

**Ukulethwa kweZidingo seZindlu:
A Critical Investigation of the Challenges Facing the
Rapid Land Release Programme in the City of
Johannesburg**

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UKULETHWA KWEZIDINGO SEZINDLU: A CRITICAL INVESTIGATION OF THE CHALLENGES FACING THE RAPID LAND RELEASE PROGRAMME IN THE CITY OF JOHANNESBURG

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in Urban Studies (Urban Management) in the School of Architecture and Planning.

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DECLARATION

I, **Michelle Tatenda Sonono** hereby declare that this dissertation is my own unaided work. It is being submitted in fulfilment for the Degree of Master of Urban Studies (Urban Management) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

Signed on this, the 17 day of November 2020.



Michelle Tatenda Sonono

ABSTRACT

In the Global South, a myriad of challenges impedes the political and socio-economic viability of cities. These challenges affect significantly the competitive edge, spatial trends, and citizen's ability to access cities. The need for effective urban management and housing delivery in South Africa is unequivocal. South Africa's current housing sector, with its stalling delivery and deteriorating affordability for low-income groups, is trapped within a complex and nuanced interplay of demand and supply. Generally, it is recognised that the government cannot deliver low-income housing on the required scale and sustainable rate to address the housing backlog in South African cities (Urban land Mark, 2010). In 2018, the Gauteng Province launched the Rapid Land Release Programme (RLRP) as a housing delivery scheme which was adopted by City of Johannesburg as the sites and services programme. The land release programme aims to prioritise urban land distribution in the form serviced parcels of land and give people to build houses for themselves.

This study investigates what institutional and operational challenges confront the City of Johannesburg in translating the implementation of the Rapid Land Release Programme (sites and services). Employing a qualitative research design, the research findings established that the city is faced with a host of challenges. The CoJ is confronted by institutional and capacity challenges in the form of political influence, shrinking budgets, limited availability of land, limited intergovernmental relations and support from the provincial government, localised visioning and conceptualisation of urban management impacting on the management of the city's functions and low-income housing delivery, lack of commitment in implementing pro-poor policies (housing and service delivery) with the city's drive for global economic and competitive appeal. The housing delivery processes for low-income groups suffer from severe capacity challenges and cannot draw from the traditional housing and property market resources (Urban land Mark, 2010). However, the process of sites and services serves as a catalyst and focal point for a discussion on land and housing policies, institutional capabilities, and roles, the outcome of which may stimulate reform beyond the project boundaries.

DEDICATION

I dedicate this research report to my late mother Dorothy Maziti. At the appointed time, God called you to rest even though I still needed you here with me. Mother, you are the genesis of my story, why should you be absent in victory. I am who I am today because of your love, care, and sacrifice for me.

May your soul continue to rest in eternal peace. I will forever miss you, mom.

I love you



IN LOVING MEMORY...

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Kulungile Baba

Allow me to rant...

Intellectualising my pain and grief, my voice

I am an African male child. Often wrongly associated with privilege because of the patriarchal nature of our society, Reality is, I am neither privileged nor do I subscribe to that school of thought as I believe in equality for all. Born within the confines of a world imposed on us, I had no voice in choosing what I am. We are to embrace and love what we are, who we are and where we come from. This is forced upon us by birth. I do however have a voice and today I choose to intellectualize my pain and grief, through my small insignificant voice. What angers me the most is I see a world yoked with so much hatred. Why is my question? Why do we hate on each other, African to African violence, Gender-Based Violence? In 2019, South Africa witnessed a society manifesting violence and rage. Why is that so? In my small insignificant voice, I say this should STOP. We are each other's keeper. As an aspiring Urban Manager, I understand that we have a big role to play in shaping our urban society. Let us inculcate the values of oneness, love, peace, tolerance, and the spirit of Ubuntu. Together as one, Africa unite. My heart bleeds in remembrance of the victims to the evils of our society...



#notoxenophobia



#stopgenderbasedviolence



#Godhealournation

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LIST OF ACRONYMS

COJ	City of Johannesburg
DCDP	Dondora Community Housing Project
HSDG	Human Settlements Development Grant
IDP	Integrated Development Plan
LUMS	Land Use Management Systems
MFMA	Municipal Financial Management Act
MSA ₁	Municipal Systems Act
MSA ₂	Municipal Structures Act
MTEF	Medium Term Expenditure Framework
NUA	New Urban Agenda
PAA	Public Audit Act
PFMA	Public Finance Management Act
PPS	Public-Private Partnerships
RDP	Reconstruction and Development Programme
RLRP	Rapid Land Release Programme
RSA	Republic of South Africa
SDF	Spatial Development Framework
SERI	Socio-Economic Rights Institute of South Africa
SOAP	School of Architecture and Planning
UM	Urban Management
UN-Habitat	United Nations Human Settlement Programme
USDG	Urban Settlements Development Grant
WB	World Bank
WSSD	World Summit on Sustainable Development

ISAHLUKO SOKUQALA



Cities & Housing Mzansi Style...



*'mzansi
together
we
can'*

Jacques Rousseau in 1762 wrote, "Cities are the abyss of the human species" (Rousseau, J.-J, 1972: 59).

1.0 Setting the scene: In the eyes of an aspiring Master

In the Global South, a myriad of challenges impedes the political and socio-economic viability of cities. These challenges affect significantly the competitive edge, spatial trends, and citizen's ability to access cities. Compounding these challenges is the urban management question on how to achieve effective and efficient management systems within complex environments. Within the global south bracket, African cities occupy the core of research, particularly on rapid urbanisation trends. Rapid urbanisation raises questions and debate on the global south cities' ability to manage and effectively respond to arising challenges. One crucial point of debate and challenge is the delivery and access to basic liveable housing. Specifically, and true for South Africa, the provision of adequate housing occupies the centre of the post-apartheid urban spatial problem. Apartheid created a legacy of urban fragmentation and extreme social inequalities. This has resulted in the South African government through its municipalities struggling to deliver services and basic housing to the substantial numbers of people within urban areas (Goebel 2007).

The Republic of South Africa finds itself in a precarious position 25 years after independence. In 1994, Madiba came with a new dawn of independence which ignited a euphoria of mass national belief with a promise of democracy and that the state will deliver. The 1994



Figure 1.1 City of Johannesburg ariel photograph

Photograph by: Elizelle Juanee Cilliers
(Research Gate)

Source:

https://www.researchgate.net/figure/Ariel-Photograph-of-the-city-of-Johannesburg-http-wwwbdlivecoza_fig4_319553298

independence accord brought with it renewed hope to a people who for a greater part suffered from the evils of an apartheid system. They were treated less than humans and subjected to unjust practices that breed among other evils, racial segregation, spatial inequality, and social exclusion. The post-apartheid state promised a better life for all South Africans particularly housing delivery for the 'marginalized' black South Africans (Corder, 1997). Entrenched within the supreme law of the land, housing in South Africa became a fundamental human right that the government had to deliver. An absence of it is fundamentally a human right violation of its people by the state. Failure on the part of the government to deliver housing to qualifying beneficiaries at a given time for a specific project is a failure to fulfil the constitutional mandate which has been challenged and litigated in the court of law in different contexts. This is more evident in the case of informal settlements in the context of evictions, informal settlement upgrading, or relocations to greenfield RDP housing, for example, the Kliptown informal settlement eviction and upgrading case against the City of Johannesburg (SERI, 2010).

Twenty-five years down the line, the state of housing delivery in South Africa has generated debate. The people of South Africa have not held back their anger and frustration towards the government by engaging in mass protest action. The government has tried delivering its promise through various housing delivery initiatives. The government is inundated by the demand for housing and its current delivery rate is a far cry away from the demand.



Figure 1.2 Protest March for housing and land

Source: Voice of the Cape

<https://www.vocfm.co.za/protest-march-for-land-and-housing-on-human-rights-day/>

There currently exists a huge housing delivery backlog countrywide. In the City of Johannesburg (CoJ) a staggering housing backlog of over 300 000 units has led to a legacy of land desperation, backyard dwellings, and shack farming (State of the City Address, 2019). This means that access to formal liveable housing and land for housing is one of the key challenges facing the South African government and specifically the CoJ.

1.1 Background to Housing in South Africa – Towards RLRP (sites and services)

South Africa's current housing sector, with its stalling delivery and deteriorating affordability, is trapped within a complex and nuanced interplay of demand and supply. "Access to housing and the interplay between demand (long housing waiting lists, burgeoning informal settlements, overcrowded inner-city flats, and so on) and supply (RDP delivery, social housing, and bonded housing) has been given significant attention by policymakers and indeed in the literature" (Rust 2006: 3). Since independence, the South African government has employed different initiatives and strategies to provide government-subsidised housing (low-cost housing). Housing as a basic right was formally instituted by the 1996 Constitution – where Section 26 (1) enshrines the right to housing as a fundamental human right. The state in Section 26 (2) is mandated with the responsibility of providing housing (Constitution of the Republic of South Africa, 1996). From the above, the state has the responsibility to provide and uphold citizens' rights.



Figure 1.3 Housing is a Human Right

Source: Jason Felix (@UniteBehind/Twitter) –
ewn.co.za

<https://ewn.co.za/2019/04/12/anc-eff-believe-land-expropriation-will-fast-track-housing-delivery>

Housing delivery is not a straightforward undertaking as various complexities impede its realization.

Access to adequate housing has proved to be a major problem in South Africa. The various housing projects in the delivery of low-cost housing have had to contend with a myriad of challenges thereby affecting their effectiveness. At the same time, demand for housing continues to surge upwards creating a huge backlog. This means that access to formal liveable housing and land for housing is one of the key challenges facing the South African government and specifically the CoJ. Despite the South African government strategies to quicken the delivery of sustainable settlements, the challenge has been an overwhelming mounting demand for low-cost housing. Various constraints affect the effort to improve access to housing by low-income earners. These constraints relate to affordability, planning, design, and managing the built environment (Fuller Housing Centre Report, 2014). The 2003, Medium Term Expenditure Framework (MTEF) reinforced a shift towards rapid land release in addressing urban demand for housing (Intergovernmental Fiscal Review, 2003). To understand the RLRP, the study will probe a series of questions relating to assessing the effectiveness of the Rapid Land Release Programme (RLRP). More importantly, it explores the challenges faced by the RLRP as an effective and viable alternative for housing in South Africa.



Figure 1.4 Premier Makhura at the launch of the RLRP in Palm Ridge

From left: Human Settlements MEC Dikgang Moiloa, Councillor Lefa Nkosi, Mayor Mzwandile Masina and Premier David Makhura at the launch of the Rapid Land Release Programme.

Source: Zamokuhle Mdluli-dailysun.co.za

<https://www.dailysun.co.za/News/National/palm-ridge-residents-get-their-land-20180903>

1.1.1 Rapid Land Release Programme (Sites and services)

The growth of developing country populations and their increasing concentration in urban areas has put enormous pressure on governments to mobilize resources to meet the basic needs of their people (Mayo and Gross, 1987). Shelter demands have been particularly acute and urban land is expensive for low-income households. In 1997, a housing project, Mayibuye was established to provide land to people for self-built housing (Fuller Housing Centre Report, 2014). The project, however, was largely a failure because of a fragmented urban system that problematise use of vacant land to achieve spatial and social integration, funding challenges, lack of institutional and political will, opposition from surrounding property owners (Bremner, 2000). In 2018, the Gauteng Province re-established the project now called the Rapid Land Release Programme (RLRP) The Gauteng Premier David Makhura, launched the Rapid Land Release Programme as a housing delivery mechanism for the province with the first phase being launched in Palm Ridge extension 10, Ekurhuleni. The land release programme aims to prioritise land distribution in the form of identifying land that is currently unused and giving it to people as land for building their own houses (Gauteng Province Media Briefing, 2018). In a bid to reduce the housing backlog and fostering socio-economic cohesion, the programme aims to provide residents with the capacity to build their own houses with serviced land (Ibid).



Figure 1.5 Palm Ridge extension 10, Ekurhuleni serviced land. The municipality provides service parcels of land with basic infrastructure for households to build their own housing units with their own resources.

Source: Daily Sun Online

Zomokuhle Mdluli (03/09/2018)

<https://twitter.com/mzwandilemasina/status/875263703679201280>

The municipalities will provide building plans that beneficiaries can adopt for their homes and building approvals (Ibid). The overall objective of the programme is in three phases, providing land for houses, land for agriculture purposes and land for industrial development (Ibid). Although other phases are critical in the contribution to addressing socio-economic challenges in South Africa, this study will focus on the land for building homes. This forms the foundational basis for this study. After the launch by the Gauteng Premier David Makhura, the programme has since been adopted by the City of Johannesburg and has since availed serviced stands in Zandspruit and Vlakfontein communities. In March and April 2019, the Mayor of the City of Johannesburg commissioned 701 serviced stands for the first site in Zandspruit and 100 serviced stands for the second site in Vlakfontein under the RLRP (State of the City Address, 2019). Land parcels have also been identified in Princess and the current strategy being employed by the city is to concentrate on releasing land at the periphery particularly Region C and G. The CoJ is currently in the middle of drafting a policy document that will guide on how the programme will be implemented. At the time of writing the research report, the city was conducting the public participation process for the policy. Despite the city being occupied with finalising the policy, it has already identified land parcels earmarked for distribution (Ibid).

1.2 Problem Statement

In the Global South, a myriad of challenges impedes the political and socio-economic viability of cities. There is a long historical legacy of deep-rooted racial inequality and socio-economic exclusion in South Africa. Consequently, South Africa is confronted with deep-rooted socio-economic challenges that manifest in the urban environment particularly in housing shortages and ineffectiveness of the delivery mechanisms. The Bill of Rights (Constitution Section 26, 1996) enshrines housing as a right for all South Africans. However, 25 years after independence, South Africa is faced with an acute housing crisis for low-income groups despite the existence of various housing delivery policies. Generally, it is recognised that the government cannot deliver low-income housing on the required scale and sustainable rate required to address the housing backlog in South African cities (Urban land Mark, 2010). The City of Johannesburg through its Department of Human Settlements in trying to increase housing opportunities for low-income groups introduced the sites and services (RLRP) programme. The sites and services programmes aim to release serviced land parcels to beneficiaries to build their own houses. However, like other housing delivery mechanisms for low-income groups, the programme is far from

being perfect despite the potential it possesses. There is a gap between housing policy (sites and services) and understanding the challenges in project implementation in the City of Johannesburg that has prompted this research study.

The housing delivery processes for low-income groups suffer from severe capacity challenges and cannot draw from the traditional housing and property market resources (Urban land Mark, 2010). The history of low-cost housing delivery is impeded upon by slow and complex processes in the release of private and state-owned land, shrinking budget allocations and overall government capacity constraints in the implementation of policies. Additionally, previous housing projects continue to locate proposed sites at the periphery far from economic opportunities creating a problem for post-apartheid urban planning (Behrens and Wilkinson, 2003). In trying to address these challenges the City of Johannesburg's sites and services RLRP speak to the notion of urban land reform that aid to the transformative and social justice drive of trying to address spatial injustices through urban land redistribution and housing in South Africa. It is therefore the intention of this research study to investigate the challenges of implementing the RLRP in the city of Johannesburg.

1.3 Research Objectives and Rationale

The aim is to investigate and understand from an urban management perspective the challenges associated with delivering housing within the City of Johannesburg. The project involves a critical examination of the management and public institution practices. The study will investigate how CoJ negotiates, design, implement and manages the sites and services housing delivery programmes against the variables of inclusiveness, engagement of public participation, addressing of social justice and transformation norms and co-management procedures (if any). The research will generate and add value towards limited research studies and literature base that presently exists on the RLRP in South Africa and the City of Johannesburg. The study will construct a possible framework and methodology towards understanding challenges in housing programmes design and management. Owing to the possible findings and recommendations of the research, I hope to contribute towards the ongoing transformation of the City of Johannesburg's RLRP housing policy. It should be reflective of the democratic principles that conceptualise inclusive based approaches to urban management and this informs the rationale for undertaking this research.

1.4 Research Question

What institutional and operational challenges confront CoJ in translating the implementation of the Rapid Land Release Programme (sites and services)?

1.4.1 Sub Questions

- ✚ How critical is urban management in the city of Johannesburg in increasing efficiency in how low-cost housing (sites and services) is managed and delivered?
- ✚ What is the RLRP (sites and services) and how critical is it in the context of delivering low-income housing in South Africa?
- ✚ What are the governance and operational structures associated with the housing service delivery in the City of Johannesburg?
- ✚ How do different experts (academia and civil society groups) perceive the Rapid Land Release Programme by the City of Johannesburg?

1.5 Research Methodology

The research will employ a Qualitative Phenomenological research design in understanding the challenges associated with the City of Johannesburg RLRP. The researcher chose this method because of its flexibility in allowing the researcher to probe and understand more about the research topic. The research will make use of reviewing primary and secondary data. Primary data will be collected through interviews with research participants who will comprise government officials and academic experts and civil society interest groups. In selecting the sample size, the study will employ a typical smaller sample size but large and sufficient to obtain valuable feedback to the study.

1.5.1 Population

The target population for the study are key informants that consist of government officials and experts which are people in positions of authority and knowledgeable about housing issues in South Africa and CoJ. The target population group is chosen because of their proximity, knowledge, and expertise to the subject matter. The government officials will specifically be those working both at the City of Johannesburg, Department of Human Settlements and from the Gauteng Provincial Office, Department of Human Settlement. The experts will consist of higher education academics at the University of Witwatersrand, School of Architecture and Engineering who have published extensively on housing in South Africa. It will also include civil society interest groups such as the

Socio-Economic Rights Institute of South Africa (SERI) who advocate the socio-economic rights of people and communities. The population is best suited in informing the study's research questions because of their knowledge and expertise and ability to effectively evaluate the study matter by providing relevant data to the research.

1.5.2 Sample

The researcher will recruit a sample size of sixteen ($N = 16$) participants. The sample size is smaller and large enough to attain sufficient data to adequately describe the research and effectively address the research questions. The participant distribution will include eight officials from the City of Johannesburg, Housing Department; two officials from the Gauteng Provincial office, Department of Human Settlements. The government officials were chosen because of their proximity and position of authority in dealing with the research matter. The study also consists of four academic experts from higher education from the University of Witwatersrand, School of Architecture and Engineering who have published extensively about housing in South Africa and knowledgeable on urban management matters within the CoJ. Also, two members from civil society interest groups like the Socio-Economic Rights Institute of South Africa (SERI). In determining the sample size for this study, the concept of saturation was considered since the study population group will comprise of government officials and experts. Therefore, the sample size is sufficient to attain saturation. According to Glaser and Strauss (1967), saturation is attained when the addition of more participants does not add value to the perspectives or information gathered. In a phenomenological study which this research will employ, Creswell (1998) prescribes a sample size of about 5 – 25 participants while Morse (1994) recommends at least six participants. This then justifies the sample size that this study will employ.

1.5.3 Sampling techniques

Sampling involves the process of selecting a sub-section of a population that represents the entire population to obtain information regarding the phenomenon of interest (Rubin & Babbie, 2010). A purposive sampling technique was employed for the study. The researcher purposefully selected participants within the population group of government officials, academic experts, and civil society interest groups. The participants are knowledgeable and have prior experience in dealing with the subject of interest and the researcher already knew where these are located and how to reach them.

1.5.4 Research instrumentation

The main instrument for data collection will be semi-structured interviews comprising of open-ended questions to assist in acquiring information from participants. Semi-structured interviews involve the use of predetermined questions where the researcher will be free to seek clarification (Holloway & Wheeler, 2013). The questions are designed and structured in a manner to reflect on the research objectives, aim, and theoretical framework covered by the research.

1.5.5 Pre-testing the research instrument

Pretesting of the research instrument was conducted using participants one civil society expert and two government officials who were not incorporated as respondents of the main study. The pre-testing allowed for the research to refine the research questions to better respond to the study. This process gave the researcher a better view to see if the respondents better understood the questions and were able to respond to the questions. Pre-testing involves testing the research instrument in conditions as similar as possible to the research, but not to report results but rather to check for shortcomings in the wording of questions or lack of clarity of instructions (Flick, 2009). This process is also called a pilot study. Pretesting of the research instrument was done two weeks before conducting the main study. This gave the researcher enough time to revise the research instruments to ensure that appropriate questions were asked and to add and subtract questions that the researcher had overlooked.

1.5.6 Data collection and analysis

The research will make use of primary and secondary data. In collecting primary data, the researcher employed interviews as the main primary data collection methods with the research participants. The interviews allowed the participants to respond in sharing their experiences and expertise on the study matter. This research used semi-structured interviews. Semi-structured interviews comprise of several key questions that help shape the research areas to be covered. It is flexible enough to allow the interviewer or interviewee to deviate and probe an idea or response in more detail. The researcher selected this method because of its flexibility and allowance to elaborate important information that might not have been thought of as relevant by the researcher. The researcher also reviewed secondary data from policy documents, previous research, newspaper articles, verifiable social media accounts (Twitter and Facebook) and videos. In analysing research data, the researcher will employ the content analysis method.

1.5.7 Ethics

The research was conducted in strict adherence to the ethical considerations as stipulated by the University of Witwatersrand Ethics Board. The research was subject to an ethical clearance by the university before the field data collection phase. Maintaining the privacy and anonymity of the research participants was guaranteed. The participants were given a participant information sheet and a formal consent form which they signed before the interviews.

1.6 Overview of Chapters

- **Chapter One: Introduction**

The chapter introduces the city of Johannesburg's Rapid Release Programme giving a brief background and justification of the study. It defines the research problem and research questions which form the foundation and objectives of the study. A very brief introduction to the qualitative research design is also presented.

- **Chapter Two: Literature Review**

The chapter identifies the concepts of the study namely urban management, distribution mechanisms and governance systems. These are discussed with the RLRP delivery in the CoJ. The literature of international perspectives and the state of South African low-income housing is also presented and reviewed.

- **Chapter Three: Research Design, Methodology and Context**

The chapter provides an extensive presentation of the research tools and the composition of the sample used for this study. It also presents the research journey and procedures followed in data collection, ethical consideration, researcher's reflections and study limitations. It also presents the study context which is the City of Johannesburg, Department of Human Settlements and the programme under investigation.

- **Chapter Four: Research Findings and Analysis**

The chapter presents and the research findings in a qualitative form and explained, analysed and through literature. The CoJ is confronted by institutional and capacity challenges namely the influence of politics, shrinking budgets, limited availability of land, limited intergovernmental relations and support from the provincial government, localised visioning and conceptualisation of urban management impacting on the management of the city's functions, lack of commitment in implementing pro-poor policies (housing and service delivery) with the city's drive for global economic and competitive appeal. The findings are explained and analysed through literature.

- **Chapter Five: Conclusions and Recommendations**

The chapter provides conclusions and recommendations for future policy formulation and implementation of the RLRP in South Africa. The process of sites and services serves as a catalyst and focal point for a discussion on land and housing policies, institutional capabilities, and roles, the outcome of which may stimulate reform beyond the project boundaries.

Finally, a bibliography and appendices are provided to complete the study

2.0 Introduction: A literature appreciation

This chapter reviews the literature on the state of housing, the historicity of the RLRP (sites and services) and the international experience contracting down to a local scale of South Africa. The chapter departs from the need to engage the theoretical underpinnings on the nature of housing delivery in the form of the rapid release of land and its operation and administrative aspects. There is a need to take stock of low-income housing delivery. This enables gaining an appreciation of what has been done, challenges that still exist and the alternatives that need to be adopted for the future.

It is critical to understand first, the notion of rapid release in the context of land for housing in South Africa, where it is popularly termed, site and services. Additionally, an understanding of urban management as a central organising principle in linking the administration of cities and service delivery efficiencies is also crucial. According to Acioly (2003), urban management has become a critical organising concept in local government administration. Therefore, it is critical to analyse how the local authority manages housing delivery for low-income people as this has a bearing on a city's socio-economic development. In developing countries, local government capacity whether it is poor implementation of policies, lack of technical expertise in human resources, toxic politics, financial limitations, corruption, and mismanagement greatly impedes urban management processes and service delivery inconsistencies (Ibid). In a context where rapid and unplanned urbanisation combined with rampant population increase is predicted in cities of the south, urban management and housing become critical. Generally, urbanization is acknowledged as an economic development indicator. Its impact and pace on spatial and social conditions create unprecedented challenges. In developing countries, rapid urbanization has caused shortfalls in many key sectors, primarily housing (Harrison, 2011). Consequently, local governments are failing to match service delivery with the scale of demand particularly in the provision of adequate housing. This predicament calls for a pro-active local government in managing urban growth and planning of cities. Cities play a crucial role in national development and this reinforces the importance of urban management as a key driver for achieving efficiency in the local government administration.

2.1 Conceptual time travel – International developments and overview

The genesis of RLRP (sites and services) is not a new phenomenon. The world is awash with examples of the sites and services that South Africa can immensely draw lessons and improve the conceptualisation and implementation of the RLRP. Government-aided self-help housing has

existed since the early 20th century (UN-HABITAT, 2003). International literature indicates the concept of self-help sites and services predates the credited emergence period of the 1960s and Turner's ideals (Harms, 1992). According to Harris (2003), the Indian and Puerto Rican experiences in the late 1930s and 1940s demonstrate that their governments supported self-help before the Second World War. According to Mayo and Gross (1987), the earliest forms of sites and services schemes were done in the 1940s and 50s in Kenya, Chile, and the Union of South Africa, mostly without external assistance. However, the conventional delivery mechanism is rooted within two historical timelines; the 1950s – mid-60s and late 1960s - 70s. The first period signifies an early manifestation of the urban housing crisis as recorded by Charles Abrams in his study on developing countries; urban development problems (Abrams, 1964). It was a period heavily laden with spontaneous illegal settlements that signalled the early manifestations of the urban housing crisis. The period signalled the turning point in the sites and services schemes. With a full-blown manifestation of urban housing challenges, a cost-effective delivery manner in the form of a sites and services schemes was introduced. In this process, the influence of the multilateral institutions such as the World Bank influencing national housing policies and implementation of the sites and services scheme (Omenya, 2009). In the 1960s and 70s, internal agencies like the World Bank began assistance of sites and services schemes (Mayo and Gross, 1987). Mangin (1970), Turner (1972), and others championed a site and services approach that was in accord with the natural housing processes of serviced housing sites and incremental upgrading used by the poor in the 1970s (Ibid). The key aim in making the schemes work was to reduce the cost of infrastructure and shelter to affordable levels. According to the World Bank (1975) quoted in Mayo and Gross (1987), "this can be achieved, in the first instance and most rapidly, by reducing standards; permitting and encouraging the use of low-cost (frequently indigenous) building materials and a lower quality of finish; providing communal rather than private plumbing and sanitary facilities; encouraging or providing higher-density construction, with less land per dwelling unit; and providing less living space per dwelling unit" (Mayo and Gross, 1987: 304).

In its implementation, the sites and services housing strategy has been replicated and scaled sustainably in different international contexts. These case examples are of countries in a similar socio-economic status and faced a housing crisis like that of South Africa. What experiences can we draw from the world and how has been this delivery scheme implemented and to what degree of success? Low-income people always house themselves, albeit 'illegally' (Srinivas, undated). The perseverance and ingenuity demonstrated through the development of informal settlements by low-income people proved that low-income households can build their own houses, on condition

that an opportunity was presented to them. According to Srinivas (undated), in the ‘face of failure’ from the conventional housing approaches, sites and services are considered as an alternative to addressing the perennial housing problems of the poor within developing cities. Defined as, “government-sponsored packages of shelter related services, which range from a minimal level of a surveyed plot to an intermediate level of serviced sites to an upper level of core housing complete with utilities and access to community-based services” (Mayo & Gross, 1987:301). The scheme includes the provision of land parcels either through ownership or lease tenure with minimum infrastructure - water, electricity, sanitation, and stormwater infrastructure.

Across the world, many governments have resorted to this cost-effective way of low-income housing delivery. In India, for example, a mix of strategies that ranged from the identification of ‘spatially efficient site planning norms’ to lower costs and increase densification, mixed-use developments, and mixed plot sizes were implemented (Omenya, 2009). In 1972, in Latin America, the site and services scheme was implemented on a large scale in Madras under the tutelage of a World Bank initiated programme (World Bank, 2010). The World Bank and the Government of Kenya were heavily involved in sites and services projects between 1975 and 1978 which saw the bank fund over 6 000 in Nairobi (Ibid). The scheme target group were low-income households previously excluded from housing services. The Beijing Municipality, on one hand, views the idea of rapid release not necessarily as a function of developing serviceable plots of land but reconfiguring and rehabilitating dilapidated buildings and giving those to people who are homeless to bring the poor into the urban core (Kwok, 1981). This is true for most European cities of the global north. However, the practice is beginning to take root in the developing world. This is fundamentally different from what appears to be happening in the global south. The supposition in the global south is in the availing of land to people because land denotes wealth (Moyo, 2014).

In Africa, the land is historically important, therefore; it is a highly valued priced possession because of its political, social, and economic significance. Consequently, post-colonial African governments are preoccupied with land redistribution agenda as a way of restoring their people’s dignity (Moyo, 2014). Giving the urban poor land for housing, therefore, is considered as enfranchising them to have property rights. In Zimbabwe, the City of Harare housing policy aims at the allocation of a mix of serviced to unserviced parcels of land for beneficiaries to develop the top structure on their own (Moyo, 2014). Countries such as Pakistan, Nigeria, Cuba, and Indonesia have implemented the sites and services as an affordable scheme for low-income households. “The concept, in principle, focuses directly on lower-income groups and it attempts to deliver shelter and services an affordable cost

while still ensuring that the costs are recovered” (Onibokun, Agbola and Labeodan; 1989: 51). In Nigeria and Pakistan, “sites and services scheme, the government or its agency will be able to provide infrastructural serviced plots for individuals who are then encouraged to erect their type of buildings” (Aribigbola and Ayeniyo, 2012: 51). Through the sites and services, Brazil aims to reconfigure the urban outlook in the city of Sao Paulo (World Bank, 2010). This would be achieved through the redistributive and inclusionary nature of the sites and services by giving low-income groups shelter within some of the affluent places in the city at the same enhancing spatial access of the poor. However, it should be noted that despite the promise of redistribution and enhancing low-income groups access to the city, there will always be a problem of segregated developments pushed by market forces and property owners thereby hampering integrated development.

All these programs have a similar idea of rapid and release. However, what is being rapidly released is different and is trying to meet different objectives. The idea is to reduce inequality and move towards socio-economic development by increasing access to land. In urban management terms, the idea of releasing assets rapidly entails efficient service delivery and meeting municipal goals, and increasing residents’ access to fundamental essentials be it land for housing, land for agricultural use, social housing projects, etc. Urban management becomes a critical organising concept in the transformation agenda of housing delivery. However, the implementation of the sites and services programme globally has largely been faced with contradictory policy regime and incapacity of local government to implement the projects. This has led to projects failures, opposition in the political landscape, limited funding capacity, and misconceptions and assumptions on how low-income families house themselves (Akinsola, 2014). The sites and services schemes have been implemented under inadequate and lacking local government administration and management environments (Ibid). However, the success and potential of the delivery mechanism cannot be underscored.

2.2 Housing in South Africa

The most basic inalienable human right that national governments are obliged to uphold is the provision of adequate liveable housing. Since the end of Apartheid in 1994, the South African government has embarked on various housing initiatives to uplift the lives and dignity of the poor to a considerable degree of success and failures. Despite these efforts, the South African built environment disparities are still very significant with the poor occupying contested housing spaces. While South Africa has a vast housing regime catering to all levels of society, it is the low-income

bracket that has been highly topical and receives considerable policy initiatives. South African housing policy has transitioned since 1994 from the Reconstruction and Development Programme (RDP) 1994; Growth, Employment and Redistribution (GEAR) Strategy 1996 and Accelerated and Shared Growth Initiative – South Africa (ASGI-SA) 2006. The South African social housing agenda is guided by the New Housing Policy and Strategy for South Africa White Paper, 1994; National Housing Code, 2009; the Urban Development Framework (UDF), 1997; the Comprehensive Plan for the Development of Sustainable Human Settlements – Breaking New Ground (BNG) 2004 and the Social Housing Policy for South Africa (SHP), 2003 (Fuller Housing Centre Report, 2014).

According to Beall (2000), housing presents a more visible and more powerful symbol of exhibiting a city's inequality. Notwithstanding the totality of government efforts in coming up with various low-cost housing initiatives for the poor from 1994 to date, the housing problem in South Africa remains largely evident and unresolved 25 years after independence. The South African Constitution stipulates that every South African has the right to “adequate housing” (S26.1). It further mandates the state to take reasonable “legislative and other measures, within its available resources, to achieve the progressive realisation of this right” (S26.2). According to Tissington (2011), the constitution of South African is considered “progressive” in guaranteeing individuals' socio-economic rights with adequate housing. Like other national governments, South Africa rolled out various housing initiatives and policies particularly targeting the low-income population. Low-income subsidy housing developments are delivered through the project linked, individuals, relocation assistance, institutional, consolidation; rural subsidies, discount benefit; and People's Housing Process (Department of Housing, 2005). These have produced contrasting positive and negative outcomes pointing out the complex nature of planning and implementation of low-income housing. Comparatively with global trends, within the global south context, South Africa has made considerable strides in the delivery of housing to its citizens. However, this is not to imply that the country has managed to wipe out the legacy challenges it faces because of the inequalities caused by the apartheid spatial planning system which entrenched racial segregation within South Africa. The country still faces major inequalities, accessibility, and affordability challenges to housing.

South Africa's developmental thinking places emphasis on the need to increase the economy's redistributive functions in addressing the need for urban housing. According to Tissington (2011), despite the existence of enabling legislation and policy frameworks, housing is still a major challenge partly due to the unresponsiveness of the state. The housing delivery processes designed

for the urban poor, “suffer from severe capacity problems and cannot draw on the resources located in the traditional housing and property markets” (Tissington; 2011: 9). Crucial unaddressed issues in the delivery of low-income housing include unlocking of well-situated urban land, infrastructure development, and service connections. According to Musvoto (2011), the South African context exhibit persistent unsustainable and inefficient patterns of apartheid-era planning 25 years into a democracy such as the continuing peripheral location of mono-functional low-income housing developments. Huchzermeyer (2003) argues that the reason ‘segregated dormitory developments’ have persisted in post-apartheid South Africa regardless of the vision and integrated planning tools is largely due to the neo-liberal ideological positioning that informs government housing policy. Bond (2000), emphasises the problem of the hard-neoliberal ideology and the coerced harmony with a housing social contract. Consequently, market forces have unfairly benefited at the expense of ignored or unfulfilled housing principles that favour community development and housing as a right. A fundamental challenge is rooted in the desire to increase housing delivery without increasing local authority capacity in the form of budgets and technical capacity. Ultimately, the view of property as a wealth creation asset accessed by all becomes a far-fetched dream for the poor who not able to have access because of the cost of ownership. Todes (2003) highlights that there is a need to move away from inherited apartheid urban forms and that location for low-income houses becomes vital in the creation of more integrated cities. Rapid urbanization trends have continuously challenged the urban form of cities. To this end, historical inequalities continue to shape existing land use and allocation patterns, and land legislation presenting an immense constraint and challenge (Todes, 2003). There is a need to fundamentally shift the approach to make the provision of housing a sustainable reality. Thus, the notion of the rapid release of services becomes critical and central in developing alternatives.

2.3 South African first attempt: A queue from 1994 Rapid Land Development Programme (RLDP)

South Africa has a self-help housing policy on paper, while it is state-assisted market delivery in practice (Omenya, 2006). Forces within the ANC in 1994 initially rejected self-help housing in the form of incremental housing and serviced sites regardless of it being contained in the White paper (Omenya, 2006). In 1994, then Gauteng Premier, Tokyo Sexwale, denounced self-help housing. “We shall not be a party to any scheme or plan whose eventual outcome...is to create serviced informal settlements in the name of housing. People deserve to live in proper low-cost houses” (The Star 20 May 1994 in Pottie, 2003: 133). The fear of sites and services tuning into serviced informal

settlements is still present in the current conceptualisation of the City of Johannesburg's attempt to the programme.

However, despite the early resistance to the delivery strategy, in 1995, the Gauteng Provincial Government initiated the sites and services programme to address urban poverty and urbanisation in the province through releasing public land in accordance to 'fast-track' resettling methods (Bremner, 2000). As it were then, it is the same scenario in the contemporary, a reactionary response to address public discontent. Households were allocated land parcels with provisional boundaries to construct their own houses. Local authorities provided emergency services such as sanitation and potable water incrementally. According to Oelofse (1994), the delivery mechanism had precedents resembling from the late apartheid developments like most of Mangaung (former Orange Free State), and two funded projects from Independent Development Trust (IDT) which are Jouberton Ext 13 and Ikageng Ext 4 (Oelofse, 1994: 1). The implementation of the sites and services further entrenched the apartheid spatial planning injustices. Instead of evicting the poor to the urban fringes, the sites and services programme took the tone of locating the people within the existing system, closer to economic and social opportunities. This resulted in clashes between the municipality and property owners and those social interests (Bremner, 2000).

Another technical concern for the implementation of the initial program was the beneficiary selection criteria. The selection criteria were based on the RDP model and the model proved difficult and complicated (Ibid). The project also faced objections from the participation process, until the implementation phase. According to Bremner (2000), the implementation of the programme faced objections from assumptions that the resettling people will increase the incidence of crime, overcrowd existing transport, health and education facilities, anticipations of a drop in property values, doubts on incoming residents' ability to pay taxes and rates and suspicion on backyard developments due to influx of people. The importance of the RLDP lies both in its failures and marginal success. The programme exposed contradictions and inflexibility of ideologies and patterns in the property markets in South African cities and the inadequacy of housing procedures and policies to challenge the South African urban fragmentation and gatekeeper tendencies of market forces and property owners (Ibid). In South Africa, self-help policy is difficult to implement because of unacknowledged bureaucratic impediments, limited availability of well-located land, limited funding and the influence of market forces and the private sector as well as structural constraints and the state's planning mechanisms (Omenya, 2006). Arguably, the persistence of the same environment potentially signals that the sites and services scheme being attempted by the city of Johannesburg is ill-fated from birth.

2.4 Conceptual Framework

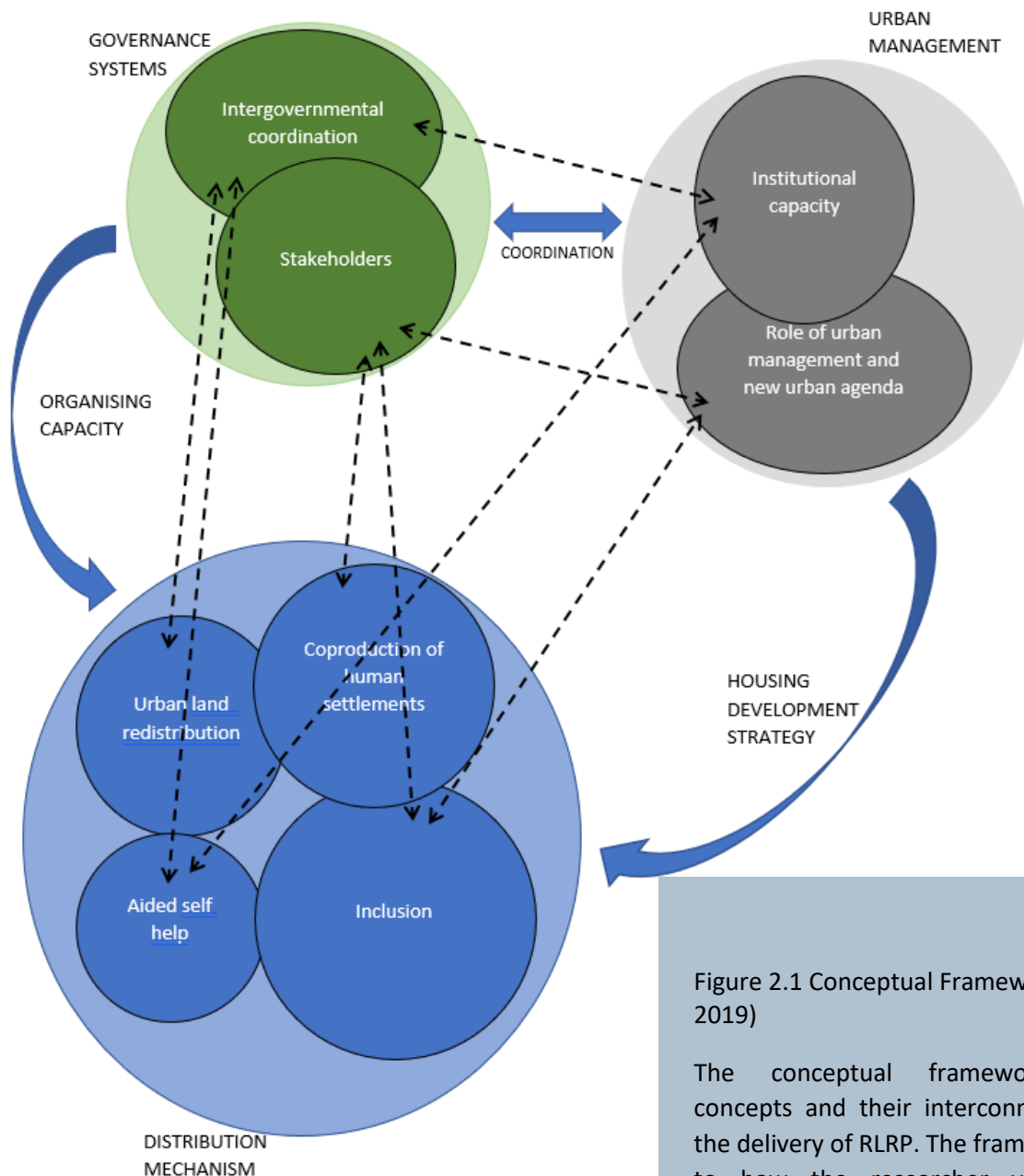


Figure 2.1 Conceptual Framework (Sonono, 2019)

The conceptual framework outlines concepts and their interconnectedness in the delivery of RLRP. The framework speaks to how the researcher visualises the delivery of the RLRP. Urban management is a critical organising concept in viewing institutional and operational challenges in managing the distribution mechanisms and governance systems in the delivery of housing. The framework is organised around broad municipal organising capacity, development strategy and coordination themes while the dotted lines speaks to the interconnectedness of concepts in the delivery of the RLRP.

Housing delivery in South Africa is subject to debate on whether the state can match the demand and scale for adequate housing for low-income households. At the core of the debate are the housing policy regime and the state institutions tasked with delivering this mandate. A closer look at the current socio-economic conditions, housing policy regime, and institutional

capacities of municipalities become critical in gaining an understanding of the aforementioned.

2.4.1 Urban Management

Urban management is a critical organising concept in the urban development agenda of cities. It becomes more relevant in the discussion of effective management of service delivery in the cities of the developing countries. Urban management consequently is responsible for the interfacing of a set of tools, instruments, activities, tasks, and functions that assure that a city can function. Davey (undated) affirms that urban management refers to the policies, plans, programs, and practices that try to assure that population growth is matched to access to infrastructure, housing, and employment. It is a pro-active multifaceted process of balancing the interests of the economic, social, and environmental development for different stakeholders and shareholders. The key sector competencies of urban management processes include urban land, infrastructure, shelter and community facilities, economic development, social services, and natural environment. The management process consists of four primary functions that managers must perform: planning, organizing, leading, and controlling. Critical to note is that planning is rigid and incompatible with the flexibility and versatility of society making it a critical but problematic concept of a city's function if not properly done.

Local government faces the complex task of managing the urban environment across key sectors and much more complex is the intricate web between these sectors. Developing countries have been characterized by unsuccessful planning attempts of the urban development process of rapidly growing cities (Rakondi, 2001). Given this ineffectiveness, the key question arises as to what needs to be done? Unlike the management of smaller organizations such as businesses, urban management interacts with extremely complex systems. The systems involve a very highly specialized toolset and sophisticated modelling to explore social, environmental, economic, and transportation-related concerns (Ding and Lai, undated). Urban management deals mainly with planning, governance, and regulations. To achieve and realize the goals of urban management, the three aspects must be balanced. In the provision of housing, proper and efficient urban management practices best respond to the current challenges surrounding the implementation of housing projects. Therefore, proper and efficient management mechanisms are crucial in the delivery of housing projects. This is particularly true when the process interacts with diverse intricate and complex mechanisms as in the delivery of housing. There is a need to plan, organize, lead, and control the process for the successful implementation of projects. Ultimately, the process of urban management leads to the realization that the state although it possesses the necessary

tools, cannot perform the task alone. Thus, stakeholder and shareholder participation are important components employed by urban management. Urban management creates space that is inclusive in nature as it allows everyone including the poor to be involved in the implementation processes of projects (Rakodi, 2001). This contrasts with the previously held view on urban management that it is state-centered (Smith and Stren, 1991).

Broadly, urban management sets out to help decision-makers and officials to cope with the problems facing their cities more effectively. Much more significant and critical is how the **New Urban Agenda (NUA)** has reiterated the importance of inclusive cities in enhancing access for all, being pro-poor orientated and obligated to provide services for low-income urbanites. The New Urban Agenda was formally adopted at the Third United Nations Conference on Housing and Sustainable Urban Development (Habitat III) in Quito, Ecuador, on 20 October 2016 (UN-Habitat, 2016). It is a shared vision for sustainable, planned, and well-managed urbanization. The agenda enshrined the notion of the right to the city in creating cities and human settlements that are inclusive, safe, just, healthy, affordable, resilient, accessible, and sustainable for all (NUA, 2016: para 11). It is critical in shaping the housing delivery process in developing countries as it provides global standards, principles, and policies needed for sustainable urban development to transform the manner we construct, operate, and manage and live in our cities (UN-Habitat, 2016). Rapid and unplanned urbanisation continues to characterise the way cities of the south are growing while at the same time they lack the resources and capacity to effectively manage this process (Charles, 2016). It is therefore critically important that the New Urban Agenda is not only implemented but that national governments recognize that cities are the key to fostering economic growth and in the implementation of sustainable goals (Ibid). However, it merely provides guidance and is non-binding hence cooperation and dialogue on best practices are the cornerstones to its successful implementation. The need for better urban management in managing local government service delivery obligations cannot be overemphasized.

2.4.2 Distribution Mechanisms

At the heart of a government pro-poor programming that the RLRP delivery mechanism speaks to its distribution as a guiding principle for urban managers. The need to distribute resources equitably and access across diverse groups is an urban manager's headache particularly within a South African environment that has a tainted past that thrived on segregation among other evils.

Elements under review for this concept include the instituted legislation that guides how housing is delivered, the policies contracting from a global perspective to the CoJ local sphere and budgeting. Unpacking these makes it possible to understand how the distribution mechanisms work and how the RLRP can have a meaningful impact on redefining how low-income housing in South Africa.

2.4.2.1 Aided Self-Help

Questions abound on the potential of aided self-help housing initiatives as a means towards distribution and combating housing challenges in the developing countries. The key concept behind the self-help (sites-and-services) scheme is the shifting away from providing a completed housing unit to providing serviced parcels of land and living the responsibility for constructing the top structure to households (Peattie, 1982). According to UN Habitat (2010), self-help housing is practised by millions of households worldwide. If it is government or NGOs, CBOs, or private sector organizations assisted it is called aided self-help. According to Choguill (2007), states that low-income households can potentially own their own houses through government-aided self-help means. The UN-Habitat (2010) echoes the same by stating that aided self-help housing initiatives can address housing challenges in the developing world. However, the case of assisted self-help housing schemes in the form of sites and services can be argued that they face major challenges in replication and sustaining the schemes beyond the pilot phases because of limited funding and contradictions in housing policy, the influence of market forces and private property owners, subsidy regimes and incapacity of implementing institutions (Mayo and Gross, 1987). This claim holds for South Africa's first attempt to a site and services scheme, the Mayibuye Project (Section 2.3). The question of aided self-help housing effectiveness in satisfying the growing demand for housing is critical. Jenkins, Smith, and Wang (2007) give a historical account of the 1970s and 1980s' where aided self-help housing was implemented significantly impacting the urban poor's capacity to build housing. Example case studies include the Sri Lankan 'People's Process' influenced approaches to housing (Ibid). However, as the UN Habitat (2010), notes the same stating that the government-aided self-help program in Sri Lanka was short-lived and never reached full scale sufficient to cater for all the housing demand of the urban poor.

Despite the sites and service's considerable progress as an alternative to low-income housing, it has not been without its drawback and criticism. There are instances where the sites and services have negatively impacted the social cohesion of communities where residents are from different locations and backgrounds and impact on livelihoods of beneficiaries who rely on informal livelihoods (Payne, 1984). According to Burgess (1992), aided self-help housing schemes are an

ineffective strategy for providing low-income housing as governments are not able to fully perform the needed aided self-help administrative functions necessary thereby impeding on the effectiveness of the schemes (Payne, 1984). Similarly, is the case in the contemporary where the local government cannot manage this housing delivery scheme. This also relates to the state's attribute of poor administration of city functions. The schemes instead of making housing affordable for both beneficiaries and the government, it has often proved too costly for beneficiaries who are not able to meet the repayments where it has been required for them and for government to deliver it. According to Keivana & Werna (2001), the programmes have ended up benefiting middle-income groups instead of low-income households. Aided self-help housing has a huge potential, and the rapid release approach can potentially tap into this concept in responding to housing challenges.

2.4.2.2 Urban Land Redistribution

Since South Africa's historical transition from apartheid to a constitutional democracy, matters to deal with land remain extremely politicized and complex. In part, this is attributed to the country's apartheid legacy, which inculcated a web of racially-biased policies and legislation that were designed largely to deny and frustrate access to land rights of black South Africans (Musvoto, 2016). Even though partly reinforced by the existence of a formidable land administration system and a considerably stronger land rights base, South African towns and cities continue to manifest the historic class and race inequalities in ownership and spatial land-use patterns. This is mirrored in and reinforced by, the unequal access that exists in housing, land, property markets, and in the development and land use rights. The commitment to urban land redistribution is in the nation's vision and commitment to conduct land reform, which aims to give equitable access to all South Africa's natural resources to its citizens (Pieterse, 2009). Land reform is broadly acknowledged to mean the 'redistribution of property or rights' for land to benefit the landless, tenants, and agricultural labourers (Martin, 1995). Land reform is a policy and legal understanding to increase access to land by giving (mostly) poor people ownership rights and ensuring sustainable land use (Binswanger and Elgin, 1992). However, "local-level redistribution in a city (CoJ) exhibiting poverty and social exclusion alongside extreme inequality has to be reconciled with investment in economic growth, resource constraints and the political clout of powerful vested interests at local, national, and international levels" (Beall et.al, 2000: 1).

The redistribution of land is generally perceived as having the potential to meaningfully improve the livelihoods of the rural and the urban poor thereby contributing towards economic development (Van Zyl et al. 1996; Lipton 1996; Deininger & May 2000). Achieved through the process of land reform, urban land redistribution is considerably the most effective way of addressing access to land within the urban context. It is thus convenient that the RLRP adopts a land redistribution approach that not only allocates people with land for human settlements but also addresses the racially skewed land distribution in South Africa alike (Beall et.al, 2000). The land reform transformative agenda seeks to resolve the unequal land distribution by dividing it equitably among South African people. As envisioned by the RLRP, households will receive the same sized serviced plots for housing. It should be noted that the land redistribution far extends beyond land for housing as it also incorporates aspects for agricultural purposes. The sites and services scheme does not only give people land but it also empowers families within the urban set-up to have access to socio-economic rights that were previously denied them by the apartheid system. Therefore, cities need to adopt appropriate policies that guide the appropriate nature of the land redistribution program. In contemporary South Africa, a considerable national debate exists in the manner of expropriation with or without compensation. However, as Soliman (2004), notes, the sites and services scheme has often been unrealistic where the government must purchase privately owned land. In the South African case nonetheless, the question of land is being deliberated significantly in the context of land expropriation without compensation where the state needs to acquire privately owned land for state-aided housing (Du Toit, 2019). This also brings to the fore questions and debates on land and property rights and the context where the state has the power to expropriate or not and this is an ongoing process at the time of writing this research.

2.4.2.3 Inclusion

Site and service schemes allow for beneficiaries to be included as active participants in housing themselves. A key concern of the schemes is fulfilling its redistributive justice aims which seek to include those previously excluded groups in the housing process. Incorporating low-income households in this context constitutes inclusivity of the programme to fulfill the state's housing redistributive mandate. "In the context of housing, inclusion means more than being housed. It also includes access and proximity to services, facilities, jobs, and transport" (AHURI, 2015: 2). As a low-income housing delivery mechanism, the RLRP is inclusive specifically towards none qualifiers group as defined by the National Housing Code (2009). This is the group that falls outside the housing subsidy regime between R3500 and R21000 but needs government assistance to access

housing. Aspects of inclusion for this study are premised in promoting the low-income group's right to the city by allowing marginalised population groups to home-ownership which enhances their socio-economic status, wealth creation opportunities and access to vital services. Inclusion in this instance is linked to the dimensions of economic participation, material resources, access to services, educational opportunity, health as well as political and social and political participation. Social inclusion is a valuable concept for improving housing service delivery for low-income groups. In regards to the RLRP, a co-production of inclusive cities and procedural justice becomes critical in understanding how it can impact the delivery of low-income housing.

2.4.2.4 Coproduction of Inclusive Cities

The coproduction of inclusive cities has become an idea in good currency to scholars and practitioners alike over the last decade. The concept of co-production has been defined by Mitlin (2008) as, "the state and citizens working together through a grassroots-led process and strategies to secure political influence and access to resources and services" (Mitlin; 2008: 339). Co-production involves a process of delivering public services equally and in a reciprocal manner between professionals on one hand and the people using services on the other (New Economics Foundation; online). In the instance that programs and projects are coproduced, the resultant neighbourhoods and services become highly effective change agents. Co-production as a concept has emerged to proffer a solution to criticism that programs often fail to meaningfully involve communities in the design and implementation of activities. Co-production aims to put principles of empowerment into practice, where professionals work with communities thereby offering the communities greater control over the process, providing learning opportunities as well as a time to reflect from their experiences (Mitlin, 2008). Coproduction offers new possibilities in 'alternative thinking' in the provision of housing, settlement upgrading, and planning processes in the global south cities (Harrison, 2006). Ultimately, coproduction entails the active involvement of the urban poor, the state, and civil society organizations in producing public goods and services meant to improve the living conditions of the urban poor. State-society relations and urban governance should be anchored on the emerging structures and processes of co-production. (Harrison, 2006). It is about making cities of the South inclusive.

2.4.3 Governance Systems

2.4.3.1 Stakeholders

The role of stakeholders in the delivery of low-income housing is important. Stakeholders are divided between two categories, end users which are the community and beneficiaries and affordable housing service providers like government agencies and or private organisations as well as other various interest groups. The beneficiaries are the most important stakeholders in the delivery of low-cost housing. Affirmed by the white paper on housing, a people-centred housing delivery process is the way to go for South Africa (Housing White Paper, 1994). Turner (1988) criticises the government's standardisation policies that do not regard the needs of the end-users. "Meaningful and structured participation by communities in the processes of policy formulation needs identification, prioritisation, planning, and implementation of housing development projects are the central requirements of government policy and subsidy assistance" (Mohlasedi and Nkado, 1997: 636).

2.4.3.2 Factors that affect institutional and operational capacity

Local government Institutional and operational capacity to implement the RLRP is greatly impeded upon by policy, technical, financial, and political reasons. However, the reasons differ depending on country-specific context (Kamete, 2006). The following is thus a discussion on the factors affecting the implementation of sites and services in a different local context and apply to the South African context. First, **urbanisation** impacts the infrastructure and housing developments in cities of the south adversely. There is a disjuncture between infrastructure development and rate of urbanisation, a disjuncture that leads to a significant mismatch between supply and demand putting pressure on existing infrastructure (Kihato, 2012). Consequently, the state is unable to effectively plan for housing provision sufficient to service the scale of demand. Secondly, the **availability and location of the land** determine where sites and services schemes will be located. The availability of affordable and cheap land is critical for sites and services schemes. In most cities of developing countries, land near city centres or employment opportunities is expensive hence most low-cost housing schemes are located at the periphery (Ibid). In the South African context, this goes against the 'tenants of creating homes closer to work' and against the spatial redistributive justice that the RLRP aims to address. The location of the sites also fundamentally affects project timelines and costs. The longer the distance between existing infrastructure networks and new sites

makes the costs for installation and connection of the parcels of land to infrastructure high and may result in delayed servicing. **Inadequate budgets and limited funding** options also affect significantly the delivery of the schemes. RLRP is a capital-intensive project to implement (Udoko, 2013). In the South African context where housing budgets are being significantly cut back, this ultimately affects the planning and implementation of the schemes. Municipalities in South Africa rely on grants from the national government which come in the form of infrastructure and housing development grants for them to function. Municipalities also significantly suffer from not having **adequate human resources** who poses the requisite technical skills to plan and implement these technical projects and render quality service delivery to the people. Also, the lack of competent and skilled personnel affects the budgeting and costing of projects thereby affecting the planning and implementation processes of the schemes. **Lack of political will and corruption** also affects infrastructure development by municipalities significantly. Diverging political views affect significantly local government functionality as politicians may not prioritize the implementation of low-cost housing projects in place of other projects that may further their political ambitions. However, a key detriment to housing and infrastructure development is corruption (Udoka, 2013). Lack of accountability and transparency may affect the implementation of housing development projects (Hardoy et al., 2005).

2.5 Conclusion

In conclusion, RLRP is potentially a sustainable low-cost housing delivery approach for low-income households. However, municipalities are confronted with operational and institutional challenges to implement the housing scheme effectively. The chapter has demonstrated the importance of understanding the concept of RLRP as a low-income housing delivery strategy in South Africa. Urban management is an important organising concept critical for proper and efficient service delivery and local government administration. Scholars have argued that urban management is a critical vehicle to which equitable distribution of resources and efficiency within local government administration can be achieved in developing countries. Turner (1992) suggested that a housing policy must focus on sustainable development, social justice, and matching of organisation and human relations with housing needs. Indeed, conceptualizing housing from the rapid release of land resources makes one understand the associated concepts and outcomes that this approach can achieve. There is a need to rethink housing in South Africa to ensure its effective response to the rising urban need. It is noteworthy to pose the question of whether a different kind of housing

delivery approach that addresses the historical legacies for low-income households can be achieved in response to debates on rethinking housing delivery in Africa? Since 1994, the South African government has instituted various low-income housing initiatives aimed at responding to the rising demand for housing within the urban environment. Regardless of notable strides, the initiatives have not been able to satisfy and match demand with supply and consequently, the urban poor has resorted to informal alternatives. The rapid release concept has a revolutionary and transformative element in that, not only does the state provides serviceable parcels of land, it also empowers people to participate in building their housing units.

ISAPHLUKO SESITHATHU

Research Journey: *tying everything together*

Research Methodology & Context Chapter



3.0 Introduction

A Research Methodology is of central relevance to any study. It is a procedure or means of gathering data, any study must align to a clearly defined methodology. Research is a systematic procedure of collecting and logically analysing data (McMillan & Schumacher, 2010). Bryman and Bell (2007) further note that for any academic research to reach a logical conclusion, it must have a methodology that makes it possible to produce and analyse data, to substantiate or refute theories or assumptions informing the study.

Informed by the above assertions, the first section of the chapter unpacks and presents the research trajectory in the form of the methodology and research design used in this study. The second section characterises the contextual area of the study. Guided and responding to questions depicted on the direction signage (Fig 3.1), the chapter unpacks the research journey and critical methodology considerations. Particularly, the chapter narrates and tells a story based on the researcher's experiences in designing and implementing the crucial tasks and phases of the research. The chapter also tackles key information related to identifying, describing the target population sample and size utilised for the study, sampling procedures, the research instruments, and data collection procedures. The chapter also explains data analysis as well as discussions on ethical considerations, reliability, validity, and study



Figure 3.1 Figure Direction signage

Source: Can Stock Photo

https://www.google.com/search?q=who%20how%20why%20where%20directional%20signage&tbm=isch&hl=en&tbs=rimg:CQVbm4_15MqvzYVukW2Fl4m2x&sa=X&ved=0CB4QuIlBahcKEwjY2Ya914ntAhUAAAAAHQAAAAAQFA&biw=1166&bih=564#imgsrc=3Xfy4wdRbmNHpM&imgdii=d4ABbkccgbGxQM

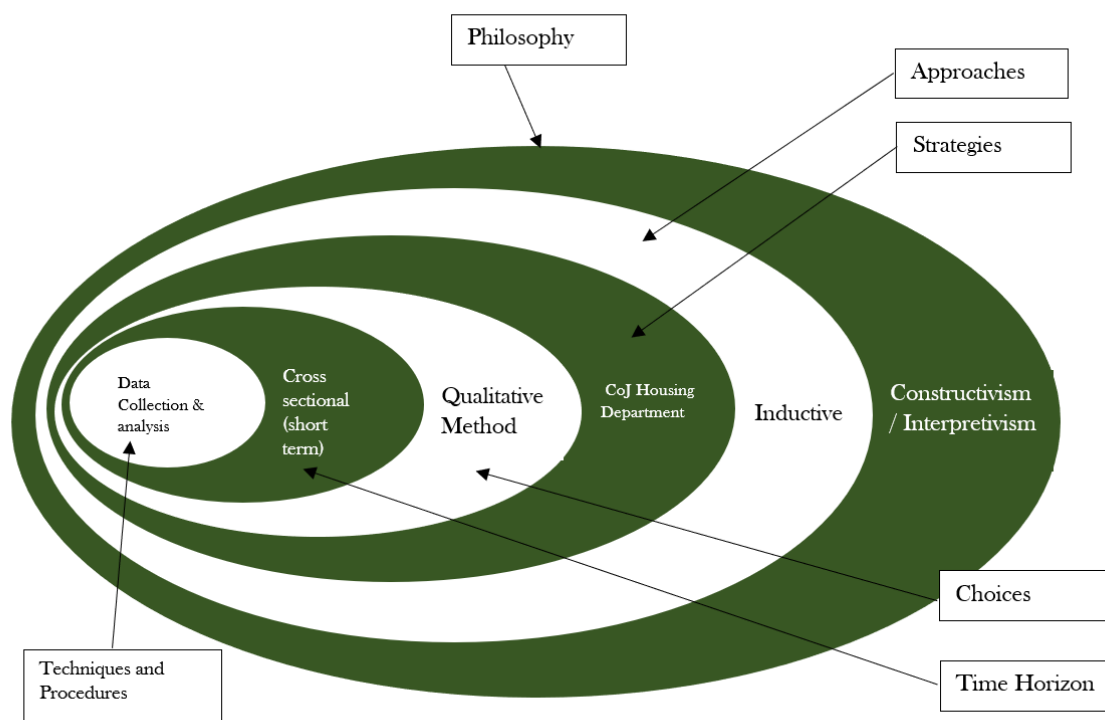
limitations. The research methodology has a bearing on the research results. Consequently, the researcher bears the responsibility in providing the research methods and justification (Walsham, 1995). This overall reflects the researcher's understanding, showing that due and sufficient prudence was applied (Galliers, 1997) thereby giving a common base for both the researcher and reader to work from.

3.1 Research Mind Map

Research is not conducted in a vacuum; it is informed and founded on specific research paradigms (Henning et al, 2004), constructed and observed through the lens of a specific mind-set and carried out within guidelines of a particular approach and techniques. For a coherent organisation of the researcher's thought process, the study was formulated around a research mind map, which essentially adopted the Saunders Research Onion (Saunders, 2007). Following the mind map, the detailed research process, explanations and justifications of the research methodology are presented as follows.

3.1.1 Mind map onion peeling: The starting point

Acknowledging the existence of other external realities outside of this research, the research approach for this study borders on Constructivism and Interpretivism philosophies. Traditional and conventional research paradigms procreate certain world suppositions. According to Merriam (2002), it is widely assumed that researchers ought to try uncovering certain objective realities while conducting their research. The researcher is assumed to have a neutral role while uncovering the objective reality of the research. Merriam (2002) alludes that, there is a reality that exists out there, observable, that is stable and measurable. However, as this study went on to prove, capturing reality is a complex and impossible task to undertake. Lichtman (2006), proposes a post-positivist view which points to the need for a researcher to 'strive to capture reality' with the use of multiple methods.



An interpretive research approach assumes that there is no single way to view socially constructed observable reality (Merriam, 2009). According to Lichman (2006), this replaces the conventional single traditional approximation by multiple realities to objective reality. The constructivism tenants on the other hand suppose that truth is relative and is heavily reliant on, one's perspective. In essence, as Miller and Crabtree (1999) cited in Merriam (2009), puts it, the constructivism or interpretivism paradigm recognises the significance of the 'subjective human creation of meaning' and not entirely rejecting objectivity. This informs the choice of using both the constructivism and interpretivism philosophies as the research lens for this study.

Figure 3.2 Research process onion (Author 2019) adapted from Saunders et al. (2007, p108)

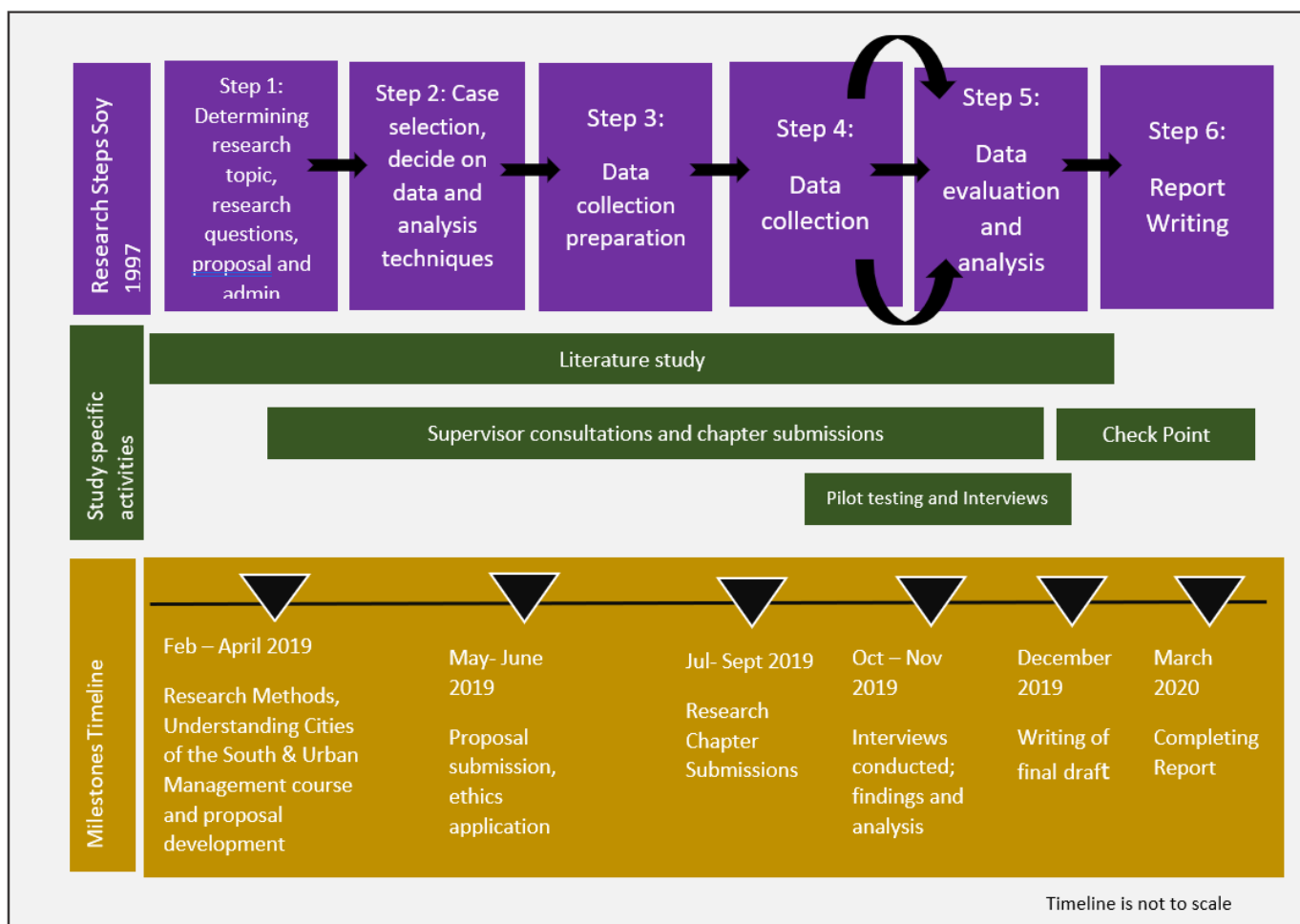
Source: Saunders, M., Lewis, P., Thornhill, A. (2007). Research methods for business students (6TH Ed.) London,

3.1.2 Research Process

Informed by six steps as proposed by Soy (1997), the research process reflects the major steps taken from conception to finishing the research study. Figure 3.3 shows the steps of the research process taken for this thesis along with a timeline of major activities (milestones).

Step 1: Determining and defining the research and proposal writing

The courses on Understanding Cities of the South, Research Methods and Urban Management provoked the researcher's interest to want to inquire more on the concept of urban management and housing delivery. This prompted the researcher to develop an interest in finding out what are the functions of urban management in the developmental context of the cities of the south. More so, how critical housing delivery is and what challenges municipalities encounter in discharging their mandate. A research topic was developed in consultation with the researcher's supervisor. The researcher immediately embarked on a literature investigation at the same time engaged in an informal observation process. An academic research proposal was developed, submitted, and approved. An ethics application was submitted and an ethics certificate obtained. The refining process for the research became ongoing to up to until submission.



Step 2: Selecting participants and determining data collection and analysis techniques

The study's key informants were selected using purposive sampling using their knowledge and working proximity of the research focus as the basis. The researcher initially chooses sixteen (16) participants for the interview that includes government officials and experts from the academia and civil society groups. However, of the proposed sixteen scheduled interviews, only ten (10) interviews and one participant observation session of the policy review meeting were done successfully. The other six

Figure 3.3 Research process and milestones (Sonono,2019) adopted from Soy (1997)

Soy, S.K (1997) The Case Study as a Research Method,

[available at <http://www.ischool.utexas.edu/~ssoy/usesusers/1391d1b.ht>]

participants could not be interviewed due to work commitments and unavailability during the researcher's data collection period. The initial contact with participants was established through either in-person visits and/or by email. Navigating the terrain proved a difficult task but the researcher organised the logistics with the help of the participants who proved to be helpful (special mention goes to the provincial and local government officials for their assistance). All the initially contacted participants expressed their willingness to participate in interviews although at the end others had to be excused due to work commitments and unavailability during the data-gathering phase. Although all the initially contacted participants were critical to the study, it was unfortunate that some interviews were not done the researcher managed to get use the research participants This did not affect the quality and depth of data collected. Not everyone whom the researcher intended to interview was interviewed. Appendix 12 and 13 represent efforts that were not fruitful and the researcher felt he could have benefited more if those interviews were conducted. However, the researcher had to resort to other sources of media where mention of key issues of interest to the missed interviews was made. This ultimately means that the researcher accessed other forms of media which might not be defined and confirm under academic stipulations like social media and YouTube and online news websites (Appendix 14 and 15). For this research, document analysis, interviews (semi-structured open-ended questions)



Figure 3.4 City of Johannesburg a world class African city

Source: BussinesTech

<https://businesstech.co.za/news/general/50479/johannesburg-actually-is-a-world-class-african-city/>

and participant observation techniques were employed as data (primary and secondary) collection techniques. Content analysis was employed for the research.

Step 3: Preparation for Data collection

Having concluded on the techniques for data collection and the logistics in place, the researcher set out for the data collection phase of the research. Following the ethical considerations, the researcher applied for permission to research the respective institutions and government departments which acted as key informants to the research before setting out for the research. The researcher planned the research process, coordinated with the participants and finalising on the interview dates, prepared and finalised on the research questions. The researcher prepared himself for the interviews.

Step 4: Data Collection

The data collection was formally collected throughout the scheduled interviews (October - November 2019). As dictated in a qualitative study (Baxter *et al*, 2008:554), there is a concurrent data collection and analysis in an iterative process. During the data collection phase, the researcher constantly engaged in an iterative research process of asking questions through interviews and conducting further research. He engaged with key informants within the government, civil society, and academia while capturing field notes and assimilating data. At the same time, the process of the literature review was ongoing, substantiating findings as well as providing a basis for a deeper research investigation and data collection.

Step 5: Data evaluation and analysis

As stated previously, data collection and analysis were conducted simultaneously. The researcher, however, performed a distinct evaluation and analysis of data as a major step of the research phase. Content analysis was conducted which involved establishing connections between the concepts under study, highlighting, and flagging insights emerging from the data. The researcher sought to understand the underlying problems and insights for potential solution identification and formulation. The various perspectives emerging from the data findings were considered, analysed through a philosophical lens. An integration of literature and research findings was also conducted. The data set reflected a level of saturation and richness as given in the various voices of the research participants.

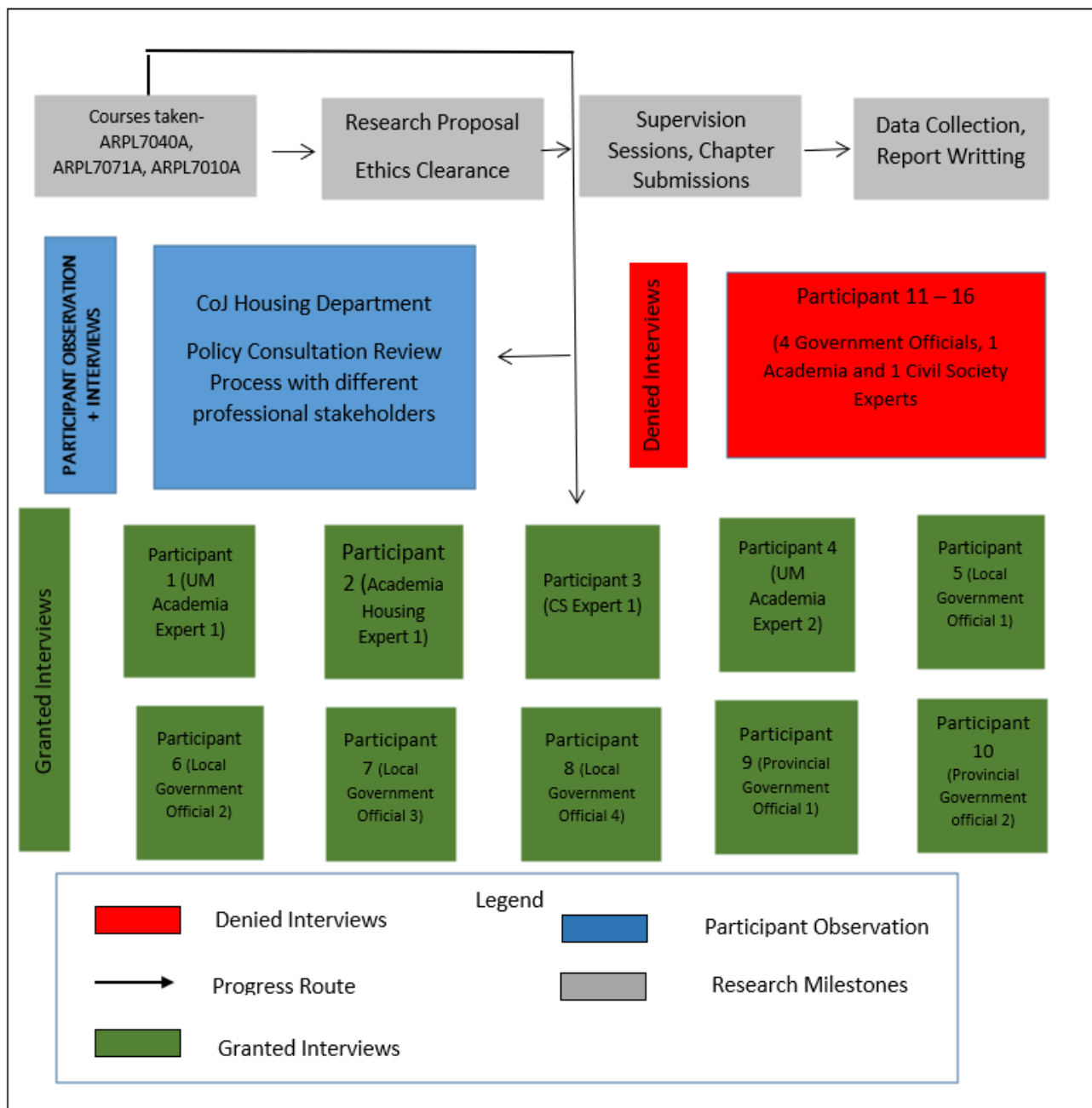
Step 6: Report Writing

The final step of the study involved synthesising research literature, findings, analysis, recommendations, and conclusions into a research report.

3.2 The Story unfolds – research realities, narrating the chronicles

As the old saying goes, a plan is only good a plan on paper, it is confronted with a myriad of complexities to implement it, however. So was the story for my research study conducted as partial fulfilment of the researcher's master's study. The following is a presentation of the tales and complexities faced by a Zimbabwean foreign male national in the academic jungles of South Africa while conducting his master's research study. As the African tradition requires of a male child, a boy does not mature into manhood among other things unless he goes into the jungle to hunt and bring his first kill to feed his people. This research represents a completed initiation ceremony (rites) of an African male child into the academic world at one of Africa's top institutions. Part of the research journey was travelled at such a time when tensions of recent spates and scares of xenophobic attacks in Johannesburg emerged and later subsided. The student at one time felt less confident, scared, and defeated in the face of danger directed to one by nature of their nationality. Africa is home for all Africans regardless of nationality and like Africa, we should strive towards tolerance, peace, and unity. However, it brings to the fore discussions and debates around migration and as these discussions continue let's be each other's keeper, in upholding the founding notions of Ubuntu. **Peace is to all Africa.** However, as the initiation rites require, one must conquer and overcome their fears to succeed to be considered a fully-fledged man of the community and I conquered thanks to the support of my supervisor and the University of Witwatersrand, School of Architecture and Planning staff. Thank you, South Africa, for affording me this opportunity.

Implementing the methodology for this research study was not without its navigational challenges and frustrations. Some of these challenged the researcher's personal and academic resolve and threatened to halt this research dead in its tracks. Constant re-strategizing was needed to infiltrate a world outside of the academia buttressed with bureaucratic processes. Navigating the bureaucratic governmental systems of the two distinct spheres of government proved to be a mammoth task for the researcher but it had to be done. Figure 3.3 shows a diagrammatic representation of the milestones, interviews, and trajectories of progression for this research study. For this study to be a success much appreciation is given to the government officials for the help



and support rendered during my research. Such welcoming and support make South Africa great. Not all experiences were rosy as some screamed of a system in chaos needing a complete overhaul. The situation of government business at both local state and the provincial government is a worrying sight and more can be done to improve this. These experiences were a learning curve in developing the

Figure 3.5 A simplified sketch diagram representing the milestones, interviews and routes of progression (Sonono, 2019)

capabilities of the researcher and will surely go a long way in shaping the researcher's skills.

3.3 Strategies, Initial Ideas to Access points

Urban Management theories and practice, Cities of the South and Research Methods courses ignited the researcher's enthusiasm in delving towards how government departments unpack and translate housing policies. It became apparent that my research topic meant to understand above all the grounding of urban management and its incorporation into the local government system. More importantly, was to conduct a 'full pathology test' in examining the personification of the urban management concept and how the CoJ interprets and implements it. This process ultimately led to the decision to carry a study investigating CoJ's Housing Department, examining how it translates housing delivery from the lens of urban management. The idea to use City of Johannesburg Housing Department as the microcosm in the investigation of housing service delivery came because of the proximity and location of the institution within the African city debate. Central and key were how CoJ strives and envision itself to be a world-class African city. This locates and amplifies the need to understand how the urban management concept relates to city development goals and more importantly how municipalities manage housing service delivery within their localities. The CoJ denotes an African city striving for global recognition and appeal. The investigation served as a deep stick in evaluating the city's position in providing housing and the challenges it faces. Also, the eventual decision to make the CoJ the centre for the study was influenced by a literature review process. It highlighted how CoJ strives to be a leader in the change process and transformation of the socio-economic outlook of the city through many initiatives among them the RLRP as a housing delivery system.

3.4 Unpacking the Conceptual Framework

To unpack my conceptual framework, I went to the field for a data collection exercise. To understand the three concepts that are distribution mechanisms, urban management, and governance systems, the researcher explored literature that examines these specific themes. These were obtained either from reviewing policy documents, conducting interviews with relevant people in offices of authority and the use of other media platforms that gave more insight into the concepts. The conceptual framework is vital to understand the challenges faced by the City of Johannesburg. Therefore, adequate attention is needed in breaking it down.

3.5 Negotiating for Access Stepping Stones and getting into the thick of things

The literature review process was excruciating, time-consuming and tiresome. It consumed a significant amount of time. Ultimately, the literature review process produced the desired results. It managed to locate the study within, “the larger, ongoing dialogue in the literature, filling in the gaps and extending prior studies” (Creswell 2009: 25). The literature, afforded the researcher to identify, define and outline concepts, viewed as relevant “tools for the construction of [research study focus] reality” (Johansson 1994: 234). “The literature review [was] a means to an end... not ... an end in itself” (Yin 1994: 9); which prompted the researcher to do a field study in search of the ultimate truth.

Working with the government departments is always dreadful for many students, let alone in this instance, international students. Having submitted for the ethics clearance and obtaining the clearance certificate, the researcher had been given a go-ahead to proceed for data collection. Dreading the bureaucratic processes and the uncertainties of how the outside academic world would be receptive of an international student especially after the xenophobic scares that had earlier on erupted. The application procedures to obtain formal permission to research within the



Figure 3.5 An old lady threading a string through the eye of a needle exemplifying to the researcher's experiences in the process of negotiating access.

government institutions (both local and provincial government) took as long as obtaining the ethics clearance certificate. However, the researcher had anticipated the delays and factored them into the research planning process. At this stage, the data collection process was set, with outstanding being the identifying specific interviewees in both local and provincial government. As it emerged, the programme was still at its infancy stage. Focus on the programming at both government spheres was being handled by the policy and research departments. Having established contact with the respective department, the government officials expressed their willingness to participate in the study. The participants were a mix of departmental top-level management and their subordinates. The participants were closely linked/ involved in every stage of the programme.

Unlike earlier scares as to how the researcher would be received, the government officials and all participants in the study were very receptive and offered their time for the interviews. However, due to unforeseen circumstances outside the researcher's control, some participants could not participate in the study. This however didn't affect the quality and depth of the data collected for the study significantly. In some cases, the government officials went out of their way to fulfil their commitment to the study. One instance that comes to mind when one of the managers asked the researcher to come for the interview at 7 a.m before his busy schedule kicked off. Despite the manager's busy schedule, he made time to fulfil his promise. Another instance was when the researcher was transported to the interview venue and the department head would communicate to find out if everything was going according to plan. Such dedication and support made the researcher develop an admiration for the government officials. It demystified certain negative perceptions that portray government officials as rude and impossible to work with. Although, the researcher cannot agree or disagree with the truths behind such perception, at best, the researcher's personal experiences painted a different picture. All the scheduled interviews went according to plan except the cancelled ones.

The study was subjected and conducted within ethical considerations. As earlier stated, the research was subjected to an ethics committee for ethical vetting to which an ethics certificate was obtained. The participants signed a consent form and were informed fully regarding the study objectives, while at the same time being reassured of confidentiality and that data will be used solely for academic purposes. Although the methods employed for this research were not equally effective, it culminated in a rich data set not previously anticipated by the researcher. Although the

data collection process wasn't a smooth flowing one, the researcher was overwhelmed by the amount of data collected. The researcher, however, had difficulties in balancing his writing tone – the transcription struggle between polemic and sincerity because of the variations in the transcriptions of the interviews. Due to certain frustrations encountered in the field, the struggle was on how to express that without seeming like an all-out attack of the government system. Some of the participant's attitude and government system practices make it difficult to portray in a positive tone in the report. However, in the end, analysis based on fact and what is obtaining on the ground was the basis used for transcription of this research report.



a world class African city

Locating the Study Area in Context

City of Johannesburg

Johannesburg has been called 'A World Class African City', the City of Gold, or a City of Millions of Lights. Yet it also has the odious title of being the most unequal city in South Africa, and the world, according to various reports (State of the South African Cities Report, 2016).

3.6 Point of Departure

The second section of the chapter introduces and examines the City of Johannesburg (CoJ), in contextualising the research and providing a lens to view the phenomenon under study. It examines the greater Johannesburg metropolitan housing and policy history outlook, setting the tone for a more comprehensive examination of the urban management and housing mandate of CoJ. To understand what challenges the CoJ encounters in the delivery of housing particularly looking at the Rapid Land Release Program (RLRP), it is imperative to engage in a contextual synopsis of the study area, therefore, giving a working context to the research study. The world is rapidly experiencing a massive wave of change and cities are increasingly at the forefront consequently effecting a massive shift for economies, environment, and people. The city of Johannesburg and South Africa resultantly are not exempt from experiencing this enormous global change. However, the nature, pace, and scale of the global change manifest differently across different cities.

‘WHAT IT OUGHT TO BE’

The city of Johannesburg envisions itself to be “a World Class African City of the Future – a vibrant, equitable African city, strengthened through its diversity; a city that provides real quality of life; a city that provides sustainability for all its citizens; a resilient and adaptive society.” (JOBURG GDS

2040: 13)

VERSUS

‘WHAT IT IS’

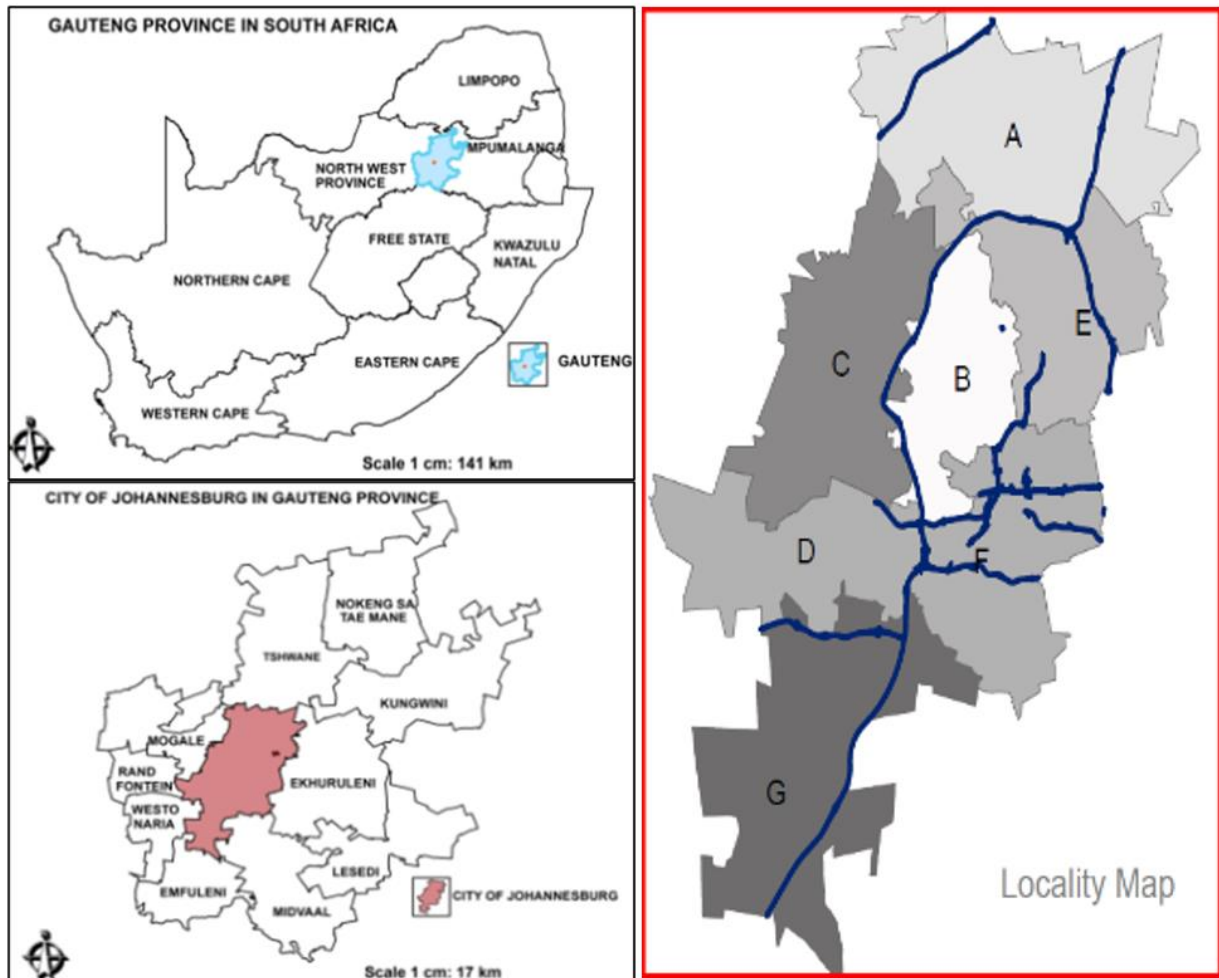
An African city moving towards a guided 2040 vision of its highly accentuated vision of 'a world-class African city' status, CoJ provides a classical global south city case conflated with the enigma of both positives and negatives sufficient to inform this research study. Located within a South African national context with a clearly defined policy and legislative environment capabilities that among others calls for government structures; (national, provincial, and local tiers) to exhibit good and efficient governance traits. Crucial and relevant for this research, within the local government environment, urban management, and service delivery (housing delivery) constitute the DNA that gives purpose and life of local municipalities to ensure that local communities are properly serviced. However, reality within the South African local government spheres presents a very contrasting outlook, which is a far cry from what is dictated by law. A disjuncture seems to exist between local government's 'what it is' as opposed to 'what it ought to be' thereby portraying a classical global south city stereotype, one engulfed by a fully metastasized local governance and management cancer needing chemotherapy of solutions. Therefore, before conducting the actual field study of the area, the research position is that of urban management and housing delivery mandate that is not being fully realised as many ills hamper on the efficient delivery of housing and management. For instance, there are cases of corruption and irregular mismanagement of public funding that affects the city's capacity to fully implement service delivery mandate, failure to have a



Figure 3.6 Protests on service delivery

Source: Council on Foreign Relations – John Campbell

<https://www.cfr.org/blog/south-africa-what-does-service-delivery-really-mean>



comprehensive plan for an urban development plan that anticipates for rapid urbanisation and increased demand for services. At the same time, communities have become places of poor waste management, crime, and have witnessed an increase in informal structures (Ntswana, 2019). It is these very suppositions that informed the research problem giving rise to this study. The city experiences perennial community protests over housing and service delivery indicating that these persistent problems at times push communities to the edge. However, this study acknowledges that the recurring protests cannot be simply deduced or oversimplified to specific challenges as they are in a complex web socio-economic and political contradictions.

Figure 3.7 City of Johannesburg Locational Map and regions within the city.

	City of Johannesburg	
Location	Gauteng Province, South Africa 26.1704° S, 27.9718° E	
Size	1 645 km ²	
	2016	2011
Population	4 949 347	4 434 827
Households	1 853 371	1 434 785
Average household size	2.7	3.1
Density	3 009/km ²	2 696/km ²
Average population growth over four years (2011 _b – 2016 _a)	11.60%	
The average annual population growth rate (2011 _b – 2016 _a)	2.78%	
Gini coefficient (2014c)	0.66	
Housing (2016 _a)	Formal: 81.3% Informal/other housing: 18.3%	

3.7 Locating the Study Area in Context

The study area is the City of Johannesburg (CoJ), located in the Gauteng Province of South Africa. The study examines the study phenomenon through examining the City of Johannesburg, Department of Housing policy of Rapid Land Release Programme (RLRP).

3.7.1 City of Johannesburg Profile

The City of Johannesburg Metropolitan Municipality is one of the eight (8) metropolitan municipality or Category A in South Africa that manages Johannesburg local governance as classified under the Municipal Structures Act (MSA 117 of 1999). This inherently means that CoJ has both executive and legislative powers over its jurisdiction. In expediting essential services to the city, CoJ

Figure 3.8 CoJ key statistics of population and housing distribution (source: City of Johannesburg). Population growth places more demand on housing particularly low-income housing hence the need for more initiatives in the delivery of low-income housing particularly low-income housing hence the need for more initiatives in the delivery of low-income housing. For the Gauteng and the CoJ, the challenge is of limited availability of land and an increasing population.

municipality is divided into key departments and branches. Of particular concern for this research is the Department of Housing that oversees human settlements within the greater breadth and depth of the city in conjunction with relevant regional authorities of different regional areas.

The Johannesburg demographics indicate a metropolitan area that is large and ethnically diverse and ever-increasing within a limited geographical area (fig 3.8). The City of Johannesburg is South Africa's largest city and its population is categorised by a long historical legacy of local and international immigration. These numbers continue to grow as more and more people continue to migrate to the city in search of economic activities. With such a huge population base, the need for adequate housing increases in particular low-income housing which has to date experienced a mismatch between demand and supply leading urban residents to resort to informal housing alternatives. Housing is key for the socio-economic outlook of the greater metropolitan. How the CoJ manages this housing delivery mandate is also crucial and reflects on the capabilities of the CoJ Metropolitan Municipality.

3.8 Local Government and Housing in South Africa: A Constitutional mandate

The South African local government has a laid out developmental mandate derived from the supreme law of the land. Crucial is the Constitution of South Africa, Chapter 7 that addresses local government developmental mandate in Section 153(a) of Chapter 7. It states that municipalities must:



Figure 3.9 Protesters demanding housing and services as their rights

Source [a] <https://citizen.co.za/news/south-africa/382924/14-740-service-delivery-protests-recorded-in-sa/>

Source [b]
https://www.google.com/url?sa=i&rct=j&q=&esrc=s&source=imgres&cd=&ved=2ahUKEwi8sca-1YroAhUJahQKH83B1UQjB16BAgBEAM&url=http%3A%2F%2Fupgradingsupport.org%2Fuploads%2Fresource_documents%2Fparticipants-combined%2FChapter-1-The-Case-For-Upgrading-May-2016.pdf&psig=AOvVaw31SbVXR9hTMOBdInsYxYyh&ust=1583749688100654

(a) “structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and;

(b) participate in national and provincial development programmes” (SA Constitution: p74)

This sets the tone for municipal developmental responsibilities and with it, municipalities are expected to deliver on their mandate. To add on, the roles of the tiers of government are further defined by Constitution Schedule 4 (A and B) and Schedule 5 (SA Constitution, 1996). Schedule 4 Part A lists among others housing, regional and urban planning, and development as a competence function of the national and provincial government. Part B, on the other hand, lists Local government competences of building regulations, municipal planning, and provision of basic services – electricity, water, and sanitation. However, Section 156(4) further reiterate that national and provincial governments should assign to municipalities matters of administration those competences itemized in Schedule 4 Part A or Schedule 5 Part A. It is so if the matter relates with local government competence and if the municipality can effectively administer the administration from a local vantage point. It is this working setup that ensures there should be co-ordination and co-operation among all the tiers of government in delivering housing in South Africa. According to SERI (2011), in line with the Constitution section 156(4), municipal accreditation to administer the National Housing Programmes is emphasised as one of government key priority to “locate the decision-making authority and funding capacity for local development at the most local sphere of government” (Seri, 2011: 82). Guided by key strategic considerations as stipulated in key planning guidelines such as the Integrated Development Plan, Spatial Development Framework and Land Use Management Systems, CoJ housing mandate has never been more pronounced and clearer.

3.8.1 How has the city adopted the RLRP (SITES AND SERVICES)?

The RLRP, formally known as the sites and services in the city and is part of the CoJ incremental housing strategy aiming to provide serviced plots to people who can build houses for themselves. Announced as a Dipethogo strategy by Mayor Herman Mashaba in 2019, the sites and services approach would not only speed up access but also quicken human settlements delivery (CoJ Sites and Services Draft Policy, 2019). Section 26 of the S A Constitution entrenches housing as an alienable right to which the “state must take all reasonable legislative and measures, within its available resources, to achieve the progressive realisation of this right” (RSA Constitution, No 108 of

1996). Located within the midst of other housing delivery strategies, the sites and services programme targets non-qualifiers of other initiatives like Finance Linked Individual Subsidy Program (FLISP), Integrated Residential Development Programme (IRDP), Informal Settlement Upgrading Programme (ISUP) and individual subsidies as per the provisions of the National Housing Code. Whilst housing provision for qualifiers has been catered for through the housing subsidy regime, there exists a gap for non-qualifiers that the sites and services seek to address. However, there is no dedicated policy that directly empowers the beneficiaries (non-qualifiers) access to sites and services. The City during the duration of the study was in the midst of a consultative public review process of the proposed draft policy. Whether or not this delivery alternative goes down as a success or yet another frustrating process, only time will tell.

3.8.2 A Policy and Legislative Framework

South African housing policy has evolved since 1994 showing the relationship between planning and low-income housing development in the country. The complex approach to housing delivery relies on the implementation of legislative and policy frameworks across all spheres of government. The following legislation and policy inform the guiding principles and implementation of the policy:

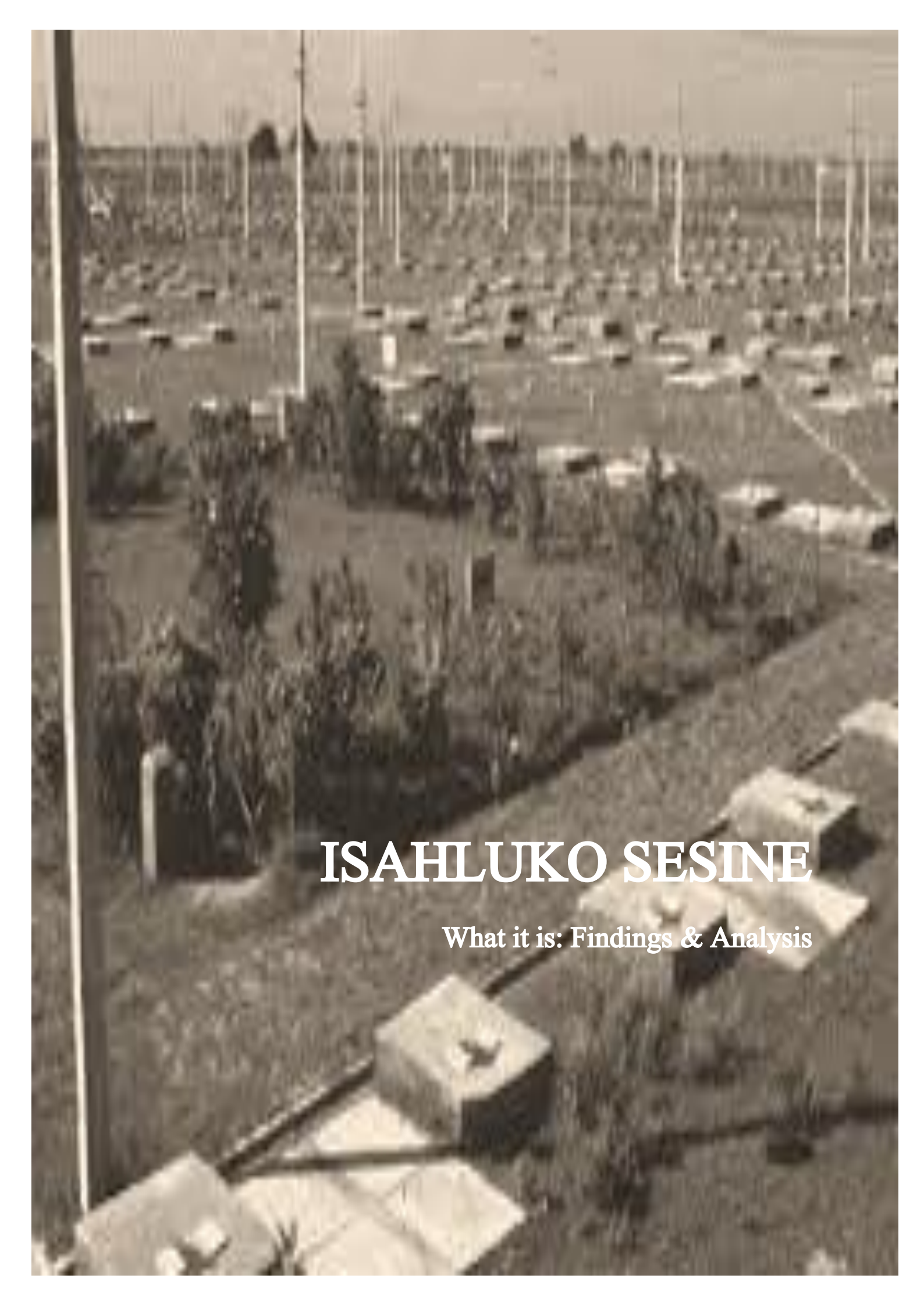
-  The Constitution of the Republic of South Africa, 1996;
-  The Housing Act No. 107 of 1997;
-  The Urban Development Framework, 2000;
-  The Breaking New Ground Strategy, 2004;
-  The Provincial Inclusionary Housing Policy, 2007 (CoJ Inclusionary once approved);
-  National Social Housing Act, 2008;
-  The National Housing Code, 2009;
-  Spatial Development Framework, 2016 and
-  Implementation Guidelines for the Disposal Of the serviced Site to Housing Subsidy to Non-Qualifiers in the City of Johannesburg

The legislative framework (list above) is significant because it gives clarity on the legislation that the sites and services policy being crafted by the CoJ depends on for guidelines in drafting and implementing it. South African housing policies are a cut above the rest because South Africa has well-crafted legislation, policies and frameworks that shape the development trajectory that every sphere of government should adopt and subscribe to. Policies and Frameworks are adopted from

the National and Provincial government. This makes it easy to track, audit and monitor, and evaluate progress or otherwise drawbacks that might emerge. However, as is the norm in most cities of the global south, the implementation is a far cry away from stipulated targets due largely to a host of complexities but that does not take away the potential that can be achieved.

3.9 Concluding Remarks on the context

Efficient urban management and housing lie at the heart of the 21st century urban age that places urban areas as innovative nodes and hubs of national socio-economic development. In developing countries, higher population growth rates, rapid and unplanned urbanisation form a complex web that causes among other urban ills, urban infrastructure backlogs, housing shortages, and unsustainable human settlement patterns. The trend is exacerbated by an inefficient, numb, and unresponsive urban management that is unable to cope with service delivery and housing demands. For South Africa and Johannesburg due largely to a tainted apartheid past that thrived on racial spatial segregation, there is a need for an innovative spatial reimagination of housing developments, to satisfy the demand from all socio-economic categories. The location should be near urban amenities like public transport, economic and social activity. What's comforting for South Africa's local government and CoJ is the existence of an enabling legislative environment that has the potential to respond to urban challenges. Therefore, there is a need for continuous and rigorous strategic re-imagination of CoJ urban management and housing delivery to match the scale of housing demand and institutional capacity needed to manage the process. Whether the sites and services housing delivery mechanism constitutes the re-imagination sufficient to transform how low-income housing and human settlements are delivered, only time will tell.



ISAPHLUKO SESINE

What it is: Findings & Analysis

4.0 Introduction

South Africa and in particular, City of Johannesburg (CoJ) urban management and housing delivery processes and practices present a sharp contrast between *‘what it is versus what it ought to be.’* This paints a different picture of reality divorced and opposed to planning and the country’s developmental blueprints. Although considerable effort has been made to reconcile the spatial injustice, a creation of the apartheid state, South Africa finds itself in a more precarious and controversial delimited spatiality 25 years after gaining ‘independence’. This has earned the country the most infamous tag of the ‘most unequal country.’ Local government, the vehicle in which the Republic, discharges its integrated development and service delivery is confronted by an insurmountable task that is getting worse by the day. Unregulated and rapid urbanisation continues to entrench itself not only in the CoJ but also in the greater cities of the south. Resultantly, the demand for housing supersedes supply creating an unbalanced demand versus supply equation. Consequently, people have resorted to unregulated informal alternatives, ‘the other path’ in the terminology of Hernando de Soto (De Soto, 1989). International standards have rendered and condemned these makeshift accommodations within informal settlements unfit for human habitation (Simuyu et al., 2018). South Africa like other cities of the south is confronted by a growing housing crisis that the government should adequately respond to. The chapter presents a triangulation and exploration of important/fascinating findings emerging from the fieldwork. This study set out to investigate the CoJ housing delivery mechanism and more specific institutional and operational problems and challenges in implementing the Rapid Land Release Programme (sites and services).

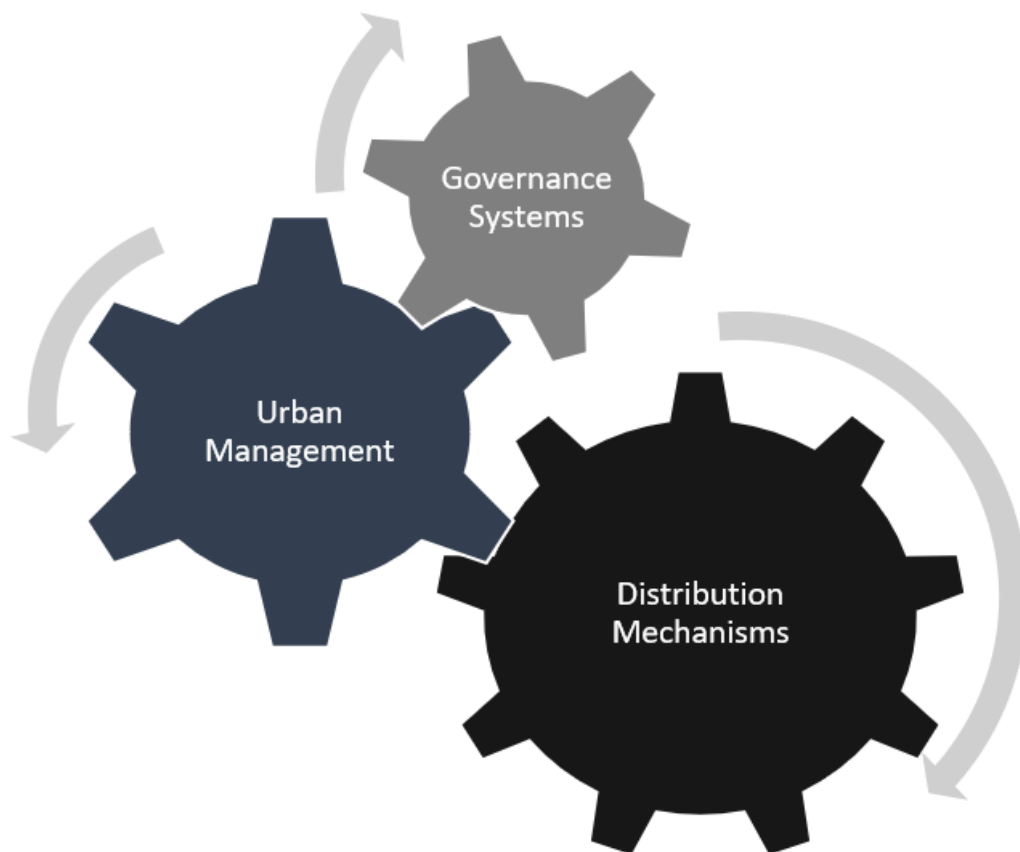
4.1 What it is: The Findings

Huchzermeyer (personal communication, 07 November 2019) “South Africa is in a period of policy transition.”

To understand my study, I went to the field to do a comprehensive data collection process. Findings in this study are a reference to a synthesis of policy documents, interviews, case studies on the subject matter of the RLRP (sites and services), and analysis of the research journey. International case studies where similar low-cost housing programmes have been implemented have been consulted (refer to literature chapter, international context). Although it might not carry the same Rapid Land Release tag, similar programmes, and projects like it have occurred elsewhere for example in Nigeria under the Dondora Community Housing Project (DCDP). The City of

Johannesburg at the time of writing this research report was in the middle of crafting the policy that stipulates and defines the programme scope and beneficiary criteria, its implementation, and management. The city was carrying out a policy review process with different stakeholders (refer to Fig 4.2) and the researcher managed to attend and observe the process. However, the city had already prepared business plans and started the process of identifying and servicing parcels of land for distribution providing a lens to examine the research question of this study. As it turned out unlike initial assumptions, the city and the Gauteng Provincial Government use different terms to refer to the same programme. This left the researcher with more questions than answers as to why the same programme would exist within the same government system but known with two distinct names. Both officials from the provincial and local government acknowledged the difference in naming and terminology as being necessitated by how the spheres of government were implementing the programme but worked in consultation as per the dictates of the constitution.

The study aimed to investigate and understand the challenges that CoJ faces in its housing delivery mandate specifically looking at the RLRP. To do this, the principal macrocosm and lens used to uncover the study were the local government arm of the CoJ Housing Department. The primary research question that the research sought to investigate was what institutional and operational challenges confront CoJ in translating the implementation of the Rapid Land Release Programme (sites and services)? To critically unearth and effectively respond to these research questions, the researcher identified three principal overarching themes informed by the conceptual framework- distribution mechanisms, governance systems, and urban management (Fig 4.1). These were identified as crucial overlaying themes that would give direction to what the researcher sought to unearth. Having established these, the following is thus a presentation of the findings and analysis.



4.2 Discussion of the challenges

The South African housing policy is undeniably clear in its desire to provide better housing choices to more people and creating integrated and functional human settlements. However, the local government faces a series of complexities in discharging its housing and service delivery mandate. A host of challenges bedevils and impedes upon its mandate. The RLRP (sites and services) programme is one such housing delivery programme confronted by a host of challenges. Although the delivery programme is in its infancy stages, numerous challenges

Figure 4.1 Themes investigated in this study developed from the conceptual framework

Source: Sonono (2019)



The City of Johannesburg, Housing Department will be carrying out a Public Stakeholder Policy Workshop process throughout the City on the following policies;

- Allocations Policy, Site and Service Policy and Temporary Emergency Accommodation Provision Policy

Below are reasons why this is important to you!

1. THE ALLOCATIONS POLICY

What's new about this policy?

- The City of Joburg is moving from ward-based allocations to first come first served basis.

What does this mean for you as an applicant?

- This means if you applied earlier for instance in 1996 you will be amongst the first to be allocated a house.

- It also means you can be allocated a house anywhere within the City and not based on where you currently reside.

2. THE SERVICED SITES POLICY

What's new about this policy?

- This policy takes an entirely new position as serviced sites are a new offering on the Housing Programmes outside the non-qualifiers bracket.

What does this policy mean to you?

- This policy means you do not have to wait for the City to give you a house if you applied for an RDP, you will be given a serviced stand to build your own home. Government will not build a house for you any longer if you have been given a stand. A proposal is that one signs a right of refusal.

- It also means if you did not qualify for an RDP (earning over R3500), you can buy a stand from the City and build your own home.

3. TEMPORARY EMERGENCY ACCOMMODATION POLICY

What's new about this policy?

- This a new policy aimed at those who find themselves homeless due to an emergency like fire, floods and or evictions.

What does this policy mean to you?

- You will know the City's obligations to you in case you find yourself in an emergency and your responsibilities.

- This policy also spells out what "temporary" means in terms of months after which you would have to vacate the residence.

If the above makes you happy, join us and support the policy!

If you are not happy, come and make your opinion count.

It is all in your hands.

DATE	TIME	VENUE
Thursday, 5 Dec 19	08h30 – 15h30	Joburg Theatre- Sophistown , Braamfontein

Send inputs to: housingpolicy@joburg.org.za



www.joburg.org.za
 @CityofJoburgZA
 CityofJohannesburg
 CityofJoburg

threaten its progress. A lot of confusion hovers around what it is, how is it going to be implemented, what kind of impact it will have, who is going to benefit as will be demonstrated with the following findings discussion. To add on, there is scepticism and mixed reactions by would-

Figure 4.2 Poster for a Policy Review Meeting by CoJ Department of Housing

be recipients and interest groups because it is divorced from the conventional top structure public housing delivery that South Africa is accustomed to (Anonymous Government Official 3, Interview 21 November 2019).

4.3 Urban Management and Institutional efficiency challenge

An adage states that ‘the output is only as good as its input,’ likewise, any service delivery output from the CoJ is only as good as the institution. Thereby, understanding how the institution is governed through investigating and analysing the UM system was crucial for this study. It also feeds into the greater discourse of how municipalities in the greater cities of the south are managed. How is UM interpreted, structured, and implemented within CoJ? A post-development buzzword that rose into prominence in the last half of the 19th century aimed towards ‘efficient-izing’ municipalities to perform as key national development actors at the local government level. It soon became more pronounced and fashionable to adopt the globally developed village systems for many countries to increase municipal efficiencies and management (Anonymous Expert 1, personal communication, 06 November 2019). Urban management is a globally adopted concept aimed to increase efficiency in the management and governance of municipalities and hence has been adopted by many countries in the world (Ibid). Consequently, CoJ like many cities of the south has a fully-fledged UM system with the functionality of Urban Managers deeply embedded at the core of the municipality DNA. The Urban Manager functions as the Chief Executive Officer of the institution with the seven regional directorates also having a similar DNA of Regional Urban Managers. However, questions arise as to whether the UM potential is been fully harnessed as there seems to be a ‘conflation and confusion’ as to what UM is (Ibid). It is imperative to look at UM based on what it is as opposed to what it is not (Ibid).

Urban Management is a “discipline between urban governance and urban planning... It deals with issues of overall structure functioning and productivity of a municipality” (Anonymous Expert 1, personal communication, 06 November 2019). It is not fundamentally different from conventional management, as urban management specifically drives towards the management of cities in the manner of private sector entities (Ibid). UM aims to synthesise different functions of a city. However, “in African cities, different city functions are not properly working together as there seems to be adhoc, randomness, and sheer crisis” (Ibid). In South Africa, UM is misunderstood as there is a substitution of UM instruments with urban planning instruments and that is not the case of how it should be (Ibid). The two are used interchangeably but planning is only a fraction of UM (Ibid). Another impediment to the full realisation of UM is how the politics of the day have monopolised

the position to serve as a gatekeeper and serving the interest of the sitting political power. Although technocratic processes happen in the appointment of the urban managers, the political party in power drives the position. Although considerable strides have been made to improving service delivery, weak administration structures, corruption, unskilled or semi-skilled personnel, lack of innovation, poor work ethic, not following procedures among other loopholes, have largely tainted the system (Ibid). Having acknowledged the positive strides and identified the loopholes within the system, the overall sentiment is that, the state of municipalities is a worry-some sight for South Africa. “The ever-changing responses to urbanisation form part of a managerial approach to urban development which is crucial towards consolidating the system of developmental local government dear to South Africa’s post-Apartheid governance system” (Menguele, 2007:7). The role of cities in the national development sphere is increasingly becoming significant. There is debate on whether UM is understood in the global south and if it is being properly implemented. Whether that is enough to constitute and guarantee a city that works is a debate open to various submissions. According to Davey (undated) quoted in Acioly (2003: 1), UM is concerned with, “policies, plans, programmes, and practices that try to assure that population growth is matched by access to infrastructure, housing, and employment.” Urban management goes beyond the classic notion of participatory urban planning (Menguele, 2007). It aims to bring the different functions, tasks, activities, and instruments together ensuring that a city function. Urban Management, therefore, is about acknowledging the role of the state and enhancing governance mechanism and cannot work alone without the contribution of urban stakeholders like business people, civil society organisations, and communities. It aims to divorce from the vertical centralist approach to one that is inclusive and horizontal opening the governance space of cities. This is critical especially for service delivery and housing as this allows for more coordinated and integrated development initiatives that benefit people. According to Menguele (2007), UM actively involves users of services for effective implementation, operation, and maintenance of services delivered by the state. There is a need to inculcate a strong value system and soft infrastructure to make urban management and our cities work (Anonymous Expert 1, personal communication, 06 November 2019).

4.3.1 New Urban Agenda and cities of the south.

Sustainable Development Goal (SDG) 11, envisions ‘cities and human settlements that are inclusive, safe, resilient and sustainable’ (SDG 11). The New Urban Agenda (NUA) reiterates the right to the city in creating cities and human settlements that are inclusive, safe, just, healthy, affordable, resilient, accessible, and sustainable for all (NUA, para 11). The NUA acknowledges that urban plans and

policies have not adequately addressed urbanisation challenges. The challenge relates to the disconnect between inclusive planning processes and effective spatial management, economic equality, infrastructure and services provision, security of tenure, durable housing, and poverty reduction (Jones, 2017). In the quest to become competitive and 'a world-class African city,' the CoJ urban economic development policies are reflective of a city that subscribes to the NUA which is beneficial as it opens avenues for finance and credit lines (Anonymous Expert 1, personal communication, 06 November 2019). The NUA sets a developmental standard vision of what cities and the urban should resemble. The standards, however, are problematic for cities of the south as they resemble Eurocentric ideals driven by economic competitiveness at the expense of social capital and diversity (Ibid). Placing economic value instead of people value and Eurocentric ideals instead of an urban hinged on diversity is problematic for cities of the south. An urban premised on the promotion of economic forces, compact cities, and market rational at the expense of inclusivity and participation marginalises the poor and widens the inequality gap (Ibid). What is fundamentally urban and true for the developed world may not be true and fundamentally necessary for the developing world and this is the problem with standardisation brought about by the NUA. The needs of our people should take precedence over the need to be globally competitive to curb against creating inequalities within the geography of cities and denying the poor their right to the city.

4.4 Understanding RLRP (Sites and Services) and its challenges

The RLRP raises a lot of questions on how it envisions solving challenges of housing, right to the city, in achieving redistributive justice for low-income households. How to balance procedural ethics in achieving social justice, redistributive justice, restorative justice, and procedural justice becomes critical. At the same time, how to balance the procedural ethics in achieving efficiencies in procedural efficiency, restorative efficiency, and procedural efficiency and institutional efficiency also becomes key. Section 26 of the Constitution (Constitution 1996, Section 26) provides a guide on how the state delivers housing in South Africa. The government cannot cope with the level and scale of housing demand within the existing delivery models (Anonymous Government Official 1, personal communication, 13 November 2019).

Located within a pool of housing delivery mechanisms, the RLRP is one of the many programmes that CoJ housing uses to deliver housing according to the terms as prescribed by the Housing Code 2009. The National Housing Code 2009 defines the fundamental policy guidelines, principles,

standards, and norms that apply to the various government's assisted housing programmes that have been introduced since 1994 and updated. The sites and services aim to provide parcels of serviced land for people to build for themselves (Anonymous Government Official 1, personal communication, 13 November 2019). It also aims to fast track housing delivery while moving away from dependency and waiting for the state to deliver the conventional top structure housing by giving land to those who have the means to build for themselves (Ibid). The program will give people sites to build under defined rules and regulations that stipulate the kind of housing architecture and building standards as well as timeframes (5 years) of when one is expected to finish the building to prevent the perpetuation of informal settlements (Anonymous Government Official 2, personal communication, 15 November 2019).

The site and service scheme involves establishing the residents as active participants in the total housing process. It is less capital-intensive schemes compared to the conventional RDP top structure. Land parcels (or sites) with installed infrastructure (or services) are provided with beneficiaries given the responsibility to build their own houses. Unlike other sites and services schemes that allow the beneficiaries to construct their houses with a variety of building materials, the CoJ on the type of infrastructure and time needed to complete building one's house. Settlements will be mixed-use with residential plots laid out with major infrastructural facilities like access road, open spaces, schools, health centres included in the layout. It offers low-income housing aspirants the hope and opportunity of a serviced parcel of land with the view of being a homeowner as an incentive to building a house.

According to Huchzermeyer (personal communication, 07 November 2019), particular issues make the RLRP relevant in South Africa. Housing and accommodation challenges lead people especially low-income residents to live in legally precarious unauthorised alternatives like buildings or land, backyard accommodation which is confronted with a lot of uncertainties (Ibid). The state is failing to cope with the demand for housing hence CoJ is developing an alternative housing delivery policy. However, as one interviewee stated, "the country failing to address urbanisation issues and ~~cannot~~ address that through housing policy" (Anonymous Government official 3, personal communication, 21 November 2019). Although the city seems to be clear on what the sites and service programme is, what it aims to achieve, who its target population is, the same understanding cannot be said for the different shareholders and interest groups. Vagueness and scepticism surround the policy as there is little information on whom it is targeting, resources to implement, location of the land of these sites and if there are well located, and more importantly how it be implemented (Anonymous Civil Society Expert 1, personal communication, 06 November 2019). The public review process

seems to have rebutted the draft policy citing various reasons that needed more clarification hinted one of the interviewees and it is back to the drawing board for the city (Anonymous Government Official 1, personal communication, 13 November 2019). From the public review process that the researcher attended, the various professionals in attendance raised various concerns that included the following. The first concern centred on the location of the proposed sites whether the areas will be located near places of economic opportunity to address spatial injustice or if these settlements will be mixed development areas. The second concern seeks to understand how the overall development of the sites and services relates to the Spatial Development Framework (SDF) and Land Use Management Scheme (LUMS) and how it ties and aligns to the provincial mega human settlement developments and if they offer a spatial opportunity for the residents. Another concern raised was whether the sites and services would be the prioritised housing delivery mechanism as opposed to the already existing mechanisms. The public participation platform also raised a concern on how people will be able to afford rates and taxes for basic services since most of them would otherwise struggle to pay and if the indigent subsidy will be applicable for the residents. Another topical concern was on the programme's banning of incremental building approaches as the programme allows for a period of 5 years for residents to complete building their homes or face eviction. The registering of beneficiaries was also cited as problematic and difficult as it is riddled with the same complexities of current subsidies like the indigent programme.

What was obtaining from this process was that the state, on various occasions had a clash of ideas with some of the present interest groups. The public participation process is a procedure that speaks to the healthy realisation of policies, which are acquainted with and/or which would have gone through a public vetting process showing the state's willingness to listen. This, after all, speaks to the healthy working relationship of the state and its stakeholders as dictated by the democratic values entrenched in the supreme law of the land. One which allows for divergent opposing views aimed at establishing the best way forward for the people of South Africa. There seemed to be a fear from a repetition of the same by civil society representatives that potentially good programmes are littered and frustrated with the same reoccurring perennial challenges of failure to implement. Perhaps the public review process is a cure to those challenges that is if the state takes into consideration the raised concerns.

4.5 The Land Question: a redistributive and access challenge

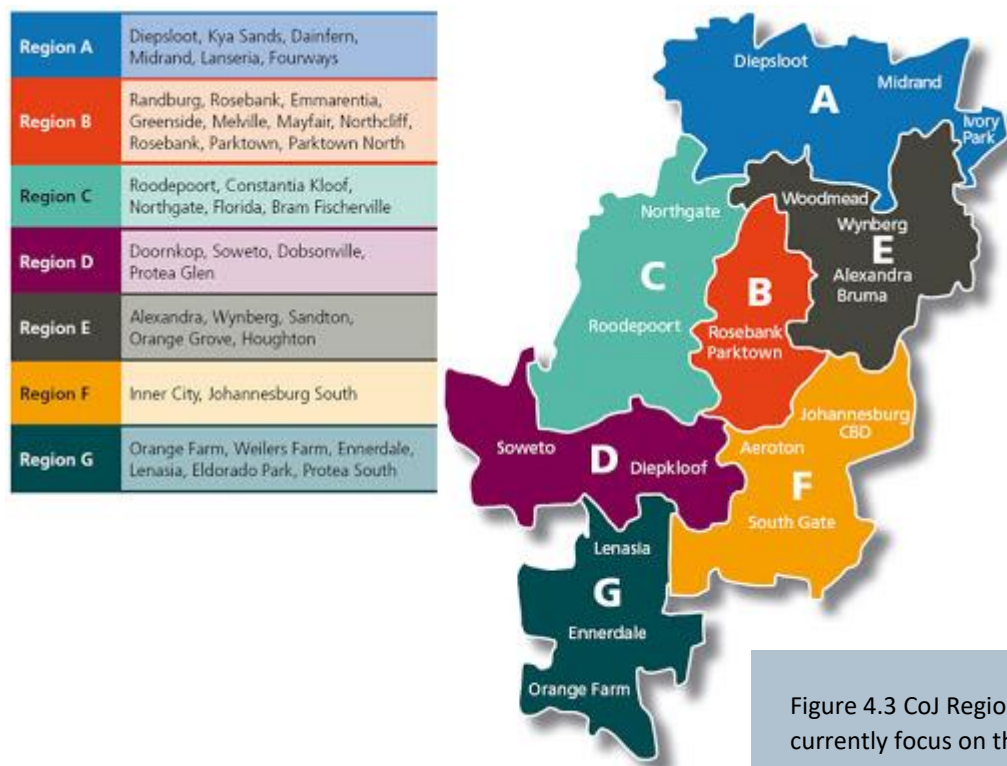


Figure 4.3 CoJ Regions C and G where the city currently focus on the sites and services.

Source: <http://www.pikitung.co.za/contact-us/>

The land question is arguably the most debated in contemporary South Africa. Land availability and its location are crucial to the success of the RLRP. Located within ‘the bringing homes closer to work’ mantra, the location of the settlement under the RLRP is crucial in redefining the spatial landscape for low-income households incorporating them in the core of the city fabric. The success of this programme hinges on the availability of land as it is premised on the distribution of serviced land parcels. This speaks to the urban land redistribution intentions that the RLRP aims to achieve. Not only is the availability of land the critical question but most importantly, the location of the land. With South Africa coming from an apartheid tainted past that thrived on spatial injustice and inequality against the black population, it is important that post-apartheid housing delivery by the state redress this injustice. The South African post-apartheid human settlements development anchors on ‘bringing homes closer to work’

and economic activities rhetoric. However, regardless of this expectation, the city's focus on the sites and services is more inclined on land development located at the periphery (Anonymous Government Official 3, personal communication, 21 November 2019). More focus, for now, is on Region C and G, as these are conveniently located within the city's periphery development scope (Fig 4.3) (Ibid). This echoes Huchzermeyer (personal communication, 07 November 2019) sentiments that the focus of land release might be on peripheral land. Although the city claims it has identified well-located closer to the inner-city (Anonymous Government Official 2, personal communication, 15 November 2019), much of its focus is on periphery land (Anonymous Government Official 3, personal communication, 21 November 2019). There is also the danger of repeating the old, as bulk/ mass production of stands has the same trap that has often been criticised to entrench inequality (Anonymous Civil Society Expert 1, personal communication, 06 November 2019). The city seems to be reacting in response to pressures from communities who are asking for the city to avail well-located land for them to build their own homes (Anonymous Government Official 1, personal communication, 13 November 2019). It also seems like the city is trying to stop land invasions at the periphery it has also targeted these areas for developing sites to be given to people to build houses for themselves in a controlled and regulated manner and try to stop the growth of new informal settlements (Ibid).

Questions arise on the procedural justice on the way the city will go about in the distribution of these serviced sites to beneficiaries. In the policy stakeholder review process which the researcher attended, this was also raised as constituting the difference between success and failures of the programme hence the city needs to clearly define these parameters (Participant Observation, 05/12/19). The land invasions have become more pronounced than ever and in as much as the city is trying to understand this trend, the sites and services programme is acting to formalise at the same time curbing these invasions (Anonymous Government Official 1, personal communication, 13 November 2019). For land pockets closer to the inner city, "although some well-located land parcels have been identified closer to the inner city, the city has not thought much about transforming that land through this programme as the city's focus is more on the periphery developments for now" (Anonymous Government official 3, personal communication, 21 November 2019). At the time of writing this research and for the current financial year, business plans (2019-2020) identified land parcels in Zandspruit (701), Princess (106) and MR 6 extension 2 (150) had been drafted (Ibid). Focus on the inner-city developments is more focused on addressing issues on finding a solution to affordable housing and rentals (Ibid). With the land question being topical in South Africa, the sites and services programme act as the city's response to the current land debate. For

the department, land means the creation of sustainable human settlements and it is critical how the city uses this programme to address the current issues in achieving a fair and equitable distribution process. More so, stakeholders become critical in determining land ownership between private landowners and that land owned by the state. In as much as the city faces no challenges in allocating land it owns, the importance of the land debate becomes prominent in negotiating for access on that land that the city would have identified, and how it is acquired (Anonymous Government Official 1, personal communication, 13 November 2019). It should be noted that despite the city's claims of unopposed access to city-owned land, the city may still face potential objections from neighbouring landowners and may face competing demands or claims for the land from its departments. The ultimate question however is premised on the location of the land parcels. Learning from the land invasion patterns, the question of 'what is well located' becomes central, as land invasions happen on periphery land (Ibid). The land property value of surrounding recipient communities also becomes critical in the sites and services debate as noted by both provincial and local government departments hence it is also critical that the programme is done in a manner that doesn't dilute the property value of surrounding communities. How to achieve this becomes a big question for the city hence the city was engaged in a consultation process. As the officials noted (both provincial and local government), limited availability of land threatens the sustainability of the programme because Gauteng occupies a smaller landmass comparatively to other South African provinces but is the most densely populated. Currently, South Africa is deeply entangled and divided in a battle trying to solve its land question. The land redistribution discourse is currently divided between land expropriation with or without compensation debate.

Also, questions arise on how fast the city can release the parcels of land given the complex bureaucratic processes reflective of institutional and procedural efficiencies of government or lack of it. Government departments are synonymous with slow processes in discharging its technical processes in the identification of project sites, approval of budgets, registration of beneficiaries which is difficult and demanding on the beneficiaries to produce the required documentation (Anonymous Civil Society Expert 1, personal communication, 06 November 2019). The programme should aim at rapidly releasing land at a sufficient scale if the city aims to significantly improve the housing crisis and create active citizenry. Vacant land and the subsequent integration thereof is viewed as an important facet for the urban development and reconstruction process and the rapid release strategy (Bremner, 2000). "The integration of vacant land within the current fragmented urban structure does not merely imply tinkering with the present urban system. It requires fundamental urban reconstruction" (Bremner, 2000: 101). Giving the urban poor land for housing,

therefore, is considered as enfranchising them to have property rights as a redistributive and restorative justice for the poor. The idea is to reduce inequality and move towards socio-economic development by increasing access to land.

Although not the absolute answer to low-income housing, the RLRP tries to address pertinent issues arising in the delivery of housing. Rapid land development ought to guarantee that development does not buttress or reinvent the apartheid development style. There will always be a clash between the 'principles of urgency and rapid settlement' and that of 'spatial and social integration' because of the segregation legacy involving different socio-economic and racial groups (Bremner, 2000). Relocating the marginalised low-income groups near conventional suburbs is potentially explosive. "Any use of vacant land to achieve social and spatial integration within the current fragmented urban system is likely to confront the vested interests and intractable ideologies behind patterns of property ownership in South African cities" (Bremner, 2000: 103). "The city needs to learn from past experiences and aim to not repeat the same. It is worth noting that the housing regime has since transformed from the Mayibuye time although navigating contending interests is always a challenge but we have to make it work" (Anonymous Government Official 2, personal communication, 15 November 2019). This may be the reason the CoJ is concentrating on periphery sites to avoid the inner-city and property developers and landowner's interest clashes. "Whether the new state and local authorities have the capacity or the will to do this, or whether future development will merely entrench apartheid urban geography, remains to be seen" (Bremner, 2000: 103). The idea of serviced sites is an attempt to respond and address spatial injustices by allocating residents with land and tenure security (Anonymous Government Official 1, personal communication, 13 November 2019). For human settlements, land means to create sustainable human settlements with mixed uses (Anonymous Government Official 2, personal communication, 15 November 2019). The RLRP thus aims to promote and enhance physical, social, and economic integration bringing the low-income settlements into the urban fabric as a way of correcting the economically and racially distorted South African cities (Ibid).

4.6 Beneficiary selection criteria

Stakeholders are an important asset to the government programme. Whether as end-users, service providers, or interest groups, a participatory process must happen to enhance ownership of the programme. The RLRP is predicated on co-production and self-help notions which are important as far as opening the participatory space for the state to work hand in glove with the citizens. The

beneficiary selection criteria of a government programme are an important component in making sure that the right people benefit. How this is defined therefore constitutes the success and failure of the programme. The question arises on how and who determines who gets the parcels of land and how that is determined. Existing within a pool of other housing delivery alternatives, the sites and services programme qualification criteria target the gap market or non-qualifying category as defined by the Housing Code (Sites and Services Draft Policy, 2019). The handling of beneficiaries has always been topical in South Africa and the sites and services are no exception. Sentiments from the stakeholder review meeting hosted by the City of Johannesburg on the 5th December at Joburg Theatre indicated how the beneficiary registration process is discriminatory, difficult, and borders on chasing away would-be qualifying beneficiaries (Participant Observation, 05/12/19). The beneficiary registration process is a comprehensive process to determine the eligibility of who benefits or not based on the criteria set by the policy based on income brackets, area of residency, nationality (Anonymous Government Official 2, personal communication, 15 November 2019).

The registration procedure is often criticised as difficult and discriminatory. The same registration process/ criteria in screening for indigents and subsidies is the same being applied for the sites and services programme. In an interview with one of the interest groups, they raised concern on how the registration process is problematic and frustrates would-be beneficiaries (Anonymous Civil Society Expert 1, personal communication, 06 November 2019). Civil rights activists believe it was a tedious exercise that discriminates potentially would-be beneficiaries because there are not able to produce the needed requirements for processing. Although necessary to screen applicants so that deserving beneficiaries are allocated stands, the state needs to tone down its requirements, as some of the paper trail required is difficult for applicants to obtain (Ibid). For example, when applicants are required to submit proof of address which is difficult to attain especially for those residents lodging or living in informal backyard or shacks. The processes follow that of indigent application which requires one to produce support documentation from the local community leadership which may prove difficult for others based on political patronage. The procedural implications of the process therefore become vital. It ultimately questions the institutional capacities of the city to guard against such evils of corruption and a politically compromised process. Also, not to frustrate government efforts, there is a need to educate the community on the socio-economic importance of owning a home, the value of a home as an asset and what it means to be a homeowner wielding title deed (Anonymous Government official 3, Interview 21 November 2019). It is critical how the CoJ sells the programme to the citizens as something valuable, meaningful and has the potential to change their lives (Anonymous Civil Society Expert 1, personal

communication, 06 November 2019). These values need to be inculcated in our people to not have a repeat of the same challenges as experienced in the provision of top structure delivery where people end up selling the homes at a give-away value and turn back to the state for another house (Anonymous Government Official 2, personal communication, 15 November 2019). It is therefore crucial that the CoJ in its policy be clear on who the target population is and the necessary documentation required for one to qualify.

4.7 Financing and budgeting

The success of any programme hinges on the availability of funding coupled with a sound and sustainable management system that manages how the government spends its financial resources. South Africa has a policy and framework guideline that defines how government spheres are funded and managed through acts like Municipal Financial Management Act (MFMA), Public Finance Management Act (PFMA), Public Audit Act (PAA) among others. Through the Breaking New Ground Strategy, CoJ funds several housing initiatives through its Urban Settlement Development Grant (USDG), Human Settlement Development Grant (HSDG) among other funding mechanisms and government grants. With urbanisation, there is an increased demand for housing in cities to which the state through its various housing schemes is failing to match the demand and scale of housing shortages (Anonymous Government official 3, Interview 21 November 2019). Mayo and Gross (1987) state that, most developing countries are finding it difficult to subsidise housing because of severe budget constraints. This is true for South Africa as state officials lament the challenge of budget cuts which is impeding their housing delivery mandate. Although housing consumes a huge chunk of the budget, available funding is limited and insufficient to match the demand (Anonymous Government official 3, Interview 21 November 2019). Although housing consumes a huge chunk of the budget, available funding is limited and insufficient to match the demand (Ibid). The CoJ current budget for housing for the 2019/2020 financial year is R3.5-billion (three-year capital budget), R1.1billion (2019 operating budget). Government officials bemoan the inadequate budget to sufficiently service the housing need in the city. The inadequacy of the budget is evident when the city allocates the funds to the diffident subsidy programmes and unless there is the prioritisation of programmes in different financial years it is difficult to obtain budget allocation sufficient for the city to discharge its duties (Anonymous Government official 3, Interview 21 November 2019). Over the years, the budget has shrunk in the face of high-pitched demand for service delivery and essential services (Ibid). The sites and services programme finds itself located within a pool of other delivery

mechanisms and a limited budget to adequately implement at the scale necessary to have a significant impact. The city is finding it hard to find a balance and equitably distribute the available resources. Perhaps prioritisation of programming defined by the city's scope and focus is the way to go (Ibid).

To add on, there is a need to review the current funding model, as the subsidy regime no longer aligns with the scale and demand of the housing problem and how it should be implemented in the country (Anonymous Government official 3, Interview 21 November 2019). There is a sense of failure from officials in addressing the scale of the housing crisis under the current housing funding mechanisms. The state is faced with a shrinking housing budget and an increasing need for housing due to rapid urbanisation, migration, and population growth impeding on the city's capacity to adequately discharge its housing mandate. The country needs a comprehensive plan to address urbanisation issues, and cannot address those challenges with a housing policy and without securing other sources of funding or participation from the private sector (Anonymous Government official 3, personal communication, 21 November 2019).

To make matters worse, municipalities stand accused of the charge of fraudulent and irregular spending of public finances in contravention of set Municipal Financial Management Act (2003) guidelines (Auditor-General Report, 2019). This has caused more challenges in how the city discharges its duties. It also brings to the core, debate on macro-level economies being able to sustain themselves outside of the government budgetary allocations. Crucially and true is how the private sector agencies through establishing of Public-Private Partnerships (PPPs) agreements can potentially partner the state in the delivery of housing and services within a well-defined reciprocal framework (Anonymous Government official 3, personal communication, 21 November 2019). Note withstand the political connotations; the state cannot do it on its own. The state is failing to respond adequately and is faced with the ever-increasing national debt. The welfare state is quickly failing to cope with the demand for housing services for the poor. Hence, the state must capacitate its citizens to be active participants in the development process of the country (Ibid).

4.8 Intergovernmental Relations and Coordination: local state versus provincial government challenges

Located within a democratic environment that among other concerns places intergovernmental action as key to how the state operates, South Africa has witnessed both extremes of positive and negative manifestations of the state. Constitutionally, housing delivery is a concern for national and provincial spheres of government as well as local government as an assigned implementing agency.

As such all spheres of government work together to deliver housing (Anonymous Government Official 2, personal communication, 15 November 2019). The role of the provincial government is to provide support and capacity to the local government housing department but the situation on the ground screams of a state in distress with state institutions finding it hard to effectively work together (Anonymous Civil Society Expert 1, personal communication, 06 November 2019). There are various reasons but the outstanding has to do with the need for spheres of government to work independently to fulfill their policies which are strongly tied to the politics of the day (Ibid). How the intergovernmental relations span out is a matter subject to debate on how this affects the government in discharging its mandate. Having interviewed officials from both the provincial and local government spheres, it was evident that, the current working relationship although functional in its seemingly tense. It is characterized by backward and forward blame games and more can be done to smoothen it out. The spheres of government through the cooperative government arrangement act are forced to work together (Anonymous Government official 3, personal communication, 21 November 2019).

The Constitution of South Africa, Schedule 4 A, and B lists core functions of the National and Provincial government spheres where housing is a shared function between both. However, Section 156 (4) speaks to the assignment of functions to municipalities if they are capable. Accreditation is done through levels 1 to 3, which then leads to capable municipalities being assigned (Anonymous Government Official 2, personal communication, 15 November 2019). This has been a sticking point for both as none of the municipalities has been assigned the responsibilities. The accreditation process broke down and it is not reflective of the city's inability to have full responsibility for this task (Anonymous Government Official 1, personal communication, 13 November 2019). Politics of the day has a huge bearing between and within the different government spheres (Ibid). According to civil society, this sometimes works to the detriment of the state as it acts as a self-sabotage campaign (Anonymous Civil Society Expert 1, personal communication, 06 November 2019). The end-users/target beneficiaries of government programmes, which are the people of South Africa, are the single most important consideration hence, government departments working smoothly together will only improve the quality of life for South Africans (Ibid). Another case in point is why a similar programme in conceptualisation and form exist within both provincial and local government but carrying different naming. Rapid Land Release Programme for the province as opposed to Sites and Services for CoJ. According to officials from both provincial and local governments, the difference of naming is not indicative of a bad working relationship but just a difference in terminology. The intergovernmental coordination between provincial and local governments is

important for the full realisation of the sites and services programme. However, an observation by the researcher is that there seem to be differences in how the programme should be implemented from both spheres. The provincial overall focus is on the creation of mega human settlements and hence the RRLP must align with that strategy. For the city, the sites and services are being implemented as part of the mayoral obligation to deliver housing, as a response to pressure from communities and residents who need land to build houses for themselves and in trying to stop land invasions at the periphery (Anonymous Government Official 1, personal communication, 13 November 2019). South Africa can do better, continued backwards and forward engagement and negotiation can at best provide the country with the much-needed impetus to carry the nation's vision to full realisation if only all the government departments can work together with coherence and unity of purpose.

4.9 How do politics affect?

The single most critical element to the functionality of any government is politics in all its shape, form, and size. It has a bearing on how a government performs. It is true, toxic politics affect the body as much as healthy politics affects and motivates the government to achieve more. Africa's single most impediment to the realisation of development or some of it is our politics. In most cases, politics have destroyed nations and have frustrated development efforts. The South African case is not exempt from this harsh reality. In all the interviews conducted by the researcher, there were mixed reactions as far as explaining how the politics of the day are or have affected government functionality. Politics always affect how the state discharges its duties sometimes in a good way and sometimes in a detrimental way (Anonymous Government Official 1, personal communication, 13 November 2019). The politics and political actors, although acting as custodians and drivers of development, have often acted as impediments and stumbling blocks in the way of a South Africa that work. They are accused of corruption and gatekeeping tendencies that frustrate and stunt the growth of developmental aspirations for South Africa (Anonymous Civil Society Expert 1, personal communication, 06 November 2019). The politicians entrusted through a democratic process, with millions of South Africans are failing to deliver essential services and effective management of South African cities and housing for the poor (Ibid). Development projects and particularly housing delivery rely on strong political and administrative will to implement (Anonymous Expert 1, personal communication, 06 November 2019). The sites and services programme in the city was a mayoral initiative to deliver on the land parcels for people to build houses for themselves

(Participant Observation, 05 December 2019). It should be noted that this shows a positive light of an administration that listens and responds to people's need for land and housing. However, some civil society believes that the city is not capacitated to roll out such a programme as it lacks fundamental technical and managerial expertise needed (Ibid). These are valid claims if past attempts on the sites and services are anything to go by. According to one government official, "the current political administration at the time of writing this report had shown that it is willing to do things differently and the sites and services were one example" (Anonymous Government Official 1, personal communication, 13 November 2019).

At the end of the day, all government business is answerable to the political arm. In as much as I cannot ascertain definitively, there is a sense that the political arm impedes upon technocratic processes and sets unrealistic targets for departments considering challenges of capacity and funding. Housing delivery is used as political capital and, in most cases, decisions are made to harness that much-needed re-election capital during the election cycle period (Anonymous Expert 1, personal communication, 06 November 2019). It is not surprising that noise for the RLRP had a high pitch towards the 2019 elections (Ibid). Politicians want to appear to be doing something and in South Africa, anything and everything centred on housing programming will surely guarantee re-election for another term in office (Ibid). The trend has frustrated previous service delivery efforts. Not only is this true for the politicians themselves, but communities also leverage and hold the government at ransom when they voice their concerns. Citizens are not as honest as they use the political system shortcoming and circumvent it for their gain (Anonymous Government official 3, personal communication, 21 November 2019). Towards the run-up of the 2019 presidential election, many protests erupted against local government and this witnessed a circus of backward and forward blaming among the government spheres as to who was wrong and should shoulder the blame.

4.10 Analysis of Research Process

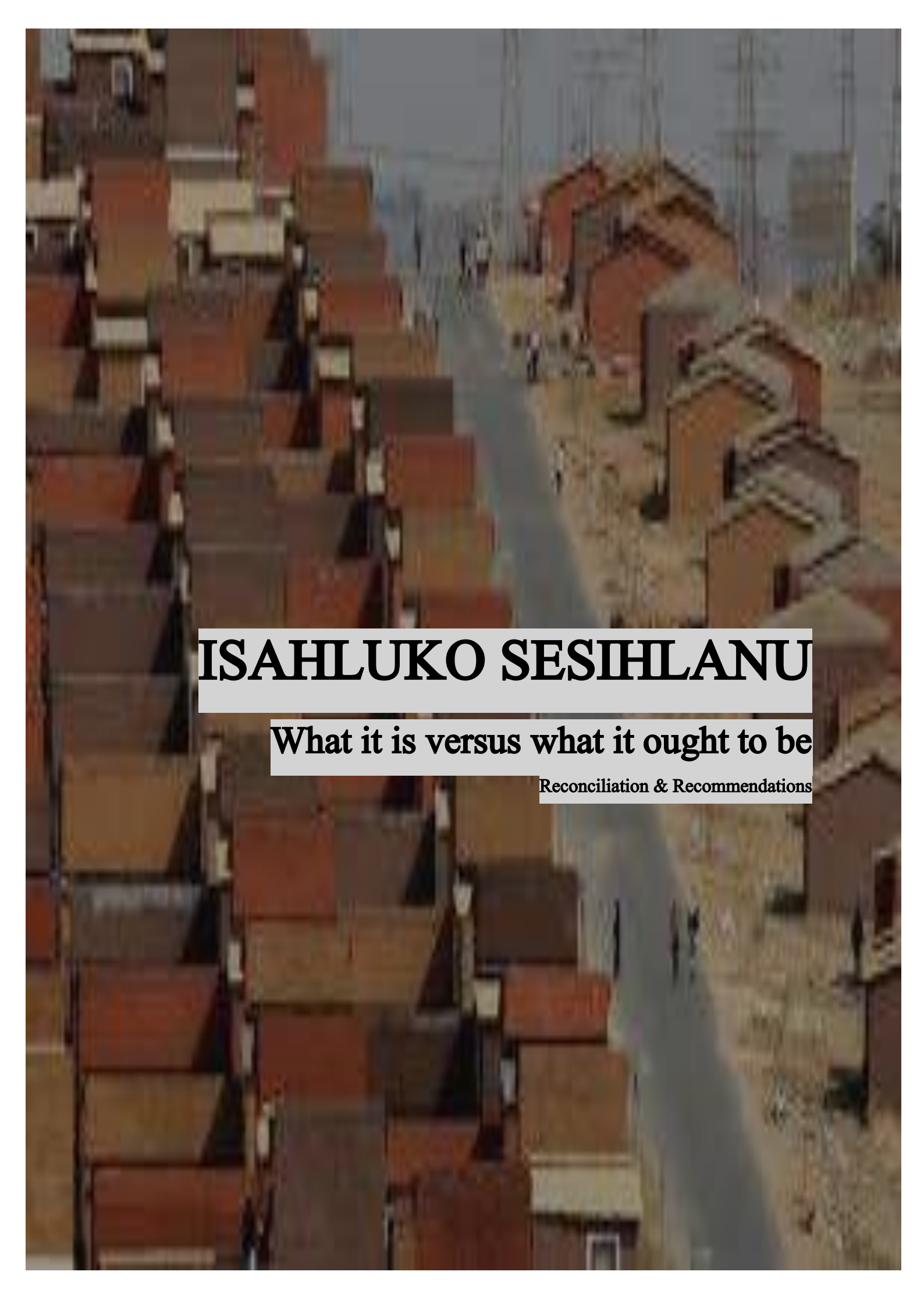
In conducting the research, I faced considerable limitations in implementing the research process which tested my weaknesses and strengths as an aspiring researcher and urban manager. Navigating complex terrains is the everyday life of a manager and this research was an initiation of what to expect in a world outside of academia. The greatest frustration was in organising the planning and coordination with different participants and scheduling interview dates and time, which proved to require effort, perseverance, and patience.

Working with government departments is a frightful experience, let alone in this instance, the researcher is a foreign national. Dreading the bureaucratic processes and the uncertainties of how the outside academic world would be receptive to a foreign national, the research was a test of my resolve. Having received my ethics clearance late and formal permission letters from the provincial and local government late as well, I had to quickly approach the respective government departments to start the fieldwork. The ethics and applying for formal approval letters were a frustrating process that shows the limitations and delays within the institutional bureaucratic processes. Having established contact with the respective participants, they all initially expressed willingness. However, not all participants who expressed interest were interviewed as some resorted to not respond to my communication (Appendix 12 and 13) while others cancelled last minute. Only 10 of the initial 16 participants were interviewed. I felt as though some participants blatantly avoided him despite the numerous times I tried to follow up with the participants. Maybe if I was a respectable member of society, this kind of research might have been easier for me to do. Three of the participants I considered to have been more crucial to my study because of their proximity to the study topic could not be interviewed. However, conducting this research helped me to confront my strengths and weaknesses to which I am grateful to the University of Witwatersrand for allowing me to complete my master's study with the institution.

Although the methods employed for this research were not equally effective, it culminated in a rich data set not previously anticipated by the researcher. Although the data collection process was not a smooth flowing one, the researcher was overwhelmed by the amount of data collected. The researcher, however, had difficulties in balancing his writing tone – the transcription struggle between polemic and sincerity. Due to certain frustrations encountered in the field, the struggle on how to express that without seeming like an all-out attack of the government system. Some of the participant's attitudes and government system practices make it difficult to portray in a positive tone in the report. However, in the end, analysis based on fact and what is obtaining on the ground was the basis used for transcription of this research report

4.11 Conclusion

The 'what is' of housing service delivery in CoJ and the greater South Africa is subject to debate. A lot of questions arise on whether the country is adequately responding to its people's housing needs. Through the housing code, CoJ has responded to the need for housing within the greater Johannesburg area. However, the demand for housing supersedes the rate of supply. This has caused discontent among members of the community who have over the years voiced their concern through protest action. The RLRP (sites and services) is an attempt by CoJ to respond to the need for housing targeting a different beneficiary group of non-qualifiers. Although still in its infancy stages, a lot of complexities like the politics, funding, and budgets, intergovernmental relations in discharging the housing mandate and the land question are embedded within the wider discussion of the programme threatening its existence. Although a divorce away from the conventional public housing delivery of top structure RDP housing, the sites and services have a lot of potentials to transform human settlement delivery in South Africa. More than anything, it fosters that every citizen becomes a change agent through co-production, active citizen participation in aiding government programmes. It builds a sense of ownership and ultimately provision of serviced parcels of land, is a response to the land question within the urban setup. Whether the South African community is ready for such a leap is a matter subject to validation by time. How the city delivers this programme is the difference between its success and failure. I pray against repeating the 'same old' - potentially good programmes and policies frustrated by poor implementation and other government evils that hamper the transformation and development of our societies.

An aerial photograph of a densely packed informal settlement, likely in South Africa. The image shows a narrow, light-colored road or path cutting through a dense cluster of small, closely built houses with reddish-brown roofs. In the background, several tall, thin utility poles with multiple cross-arms and power lines are visible against a clear sky. The overall scene suggests a high-density, low-income urban environment.

ISAHLUKO SESIHLANU

What it is versus what it ought to be

Reconciliation & Recommendations

The only way to prevent the growth of informal settlements (which usually results from new household formation and rural-urban migration), is through the rapid provision of serviced land for settlement, or “managed land settlement” (Western Cape, Department of Human Settlements, 2013; p14)

5.0 Introduction: What drives a City?

A comprehensive discussion of challenges relating to the RLRP (sites and services) housing delivery scheme within the CoJ was extensively examined in this research report. A further cross-examination of what is urban management and what role it plays in the functionality of local government and service delivery was carried out. Questions linger on what the quintessential city of the south looks like as they exude both cause and effect of an ailing city under distress politically, socially, economically, and environmentally. Debates emerge on whether the state or local government in our cities can manage the complexities and demands for service delivery. Citizen's demand for affordable and liveable housing is enormous. Currently, the city faces an ever-increasing housing backlog. Rapid urbanisation and migration trends mean the government is expected to do more to get ahead of the situation and currently it is failing. A biting national economic outlook means budgetary space is dwindling and limited in the face of demand. Local government must do more in harnessing the resources at its disposal and must work smarter when working with less. What role do our politics and politicians play as the custodians of our city's developmental trajectory? What role do citizens play in a participatory democracy system and are citizens active participants or we are simply passive and uninterested.

5.1 A story worth telling again: A right path for housing delivery in South Africa?

Since independence, the delivery of low-income housing has been the sole responsibility for the South African government along with other private agencies commissioned at the behest of the government. The prerogative of citizens has solely been that of beneficiaries to the public houses availed by the state. The South African housing delivery model is curved and moulded-in that manner as an attempt to redress the inequality and injustices created by the apartheid state. The advent of neo-liberal ideals followed the inception of the devolution of power, which gave more autonomy to local government thereby making it critical to the socio-economic outlook of a country. For South Africa, there is a saying that goes, ‘if Johannesburg catches a cold, South Africa sneezes.’ Johannesburg is South Africa's beacon of light in spearheading development as it serves

as an economic hub of the country. However, in pursuit of economic competitiveness, the social aspects are suffocated. Although the city can be credited as trying, it comes as no surprise that the state of housing in the city has attracted a lot of criticism. Tissington (2013) and Robb (2018) for instance question the commitment to deliver decent accommodation for the poor in Johannesburg as residents are faced with fewer decent and affordable housing opportunities. The existence of housing delivery mechanisms has not fully translated into housing for the benefit of all (Robb, 2018). The RLRP (sites and services) is a government response to addressing the housing situation at the same time curbing and controlling land invasions. At the same time, it is an attempt to employ the co-production of human settlements through active citizen participation. Like all other housing initiatives, challenges of shrinking budgets, institutional capacity, and management, limited availability of land, and political influence (discussed in findings chapter) threaten to derail this initiative. Although still in its infancy stages, the program has faced immense challenges particularly now that the CoJ is in the middle of constructing a policy document that governs its applicability. The potential of the RLRP cannot be understated. Although not an absolute cure and antidote to housing challenges in cities of the south, it tries to tackle and address pertinent and core urban issues on access and right to the city, and urban land redistribution. The challenges as experienced by the CoJ are relatable wherever the approach has been implemented as a housing delivery mechanism across different developing nation contexts like in Kenya, Zimbabwe, and Egypt causing a varying degree of successes and failures.

5.2 The challenges - A stepping stone for the CoJ

While sites and services projects have witnessed a considerable degree of success in many ways as implemented, significant limitations affect their effectiveness as a housing strategy in meeting low-income housing needs in developing countries (Mayo and Gross, 1987). The major impediment in extending sites and services application as large-scale replicable projects (Ibid). South African local government is mandated with the complex task of discharging the integrated development of the state. Located within an environment with a full-blown metastasized cancer of complex challenges, it is crucial to applaud local government efforts in discharging its service delivery mandate. However, this is not to give the state a jail-free card nor is it an attempt to endorse that the state 'gets away with murder' as a lot of inconsistencies clouds the way it conducts itself. More questions than answers arise from how there seems to be the recycling of the same old perennial challenges, which have threatened the viability, competitiveness, and efficiency of the state.

The management and governance of third world cities is a critical aspect that determines and drives urban development and competitiveness. However, it has been a subject of debate in contemporary urban studies. There seems to be a conflation and confusion on the conceptualization of urban management regardless of its embeddedness in how our cities are structured, functions and governed (Anonymous Expert 1, personal communication, 06 November 2019). The confusion and conflation lie in the interchangeable substitution of urban management instruments with urban planning instruments whereas planning is only just one aspect of urban management (Ibid). Urban management's impact lies in how service delivery mandate is executed particularly in the interest of this study, in housing service delivery. The South African housing policy consists of extensive programming spanning from RDP delivery to informal settlement upgrading as provided for by the Housing Code. The delivery mechanisms are infested by a wide range of challenges. To date, South Africa is struggling to effectively manage its cities and to satisfy the housing demand hence a manifestation of failing cities and a ballooning housing backlog. The RLRP although not a new phenomenon in South Africa, serves as an alternative approach to low-income housing delivery. It comes as no surprise that confusion and uncertainty surround this delivery approach in the same manner as the Mayibuye project. It is critical to understand what the notion of rapid release means and how it connects to the overall discourse of housing delivery in South Africa. The city is finalizing the policy that governs how the scheme will be implemented and it has also identified land parcels for distribution. Conducted within a participatory framework manner, the policy development and review process has been both eye-opening and a crushing experience for the city. Having to converse with different stakeholders with diverse interests, views, and expectations within the breadth and width of Johannesburg, the city has on its hands a delivery mandate that sorely depends on the successful completion and adoption of this policy.

5.3 A conceptual framework revisit

At the initial stages of this research, a conceptual framework was developed to help the researcher understand and grapple with concepts and themes in the study. It shaped how the researcher grappled with issues and provided a moral compass for the research. It made the researcher gain a critical appreciation of the potential embedded within this new route that CoJ is taking. At the same time, it opened the researcher's view on how these different themes interplay with each other concerning city management and housing delivery. During the study, the researcher gained some considerable on the ground understanding of how this pan out in reality. The 'urban' is a complex

organism. Processes, procedures, and programmes do pan out as planned because of complex structural and institutional deficiencies. The 'urban' in cities of the south are infested with structural fragility, inequality, and injustice in the context of housing.

Our conceptualisation of the urban core is a mirror effect resembling European and that is problematic. What is fundamentally urban and true for the developed world may not be true and fundamentally necessary for the developing world and this is the problem with standardisation. At the same time, it has not suggested that the developing world should produce cities that do not work and fail to deliver housing for its people. During the research, the initial understanding of the conceptual framework has fundamentally shifted on how it was framed and the interlinkages of the different themes on urban management and housing delivery in the CoJ. Indeed, the focus was on how the city translates and interprets the RLRP (sites and services) in Johannesburg. The researcher has gained a considerable understanding of certain realities that underpin how our cities work and how housing is delivered. It not as easy as it seems as a lot of negotiations and manoeuvring is engaged in. The urban governments may have an invested interest in delivering essential services for its people, but as Beall (2000: 121), notes, these urban governments, "are confronted with a complex and highly differentiated physical and socio-economic realities." The relevant policy, concepts, and deliverables to the study are critical. The question becomes, can the concepts and deliverables be attainable in a context with deep-rooted structural complexities and a dismal record of accomplishment in the implementation of policies. The response is twofold. The first is an obvious NO if the current trajectory that blurs lines between political interference and gatekeeper tendencies standing in the way of technocratic processes for effective management of cities and delivery of essential services. The second is a YES, only if we re-imagine our conceptualisation of what is urban to suit context-specific realities as opposed to imitating the standardised urban conceptualisation. We need to erect a value system that guides and drives towards effective and efficient management of our cities and a by partisanship development agenda that is subscribed to by all for the betterment of South Africa.

5.4 Towards the self-help concept- A visit from Turner

John Turner's (1967, 1968, 1976, 1982a: Turner and Fitcher, 1972) conceptualisation of self-help housing premised around a stop to government housing standardisation and providing land with access to basic amenities through implementing informal upgrading and/or sites and services is still largely relevant today in the delivery of low-cost housing (Nientied and Linden, 1988). It called for, "national government to stop trying to provide standard housing for the poor and instead use their

human potential by permitting and enabling them to house themselves” (Nientied and Linden, 1988: 138). Dweller control and self-determination to housing was the fundamental underpinning to the ideal. Conversely, it gave low-income households a form of ownership and security of tenure from land ownership to building houses suited to their needs. It is this same underpinning that should guide how the CoJ should go about implementing this delivery mechanism. The government should be responsible for the drafting of proscriptive laws meant to cushion against the reproduction of informal settlements through the sites and services. Proscriptive laws unlike prescriptive laws (that stipulates what residents should do) set limitations to what local government and residents can do enabling residents in housing activities of planning, organisation, building, and maintenance. This is important in preventing the sites and services programme to turn into settlements with informal structures while at the same time giving residents power over their housing process. This ties into Turner’s proposition on self-help housing where the state supports people’s housing system within a framework that is empowering and beneficial to both the state and low-income groups.

The government role is important in both being an enabler and guiding the housing process. Firstly, only the government “is capable of involving people in the housing process for example planning, organising building and maintenance, the government should draft the proscriptive laws that define the limits to what people and local institutions can do as opposed to prescriptive laws that tell them what they should not do” (Nientied and Linden, 1988: 140). The government should provide access to the elements of the housing process including, land, basic services like sewer, water and sanitation, and electricity which cannot be provided or left to the community or individuals for standardization and quality. While decent housing importance is accepted, verbalized, and elucidated in housing literature, cities of the south’s greater population proportion are housed in deplorable, substandard, unsanitary, and poor residential environments lacking the basic of amenities (Onibokun, 1985). The current delivery mechanism is a far cry from meeting the rate of housing demand and the backlog is an exemplification of a system not effectively working. Turner’s ideas of self-help housing and the sites and services are therefore important in the context of low-income housing in South African cities.

5.5 Recommendations

The question of recommendations is a complicated one for this study. This research journey and experience highlighted key fundamentals that need to be taken into consideration and not put 'lipstick on a pig' (Figure 5.1) if we are to achieve housing delivery goals of physical, social, and economic integration for the urban poor. The importance of cities that work can never be overemphasised. Municipal Structures Act (Act 117 of 1998) section 83 states the need to build local government capacity to discharge its functions. The state has a responsibility to provide housing for its people as per the constitutional dictates. As somebody who is months away from a degree in Urban Management, this is how I think this process could be improved. The presented analysis has implications for the housing sector policy and project planning and design. On paper, this is a brilliant programme but because of institutional and managerial deficiencies and most importantly the influence of politics (Appendix 16), this programme can potentially be derailed. This study proposes the following recommendations based on the way the researcher grappled and understood the topic under study:

- Infrastructure and services are important in achieving effective and efficient functioning of cities in promoting national economic and social development. Infrastructure planning, proper and effective urban management and governance of cities, and service delivery provision are therefore critical for South African cities. Part of this is achievable through the



Figure 5.1 Putting lipstick on a pig.

"To make some superficial or cosmetic change to something so that it seems more attractive, appealing, or successful than it really is" (Farlex Dictionary of Idioms. © 2015 Farlex, Inc)

Source put lipstick on a pig

implementation of proper urban management principles and visioning aimed at efficient management, service delivery, systems of accountability, and practical change in the way our cities are governed. An important consideration is therefore the need for a value-based system that upholds competence in human resources based on merit to ensure the institutional and technical capacity of state institutions.

- ✚ The Government must not only be concerned about the development of the site and services scheme but should equally be concerned about the functionality and proper maintenance of the scheme. Sound public policies and good governance are important aspects of the management of cities. The management of the site and services scheme needs to be designed in respect of socio-cultural attributes of different local communities' contexts given value in diversity, social values, and culture.
- ✚ Housing policy and planning must encourage the development of methods to introduce infrastructure and services gradually in planned progressive development areas. Illegality and insecurity are two concepts that characterize the lives of the urban poor in cities. Within this hostile environment, shelter consolidation is a slow and incremental process for the majority who are denied land titles, the security of tenure, the use of basic amenities, and access to building material and credit.
- ✚ The development and communication of housing policy should be strengthened and improved. The CoJ Housing Department must hold regular updates on policy and workshops to discuss the changes. It is increasingly recognized that failure or ineffectiveness of state projects is mostly attributed to weakness in information and communication processes. This also inherently defines the relationship between the state and communities. Based on the interviews done with state officials, it was acknowledged that there is a need for the state to be proactive in going to communities to update on progress and programmes. Communication is vital in the formulation and implementation of policies. However, communication and participation cannot be assumed that it will happen automatically as it needs to be planned for and should reflect the state's willingness to listen and respecting people's participation.
- ✚ Housing policy and planning must encourage the development of methods to introduce infrastructure and services gradually in planned progressive development areas. Adequate

land availability and the effective management of urbanized land is a key issue of African urban development. There should exist clear guidelines of how the state acquires none state land earmarked for the programme. Not only is the periphery land crucial but also inner-city land which might have different land ownership than that of the state. Peripheral settlements can potentially be less than a problem if they are developed and consolidated as new parts of the existing city. The current debate on land redistribution is a crucial one that will shape this programme.

- ✚ There is a need to increase or find other sources of funding apart from the government subsidies for housing delivery. The current funding model of subsidy is not aligned with the contemporary ways of how the state should be implementing housing. The welfarist model of the RDP is slowly crumbling and the state needs to revisit and strategize. The private sector should be encouraged to become involved in housing programmes and also improved access to building loans for the recipients is required.
- ✚ Political will and commitment are critical to the success of any government programme. Housing is viewed as a political capital that sustains political elites in power. To that end, such programmes should not be carried out in times of political transition (election cycle) or volatility. Synergies and cooperative linkages between administrative and political agents are also crucial to the success of the programme. Once local authority administrative agencies like local government administrators or at the provincial level assume a quasi-political role, tensions and conflicts tend to prolong and/or frustrate development. The politicians might engage in gatekeeper tendencies that may frustrate the delivery process.
- ✚ There must be a balance between democratically elected local authority implementing its political right to pursue its party development priority manifestos and opening the participation space for stakeholder engagement. In most cases, a development process that threatens to challenge established socio-economic inequalities evokes a negative response which upsets the development process. If handled with sufficient commitment, maturity, and flexibility, the RLRP has the potential to deliver the real urban transformation that is inclusive addressing apartheid legacy issues.

5.6 Conclusion

In conclusion, the sites and services approach remains a valid alternative for developing countries improving low-income groups' access to housing. The approach affords access to housing and related services for low-income households that might not otherwise have attained them. A challenge arises in how sites and services can achieve large-scale replicability which forms the basis of the scheme's paradigm. The expositions and analysis made in this research essentially lead to a set number of conclusions rooted in the need for reforms at the institutional and the project design process and sectoral policy. Despite the rapid pace of spontaneous developments, urbanization, and rapid demographic growth in South Africa which have consequently caused an increased housing demand, generally, there exists an acute challenge of housing supply inadequacy in the country. It also exposed the cracks within which how our cities are being managed and ultimately how they provide housing. The study followed government housing intervention genesis identifying the different policy packages adopted in a bid to solve the problem of housing in South Africa where it came to light that the initiatives mostly failed to solve the housing crisis. This research poses a question that is the adoption of the RLRP (sites and services) a viable means for providing adequate low-income housing in South Africa? Itself confronted with a host of challenges of limited availability of land, lack of political will, limited funding, institutional and technical challenges threaten to halt it in its track.

The way forward for the CoJ is critical in the context of the programme and its implementation. Exemplifying all the right undertones, the self-help scheme can potentially be revolutionary to how CoJ delivers housing to its people. The process of sites and services serves as a catalyst and focal point for a discussion on land and housing policies, institutional capabilities, and roles, the outcome of which may stimulate reform beyond the project boundaries. From the study, something striking became clear. There seems to be a changing expectation of what a government-supported urbanisation standard and what low-income housing is, should be, and how it should be delivered. Questions arise on our capability to effectively manage our cities and shaping them for the future in the face of a large proportion of the urban core consisting of the poor and informal activities. Indeed, countries that fail to transform and include their urbanising low-income demographic from a state of marginalization and informality into the urban core with access to credit, land, and housing may not be considered economically viable (Manguale, 2007). Key social and economic goals for cities should be meant to eliminate the prevailing hurdles of access for the lower-income groups for the greater good of the nation. The study has shown how the City of Johannesburg is a perfect example

of a city trapped between global competitiveness and undoing key challenges of urban management and housing delivery. As past experiences elsewhere have shown, significant strides can be accomplished with a combination of technical expertise and political will to support a grounded sites and services strategy that serves the needs of low-income households in cities of the south.

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Interviews/ Personal Communication

Academia Urban Management Expert 1 - 06 November 2019

Civil Society Expert - 06 November 2019

Academia Housing Expert 1 – 07 November 2019

Local Government Official 1 – 13 November 2019

Academia Urban Management Expert 2 - 14/11/19

Local Government Official 2 – 15 November 2019

Local Government Official 3 – 21 November 2019

Provincial Government Official 1 – 27//11/19

Provincial Government Official 2 – 27//11/19

Picture References

Cover Photo



https://issuu.com/groenesteden/docs/critical_issues_in_sustainability



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Chapter one cover page pictures



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Chapter 4 cover picture



<https://www.mcgill.ca/mchg/files/mchg/images/Aranya2m.jpg>

Chapter 5 cover picture



<https://www.dailymaverick.co.za/article/2018-08-21-mashabas-rdp-and-social-housing-audit-plan-draws-criticism/>

APPENDIX

APPENDIX 1 ETHICS CERTIFICATE



SCHOOL OF ARCHITECTURE AND PLANNING HUMAN RESEARCH ETHICS COMMITTEE

SCHOOL
OF ARCHITECTURE
AND PLANNING



CLEARANCE CERTIFICATE PROTOCOL NUMBER: SOAP045/06/2019

PROJECT TITLE: "Ukulethwa kwezidingo zezindlu" A critical investigation on the Rapid Land Release Programme challenges in the City of Johannesburg.

INVESTIGATOR/S: Michelle Tatenda Sonono (Student No: 1927060)

SCHOOL: Architecture and Planning

DEGREE PROGRAMME: Master of Urban Studies in the field of Urban Management

DATE CONSIDERED 11 August 2019

EXPIRY DATE: 11 August 2020

DECISION OF THE COMMITTEE: Approved

CHAIRPERSON B. Boshoff
(Dr Brian Boshoff)

DATE: 22/8/19

cc: Supervisor/s: Nqobile Malaza

DECLARATION OF INVESTIGATORS

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to endure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee.

Signature B. Sonono

Date 17/04/2019

School of Architecture & Planning
University of the Witwatersrand
Private Bag 3 Wits 2050
Johannesburg South Africa
www.wits.ac.za

T +27 11 717 7623
F +27 11 717 7649

APPENDIX 2- SCHOOL OF ARCHITECTURE AND PLANNING PERMISSION LETTER



30 October 2019

Dear Colleagues,

Depending on your availability and reception to the study, please be advised that Mr. Michelle Tatedna Sonono is granted the permission to conduct research among our staff at SoAP. Your support for his study will be appreciated. Feel free to consult with me or Marisa should you have any questions.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Nnamdi Elleh'.

Nnamdi Elleh,
Professor of Architecture,
Head: School of Architecture and Planning,
Faculty of Engineering and the Built Environment,
University of Witwatersrand, Johannesburg
Nnamdi.Elleh@wits.ac.za

+27 11 717 7720 Office

APPENDIX 3 UNIVERSITY OF WITWATERSRAND PERMISSION LETTER



OFFICE OF THE DEPUTY REGISTRAR

11 October 2019

Michelle Tatenda Sonono
Student number 1927060
Master of Urban Studies
School of Architecture and Planning

TO WHOM IT MAY CONCERN

"Ukulethwa kwezidongo zezindlu" a critical investigation on the rapid land release programme challenges in the City of Johannesburg"

This letter serves to confirm that the above project has received permission to be conducted on University premises, and/or involving staff and/or students of the University as research participants. In undertaking this research, you agree to abide by all University regulations for conducting research on campus and to respect participants' rights to withdraw from participation at any time.

If you are conducting research on certain student cohorts, year groups or courses within specific Schools and within the teaching term, permission must be sought from Heads of School or individual academics.

Ethical clearance has been obtained. (Protocol number: SOAP045/06/2019)

A handwritten signature in black ink, appearing to read 'Nicoleen Potgieter'.

Nicoleen Potgieter
University Deputy Registrar

APPENDIX 4 CITY OF JOHANNESBURG DEPARTMENT OF HOUSING PERMISSION LETTER



City of Johannesburg
Department of Housing

11th Floor
222 Smit Street
Braamfontein
Johannesburg
2017

PO Box 1049
Braamfontein
South Africa
2017

Tel +27(0) 11 018 6667
E-mail: thaboma@joburg.org.za

www.joburg.org.za

22 October 2019

To: Michelle Tatenda Sonono

cc: Nqobile Malaza

RE: PERMISSION AND SUPPORT TO CONDUCT RESEARCH FOR ACADEMIC PURPOSES FOR – MICHELLE TATENDA SONONO.

Official permission is hereby granted to Michelle Tatenda Sonono to conduct research for academic purposes.

The permission is granted based on the research request form and concept paper submitted by Michelle Tatenda Sonono to the Housing Department of the City of Joburg. The purpose of the research is to contribute to the body of knowledge on the subject of challenges of housing delivery in the City of Johannesburg. The research project is intended to investigate and understand from an urban management perspective the challenges associated with delivering of housing with the City of Johannesburg.

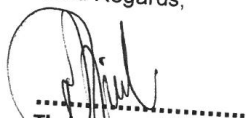
The student is requested to indicate to the Directorate Policy and Research on the identified participants in order for the directorate to facilitate introductions for him. No respondent should be identified by name without written consent from the individual and all contributions should be kept confidential and for purposes of this research only. Respondents may withdraw from the study if they are unable or not willing to assist further, this permission does not nullify individual's right to refuse to participate in the study.

A copy of the research report to be shared with the department on completion of the study.

You are also expected to sign an agreement with the department within 10 days after receiving this letter, failing this will mean this letter is null and void. All research techniques will be shared and explained in details with the respondents and department prior undertaking the study.

We trust that all necessary research ethics will be adhered to in the conducting of the study.
We will endeavor to provide whatever support required.

Kind Regards,


.....
Thabo Maisela
Acting Executive Director
City of Johannesburg Housing
Date: 24/10/2019

Tel: +27 (11) 018-6667
Tax: +27 (11) 018-6669
Email: thaboma@joburg.org.za

APPENDIX 5 GAUTENG PROVINCE DEPARTMENT OF HUMAN SETTLEMENTS PERMISSION LETTER



GAUTENG PROVINCE
HUMAN SETTLEMENTS
REPUBLIC OF SOUTH AFRICA

Enquiries: Londeka Thanjekwayo
Email: londeka.thanjekwayo@gauteng.gov.za
Tel No.: 072 202 0539

Tatenda Sonono

Dear Sir

LETTER OF ACCEPTANCE

The GDHS Policy & Research Directorate has received your request to conduct research in the Gauteng Provincial Government of Human Settlements. We understand that you are currently enrolled with the University of the Witwatersrand. We understand that the identified research is in pursuit of a Master's degree in Urban Studies in Urban Management.

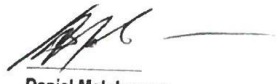
The proposed research aims to understand the intergovernmental relations and mandate in housing service delivery in South Africa, in this case, relations between the Gauteng Province Human Settlements Department and City of Johannesburg Housing Department.

We hereby grant you permission to undertake this study with the Department, Directorate Policy & Research will be your point of contact. We recognize that as a postgraduate student you understand confidentiality protocol and that this will be observed at all times, thus the research should not in any way harm the reputation of the Department, thus it should not be distributed to third parties for purposes other than the one stated above, which is fulfillment of your study requirements. You will also be expected to sign an agreement prior to commencing your research.

The Department would also expect that once the research project is completed that the findings from the research project will be submitted to the Department.

We look forward to speaking with you soon.

Kind regards,


Daniel Molokomme
Acting Head of Department
Date: 20/11/08

APPENDIX 6 CITY OF JOHANNESBURG INFORMATION PARTICIPANT SHEET



City of Johannesburg Participant Information Sheet

Dear Selected Participant

My name is Michelle Tatenda Sonono. I am a student at the University of Witwatersrand currently studying towards a Masters in Urban Studies (Urban Management) in the School of Architecture and Planning. As part of my academic requirements for the degree, I am undertaking a research to investigate on the challenges around housing service delivery in the City of Johannesburg particularly looking at the Rapid Land Release Programme (RLRP). It is hoped that this information may enhance the understanding of this study.

As part of this research I would like to invite you to take part in this study. Participants have been chosen because of their potential to best inform the research questions and enhance understanding of the topic under study. Involvement in the study involves your participation in an interview that will last at most approximately one hour. The interview would be conducted at a time and place that is suitable for you. With your permission, I would also like to record the interview using a digital device.

You will not receive any direct benefits from participating in this study, and there are no disadvantages or penalties for not participating. You may withdraw at any time or not answer any question if you do not want to. The information you provide will be kept confidential and anonymous; the information you give to me will be held securely and not disclosed to anyone. The data I collect will be anonymous as I will not be asking for your name or any identifying information, and I will be using a pseudonym (false name) to represent your participation, in my final research report. The research will however identify only your organisation and therefore there is possibility that your identity may be guessed due to your position.

If you have any questions afterwards about this research, feel free to contact me on the details listed below. This study is undertaken solely for academic purposes and will be written up as a research report which will be available online through the university library website. If you wish to receive a summary of this report, I will be happy to send it to you upon request. If you have any concerns or complaints regarding the ethical procedures of this study, you are welcome to contact the University Human Research Ethics Committee (Non-Medical), telephone +27(0) 11 717 1408, email hrec-medical.researchoffice@wits.ac.za

Yours sincerely,

Michelle Tatenda Sonono

Researcher Details: Michelle Tatenda Sonono, 1927960@students.wits.ac.za

Supervisor Details: Ngobile Malaza, ngobile.malaza@wits.ac.za, +27 (0) 11 717 7754

APPENDIX 7 CITY OF JOHANNESBURG CONSENT FORM



CITY OF JOHANNESBURG INFORMED CONSENT FORM

Research Title: *"Ukulethwa kwezidingo zezindlu"* A critical investigation on the Rapid Land Release Programme challenges in the City of Johannesburg.

Student name: Michelle Tatenda Sonono
Student email: 1927060@students.wits.ac.za

Supervisor name: Nqobile Malaza
Supervisor email: nqobile.malaza@wits.ac.za
Supervisor contact number: +27 (0) 11 717 7754

	Tick your response	
	Yes	No
I have read and understood the participant information sheet, and have had the opportunity to ask questions.		
I understand I am not under obligation to take part in this study		
I understand I have the right to answer and not to answer particular questions for whatever reasons		
I understand this research is for academic purposes and that through publication my contribution will be made available to the public		
I understand I have the right to withdraw from the study for whatever reason		
I understand that all information will be confidential and my responses anonymized. It has been explained that anonymity might not be fully guaranteed.		
I accept for this interview to be audiotaped		
I accept the use of verbatim (direct) quotes from this interview		

PARTICIPANT:

I herewith confirm that I have been fully informed about the study and have given consent to participate as indicated above.

Printed Name Signature Date

RESEARCHER:

Printed Name Signature Date

APPENDIX 8 ACADEMIA AND CIVIL SOCIETY PARTICIPANT INFORMATION SHEET



Academia and Civil Society Participant Information Sheet

Dear Selected Participant

My name is Michelle Tatenda Sonono. I am a student at the University of Witwatersrand currently studying towards a Masters in Urban Studies (Urban Management) in the School of Architecture and Planning. As part of my academic requirements for the degree, I am undertaking a research to investigate on the challenges around housing service delivery in the City of Johannesburg particularly looking at the Rapid Land Release Programme (RLRP). It is hoped that this information may enhance the understanding of this study.

As part of this research I would like to invite you to take part in this study. Participants have been chosen because of their potential to best inform the research questions and enhance understanding of the topic under study. Involvement in the study involves your participation in an interview that will last at most approximately one hour. The interview would be conducted at a time and place that is suitable for you. With your permission, I would also like to record the interview using a digital device.

You will not receive any direct benefits from participating in this study, and there are no disadvantages or penalties for not participating. You may withdraw at any time or not answer any question if you do not want to. The information you provide will be kept confidential and anonymous; the information you give to me will be held securely and not disclosed to anyone. The data I collect will be anonymous as I will not be asking for your name or any identifying information, and I will be using a pseudonym (false name) to represent your participation, in my final research report. However, it is upto the participant if they would like their name to be revealed(i.e not remain anonymous). If you deem some information 'off the record' the researcher will not record it at all.

If you have any questions afterwards about this research, feel free to contact me on the details listed below. This study is undertaken solely for academic purposes and will be written up as a research report which will be available online through the university library website. If you wish to receive a summary of this report, I will be happy to send it to you upon request. If you have any concerns or complaints regarding the ethical procedures of this study, you are welcome to contact the University Human Research Ethics Committee (Non-Medical), telephone +27(0) 11 717 1408, email hrec-medical.researchoffice@wits.ac.za

Yours sincerely,

Michelle Tatenda Sonono

Researcher Details: Michelle Tatenda Sonono, 1927960@students.wits.ac.za

Supervisor Details: Nqobile Malaza, nqobile.malaza@wits.ac.za, +27 (0) 11 717 7754

APPENDIX 9 ACADEMIA AND CIVIL SOCIETY CONSENT FORM



ACADEMIA AND CIVIL SOCIETY INFORMED CONSENT FORM:

Research Title: *"Ukulethwa kwezidingo zezindlu"* A critical investigation on the Rapid Land Release Programme challenges in the City of Johannesburg.

Student name: Michelle Tatenda Sonono
Student email: 1927060@students.wits.ac.za

Supervisor name: Nqobile Malaza
Supervisor email: nqobile.malaza@wits.ac.za
Supervisor contact number: +27 (0) 11 717 7754

	Tick your response	
	Yes	No
I have read and understood the participant information sheet, and have had the opportunity to ask questions.		
I understand I am not under obligation to take part in this study		
I understand I have the right to answer and not to answer particular questions for whatever reasons		
I understand this research is for academic purposes and that through publication my contribution will be made available to the public		
I understand I have the right to withdraw from the study for whatever reason		
I understand that all information will be confidential and my responses anonymized. It has been explained that anonymity might not be fully guaranteed.		
I accept for this interview to be audiotaped		
I accept the use of verbatim (direct) quotes from this interview		

PARTICIPANT:

I herewith confirm that I have been fully informed about the study and have given consent to participate as indicated above.

Printed Name Signature Date

RESEARCHER:

Printed Name Signature Date

APPENDIX 10 GAUTENG PROVINCE INFORMATION SHEET



Gauteng Province Participant Information Sheet

Dear Selected Participant

My name is Michelle Tatenda Sonono. I am a student at the University of Witwatersrand currently studying towards a Masters in Urban Studies (Urban Management) in the School of Architecture and Planning. As part of my academic requirements for the degree, I am undertaking a research to investigate on the challenges around housing service delivery in the City of Johannesburg particularly looking at the Rapid Land Release Programme (RLRP). It is hoped that this information may enhance the understanding of this study.

As part of this research I would like to invite you to take part in this study. Participants have been chosen because of their potential to best inform the research questions and enhance understanding of the topic under study. Involvement in the study involves your participation in an interview that will last at most approximately one hour. The interview would be conducted at a time and place that is suitable for you. With your permission, I would also like to record the interview using a digital device.

You will not receive any direct benefits from participating in this study, and there are no disadvantages or penalties for not participating. You may withdraw at any time or not answer any question if you do not want to. The information you provide will be kept confidential and anonymous; the information you give to me will be held securely and not disclosed to anyone. The data I collect will be anonymous as I will not be asking for your name or any identifying information, and I will be using a pseudonym (false name) to represent your participation, in my final research report. The research will however identify only your organisation and therefore there is possibility that your identity may be guessed due to your position.

If you have any questions afterwards about this research, feel free to contact me on the details listed below. This study is undertaken solely for academic purposes and will be written up as a research report which will be available online through the university library website. If you wish to receive a summary of this report, I will be happy to send it to you upon request. If you have any concerns or complaints regarding the ethical procedures of this study, you are welcome to contact the University Human Research Ethics Committee (Non-Medical), telephone +27(0) 11 717 1408, email hrec-medical.researchoffice@wits.ac.za

Yours sincerely,

Michelle Tatenda Sonono

Researcher Details: Michelle Tatenda Sonono, 1927960@students.wits.ac.za

Supervisor Details: Nqobile Malaza, nqobile.malaza@wits.ac.za, +27 (0) 11 717 7754

APPENDIX 11 GAUTENG PROVINCE CONSENT FORM



GAUTENG PROVINCE INFORMED CONSENT FORM:

Research Title: *“Ukulethwa kwezidingo zezindlu” A critical investigation on the Rapid Land Release Programme challenges in the City of Johannesburg.*

Student name: Michelle Tatenda Sonono
Student email: 1927060@students.wits.ac.za

Supervisor name: Nqobile Malaza
Supervisor email: nqobile.malaza@wits.ac.za
Supervisor contact number: +27 (0) 11 717 7754

	Tick your response	
	Yes	No
I have read and understood the participant information sheet, and have had the opportunity to ask questions.		
I understand I am not under obligation to take part in this study		
I understand I have the right to answer and not to answer particular questions for whatever reasons		
I understand this research is for academic purposes and that through publication my contribution will be made available to the public		
I understand I have the right to withdraw from the study for whatever reason		
I understand that all information will be confidential and my responses anonymized. It has been explained that anonymity might not be fully guaranteed.		
I accept for this interview to be audiotaped		
I accept the use of verbatim (direct) quotes from this interview		

PARTICIPANT:

I herewith confirm that I have been fully informed about the study and have given consent to participate as indicated above.

Printed Name Signature Date

RESEARCHER:

Printed Name Signature Date



Research Study Inbox x

Michelle Sonono

Dear [redacted] name is Michelle Taterda Sonono a Masters student in the field of Urban Studies (Urban Management). I am currently doing my research study ent

Mon, 6 Jan, 12:12

Good Afternoon This serves to acknowledge receipt of the request and will revert to you before 17/01/2020. Disclaimer The information contained in this communic

Wed, 8 Jan, 13:32

Good Morning

This is a reminder on my research study request

Regards

Taterda Sonono

...

Reply

Forward

Fri, 17 Jan, 10:47



APPENDIX 13 DENIED INTERVIEW/ RESPONSE 2

Greetings,

This mail serves as a reminder.

From
Sent
To: T
Cc: I
Subj



Greetings,

Please find attached documents as discussed.

Kindly sign the consent document and send all the documents as discussed with you earlier today.

Kind regards,



10 May 2017 7:49 AM

Share this:



He also says government will also start providing land to those who can afford to build their own houses.

— Paul Mashatile, Gauteng Human Settlements MEC

— Paul Mashatile, Gauteng Human Settlements MEC

Mlangeni.

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CONCRETE

EDITED BY
JAMES M. HARRIS
AND
JAMES M. HARRIS

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APPENDIX 15 HOUSING CRISIS AND THREATS TO LAND GRABS

← → ↻ news24.com/SouthAfrica/News/Johannesburg-housing-crisis-committee-vows-to-grab-land-in-midvaal-20191102

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Johannesburg Housing Crisis Committee vows to grab land in Midvaal

2019-11-02 08:18

Ntwaagae Seleka

news24
Breaking News. First



The Johannesburg Housing Crisis Committee has vowed to forcefully occupy land in the Midvaal over the weekend.

On Friday, the committee issued a statement encouraging landless and homeless members to occupy the land.

Committee member Thami Hukwe, said: "The landless masses incorporating communities of the greater Johannesburg area and supported by progressive and revolutionary organisations have decided to embark on a decisive and defining programme in our struggle for land repossession by occupying the land that is not occupied.

"This action is a culmination of consistent campaigns and representations to the authorities including the Gauteng province, the City of Johannesburg and national government. These campaigns include our emergency housing programme as well as numerous marches and letters to the president. The response of the authorities to these demands has been nothing but contemptuous," Hukwe added.

The committee has members in Soweto, Freedom Park, Eldorado Park, Kliptown, Klipspruit West, Alexandra and other suburbs in Johannesburg who are fighting for decent houses.



The committee issued a statement encouraging landless and homeless members to occupy the land. File Photo (Gallo Images/Netwerk24/Deon Raath)

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Related Links

- Ekurhuleni police arrest five 'instigators' in illegal land invasion
- Ironside land invaders given until Monday to vacate their shacks
- Cops confirm claims of one death in Rus-Ter-Vaal protests false
- Police, protesters face off in Somerset West over land invasion attempt
- Violent N3 protest in KZN sparked by land invasion-related arrests

APPENDIX 16 POLITICS OF GOVERNANCE IN CoJ

citizen.co.za/news/south-africa/politics/2247170/can-all-da-started-projects-in-joburg-anc-allegedly-orders/

The Citizen newsletter competitions

Can all DA-started projects in Joburg, ANC allegedly orders

137

Eric Naki



PREMIUM!

New Johannesburg mayor Geoff Makhubo at Johannesburg Council Chambers in Johannesburg, 4 December 2019, after at two members of the Democratic Alliance voted against their own mayoral candidate, Fonzela Ngobeni. Picture: Nigel Sibanda

DA Joburg caucus leader Fonzela Ngobeni said he received complaints that these projects had to be scrapped regardless of how effective they were.