of a few informal settlements and backyards in and around Cape Town. The data was interpreted and compared with the literature study conducted in the previous chapters. The manner, in which the study was conducted, was explained in detail. Other important areas such as the research design, methodology, questionnaires, population sample, data collection methods and data analysing was discussed in detail under sections 4.4.1, 4.4.2, 4.4.3 and 4.4.4 above.

In chapter 5 a summary of the research is provided. A summary of the literature and empirical study is presented; recommendations to solve the problem are also made.