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PROVISION OF RDP HOUSING IN TEMBISA

by

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A research report submitted to the Faculty of Commerce, Law and Management, University of the Witwatersrand, in partial fulfilment of the requirements for the degree of Master of Management in the field of Public and Development Management, MM(P&DM).

March 2016

ABSTRACT

The South African government has been faced over time with the triple challenges of inequality, poverty and unemployment. Social ills such as poverty and unemployment can lead to situations where low income earners or unemployed citizens are unable to afford decent housing and adequate living standards, resulting in people living in slum conditions or sub-standard housing conditions. The problem of insufficient housing is an international phenomenon from which South Africa is not exempt.

South Africa promulgated the Housing White Paper (which includes provision for social housing) in 1994 in an attempt to deal with the challenges of the housing problem. The Reconstruction and Development Programme (RDP is a low-cost housing programme aimed at providing decent housing for poor citizens. The country continues to be challenged by an increase in the demand for housing. Research conducted on RDP housing revealed that there are a number of problems associated with the provision of RDP housing. These include the poor quality of many of the houses, lack of communication, and the duplication of functions of stakeholders. These challenges require government improvement in order to provide decent housing to citizens.

DECLARATION

I, Mashudu Enock Lefuwa, hereby declare that all the resources that were consulted are included in the reference list, where I have used books and journals from the library, as well as the internet articles as sources of information that have been referenced through the required conventions.

I further declare that the study in this research report is my own original and unaided work, which is submitted for the degree of Master of Management in Public and Development Management at the University of Witwatersrand. The dissertation has not been submitted before for any other degree or examination at any other University.

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Mashudu Enock Lefuwa **Date**

DEDICATION

This research work is dedicated to my wife, Petunia,
my two daughters Mufunwa and Munangiwa,
and my mother, Dorah:
thank you for all the inspiration.

ACKNOWLEDGEMENTS

I would like to thank my supervisor Professor Gavin Cawthra, for all the support, insights and guidance he provided during my studies.

My gratitude also goes to Sirai, Tshamaano, Ndivhuho, Phumudzo, Fhatuwani and Rotondwa for their encouragement and support.

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CHAPTER ONE
INTRODUCTION

1.1 BACKGROUND

This study sought to analyse the challenges affecting the provision of Reconstruction and Development Programme (RDP)[1] housing in Tembisa. One of the main problems internationally is housing provision. This is generally experienced by households that earn little or no income. Housing as shelter has been described as a social necessity of life that is recognised worldwide as one of the most important needs of people, followed by the need for water and food" (Ronke, 2014, p.112). This assertion indicates that people will not experience better living standards without decent housing. Most poor people who cannot procure decent houses are compelled to live in slums (sub-standard housing) or establish informal settlements. Statistics South Africa (Statistics South Africa, 2011) defines informal settlement as being, "an unplanned settlement on land which has not been surveyed or proclaimed as residential". Informal settlements are generally comprised of constructs which include sheds or corrugated iron rooms. In addition, informal settlements lack important amenities (parks, street lights, health care facilities) that are necessary for improving the quality of life of the citizens.

In 2015 it was estimated that over 880 million urban residents lived in slum conditions around the world. This is an increase of 21% from 689 million in 1990 (United Nations, 2015, p.60). Furthermore, the proportion of urban slum dwellers is highest in Sub-Saharan Africa which accounts for 55% of the total slum dwellers, followed by Latin America with 20% and the Caribbean and North Africa with 11% (United Nations, 2015). It is clear from

[1] Houses built by the South African Government for free for households earning between R0 and R3500 per month - this is 100% subsidy.

the aforementioned observations that most of the slum dwellers are in Africa. The preceding figures are potentially understated as rural areas were excluded from the analysis. This resonates with Oluko's observation when pointing out that "the poor in most developing countries are to be found among four identifiable economic groups; the rural landless, the small farmers, the urban underemployed and the unemployed", (Oluko, 2012, p.82). Government and non-governmental leadership's involvement is crucial in dealing with housing problems.

"At the beginning of the new millennium (2000), world leaders gathered at the United Nations to shape a broad vision to fight poverty in its many dimensions. The world leaders' vision translated into eight Millennium Development Goals (MDGs)" (United Nations, 2015, p.4). In line with the above observations, countries that are signatories to the United Nations MDGs were urged to implement policies aimed at improving the quality of life of citizens including reducing slum dwellers in urban areas by at least 100 million by 2020 (United Nations, 2015, p.60). These goals call for governments around the world to develop and implement policies that will effectively and efficiently address housing problems experienced by the poor.

In South Africa, human rights which include access to food, education, health care, water and decent housing are enshrined in the constitution. The Department of Human Settlements (DHS) (2010, p.1) indicates that "the South African constitution enshrines the right of everyone to have access to adequate housing and makes it incumbent upon the government to take reasonable legislative and other measures within its available resources to achieve the progressive realisation of this right". Nonetheless, there are many South Africans who still do not have access to decent housing. This is evident as StatsSA (2011) indicates that there are approximately 1.9 million households located in informal settlements in South Africa.

To address the housing problem, government intervenes through the housing policy which dictates the provision of subsidised houses, including the provision of RDP houses to poor South Africans. According to StatsSA (2015, p.12) 15,3% of South African households were living in RDP dwellings in 2014. Mohlapamaswi and Rachidi (2014: p.904) indicates that "the vision of the national Department of Human Settlements is that by the year 2030 all people of South Africa should be adequately housed and accommodated in a decent, secure, viable and affordable housing environment".

However, there are a number of people who are still waiting for government to provide houses they applied for. South Africa is arguably regarded as having a lot of resources although the country has a housing backlog of 2.3 million housing units, as indicated by the Minister of Human Settlements (Budget Vote of the Ministry of Human Settlements, 2014): "One of the DHS areas of responsibility in the delivery of human settlements relates to the bottom-most end of the market, where it provides housing subsidies to the poor. This is where the bulk of the housing backlog exists, affecting mainly those who earn below R3 500 a month".

Table 1 below shows the number of households living in RDP houses across the country. The South African government provided almost 4 million households with RDP houses since 1994. The majority of these are in Gauteng with 31%, followed by Western Cape with 15% and then Kwazulu-Natal with 14%. These three provinces account for 60% of the RDP houses provided in South Africa.

Table 1: Government subsidised dwelling (RDP houses) by province

Province	RDP	Not RDP	Do not know	Total
Western Cape	571 997	1 335 243	25 023	1 932 263
Eastern Cape	386 802	1 372 311	13 423	1 772 536
Northern Cape	105 541	244 759	2 987	353 287
Free State	289 414	652 680	3 966	946 060
KwaZulu-Natal	559 302	2 300 600	14 335	2 874 237
North West	261 693	976 842	9 184	1 247 718
Gauteng	1 227 729	3 641 899	77 161	4 946 790
Mpumalanga	241 801	987 316	9 110	1 238 227
Limpopo	260 976	1 331 224	7 412	1 599 612
South Africa	3 905 254	12 842 874	162 602	16 910 730

Source: StatsSA (2014)

Although the South African government has provided a considerable number of households with RDP houses, the demand for RDP houses remains high. The housing backlog is also experienced in Gauteng Province which is considered as South Africa's economic hub. Gauteng Province contributed a third to the country's total Gross Domestic Product (GDP) although it is smallest in terms of area size (StatsSA, 2013). Gauteng Province comprises two district (Sedibeng and West Rand) and three metropolitan (Johannesburg, Ekurhuleni and Tshwane) municipalities. The 2011 Census data indicate that approximately 12.2 million people live in the Province. Some Gauteng residents live in sub-standard houses and informal settlements. The Gauteng Department of Human Settlements (GDHS) in its strategic plan for the period 2014/2015 to 2018/2019 indicates that there is a backlog of over 600 000 houses (see Table 2 below).

Table 2: Gauteng Housing Backlog

Name of municipality	Backlog
City of Johannesburg metropolitan municipality	256 480
Ekurhuleni metropolitan municipality	203 361
Tshwane metropolitan municipality	120 498
West Rand district municipality	44 186
Sedibeng district municipality	62 490

Source: GDHS Strategic Plan (2014/15 – 2018/19)

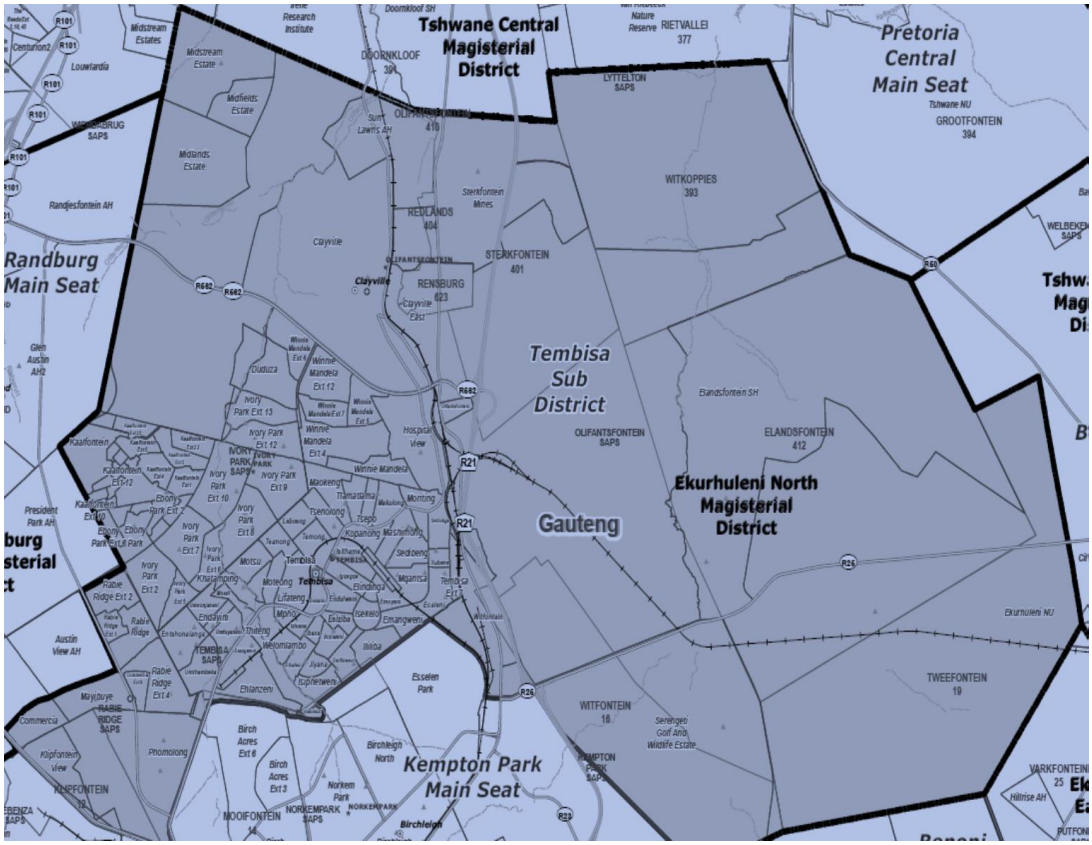
The provision of RDP housing is a public programme designed to address the housing challenges among poor South Africans. If government does not clearly understand the problem (namely provision RDP houses to the poor in this case), such a mandate is destined to fail. The GDHS (2014/15 – 2018/19: p.9) concedes that "the problem with the lack of understanding of the housing demand is likely to lead to weak government planning and resource allocation. This affects the efficiency and effectiveness of housing delivery and the monitoring and oversight over the work of government in the sector". This may lead to situations in which government would make misguided decisions that result in the improper allocation of resources and which will ultimately fail to accomplish set objectives. This casts doubt on whether the government has a comprehensive strategy to effectively and efficiently provide decent housing to the poor and also to address the housing backlog.

1.2 UNIT OF ANALYSIS

The National Department of Human Settlements is regarded as the housing policy owner. The implementation of housing policy (RDP) is driven by the Gauteng Department of Human Settlements and Ekurhuleni Metropolitan Municipality. In addition, the researcher considered the unit of observation as government officials responsible for the implementation of RDP housing policy and the RDP beneficiaries in Tembisa. It (Tembisa) is a township

located in Ekurhuleni Metropolitan Municipality in Gauteng Province. It is comprised of 65 sub-sections and has a population of 463,109 people (StatsSA, 2011). The majority (153 421) of people residing in Tembisa speak Sepedi, followed by those who speak IsiZulu (100 313) and the remainder (209 375) is distributed among other languages including sign language (StatsSA, 2011).

Figure 1: Tembisa map



Source: www.justice.gov.za (2014)

Tembisa is characterised by many sub-standard housing structures. Provision of RDP houses to the poor may be viewed as being better than the slums and informal structures that are visible in Tembisa. What is not known, however, is whether the provision of RDP housing in Tembisa was in line with the requirements of the housing policy. In-depth interviews were conducted with 10 interviewees (beneficiaries, government and non-

governmental organisation officials) in order to solicit answers to the research questions.

1.3 RESEARCH CONCEPTUALISATION

1.3.1. Problem statement

As stated in section 1.1, the South African government provides RDP houses to alleviate the poverty of the poor. This is directly aimed at reducing slums and informal settlements in the country. This view is supported by Charlton (2013, p.144) who states that “essentially the housing programme was intended to replace poor living circumstances (shacks in informal settlements, overcrowded apartheid-era township housing, backyard shacks) with decent accommodation, family by family. Every new house handed over, it was assumed, would reduce the identified housing backlog by one household in need, in a direct one-to-one relationship. The housing ‘backlog’ was the number of households thought to be in need of decent accommodation, derived from counts and estimates of numbers of people living in inadequate circumstances”. Although the preceding observations show government’s commitment to improve the quality of life of its citizens through provision of subsidised houses, lack of decent housing for many South Africans remains a problem.

Since the democratic dispensation of 1994, the South African government has been challenged with the provision of houses to poor South Africans, hence the housing backlog which increased from 1.5 million units in 1994 to 2.1 million units in 2015 (Department of Human Settlements, 2010). The demand for and supply of houses continues to widen. Mohlapamaswi and Rachidi (2014: p. 906) explains that “providing shelter for the poor people of the country is a challenge to the government. A trend that developed from the colonial years has created a huge housing backlog for the present government”.

Continuous and increasing housing backlog may create an impression that government has developed policy which offers no solution to the problem identified. Apart from the view expressed above, the ongoing housing backlog raises concerns about the appropriateness, effectiveness and efficiency of the current housing policy with specific reference to the provision of RDP housing. This may be a cause for concern, particularly for those individuals who applied for RDP houses but are still waiting for government to provide them. This is validated by Femi and Khan (2.13: p.204) who indicates that “among the basic necessities of man, the importance of shelter is immense”.

However, the provision of RDP housing in Tembisa does not automatically suggest that housing policy is appropriately implemented. This is supported by Charlton (2013, p.131) who argues that “shortcomings in meeting aims can be ascribed to differences between intention and implementation, differences in the wider context to that anticipated, and further, ‘mixed messaging’ from the state in response to unforeseen uses of and demands placed on the housing”. In addition, Nicholas and Patrick (2015, p.40) indicates that “despite the fundamental importance of housing, adequate supply has remained a major problem”. The housing backlog is counter to the values of the South African constitution which states that every citizen has the right to adequate housing, including low income earners who cannot afford to build their own houses. The DHS (2015, p.243) states that “one of its areas of responsibility in the delivery of human settlements relates to the bottom-most end of the market, where it provides housing subsidies to the poor. This is where the bulk of the housing backlog exists, affecting mainly those who earn below R3 500 a month”.

Essentially, South Africa is widely regarded as having a positive policy environment. However, the crux of the matter in this regard is whether such policies are implemented in such a way that they impact positively on the

people in communities. This question underpins this research into the provision of RDP housing in Tembisa.

1.3.2. Purpose Statement

The purpose of this research is to analyse the challenges affecting the provision of RDP housing in Tembisa.

1.3.3. Research Question

The primary research question is:

- What are the challenges affecting the implementation of the RDP housing programme in Tembisa?

The secondary questions to be addressed by the research are:

- What are the causes of the administrative housing backlog?
- Are there control measures in place to monitor provision of RDP housing?
- Does government have the capacity to ensure effective implementation of the RDP housing programme in Tembisa?
- Do applicants and contractors contribute to effective implementation of RDP the programme?

1.3.4. Significance of the study

An investigation into the provision of RDP housing in Tembisa will assist in different ways, including understanding the underlying factors that contribute to a significant housing backlog; establishing if there are sufficient control measures in place geared to effective provision of RDP housing for applicants; investigating if government has resources to ensure effective implementation of the RDP houses; and providing recommendations that

are expected to improve the provision of RDP housing earmarked for people with an income ranging from R0 to R3,500 per household per month.

The answers to the research questions raised above will provide insights for bureaucrats, applicants for RDP housing, government policy makers and other affected stakeholders about the challenges relating to the implementation of RDP housing policy. Although the results of this research may not be generalised, insights, findings and recommendations that will be provided in this study will assist government in employing strategies to effectively address identified challenges that are associated with the implementation of RDP housing.

1.4 STRUCTURE OF THE RESEARCH REPORT

As well as an introduction which covers background, problem statement, purpose statement, research questions and significance of the report, this research report is structured as follows.

Chapter 2: Literature Review:
This chapter reviews literature on the policy implementation and also covers the conceptual and theoretical frameworks which are considered the foundation for explaining the provision of RDP housing in Tembisa. The conceptual and theoretical frameworks provide the basis for the research. In addition, literature review assists in positioning and justifying the research.

Chapter 3: Research Methodology:
This chapter explains the operational plan to be followed in the research study. It covers the research paradigm, approach, design, data gathering tools, sampling strategy, data validity and reliability, limitations of the research and ethical issues. It explains how qualitative approach, non-purposive sampling method and questionnaire were used for data

collection. Qualitative approach requires the researcher to conduct face-to-face interviews in data collection.

Chapter 4: Presentation of Findings

Chapter 4 presents and explains the data collected from the interviews conducted with beneficiaries, government and non-governmental organisation officials. In addition, responses from ten interviewees are summarised and discussed. Moreover, graphs and tables are used to present and explain the data in this chapter.

Chapter 5: Analysis of Findings

This chapter provides analysis and discusses the research findings in relation to the research questions. The data is transformed into meaningful and useful information in this chapter.

Chapter 6: Recommendations and Conclusions

Based on the findings and analysis of the provision of RDP housing in Tembisa, this chapter provides recommendations or strategies which are aimed at addressing identified problems. Furthermore, this chapter summarises the results of the research report and also provides a conclusion.

CHAPTER TWO
LITERATURE REVIEW

2.1. INTRODUCTION

The literature review aims to identify known and unknown areas about the subject under investigation, identify the research gaps, identify possible areas of research duplication, and aid the study to development data collection strategies that will assist to answer the research question and achieve the research objectives. This literature overview covers the RDP housing provision literature with specific focus on policy implementation. This is to identify factors that contribute to the success or failure of policy implementation.

The preceding observations are in line with the point raised by Bryman (2012: p.99) that, “the search for literature should be guided by research questions, but as well the researcher should use review of the literature as a means of showing why research questions are important”. This assertion is supported by Creswell (2014: pp.27-28) who observes that, “literature review will enable the researcher to share with the reader the results of other studies that are related to the issue being investigated”. The literature review is not about reproducing other scholars’ work but to interpret, provide insights and solicit arguments that support a particular viewpoint.

2.2. SOUTH AFRICA's HOUSING POLICY

Most governments around the world have not yet fully addressed the adequate provision of housing for poor and destitute citizens. They do so by developing legislation and policies that may be used as a framework within which the housing provision is undertaken. Femi and Khan (2013: p.205) notes that, “governments all over the world are directly and indirectly involved in matters relating to housing in terms of their housing provision,

regulation and control, development and administration". Table 3 below indicates the chain of events in terms of developing housing codes, policies, programmes and Acts.

Table 3: Housing Acts, Policies and Codes

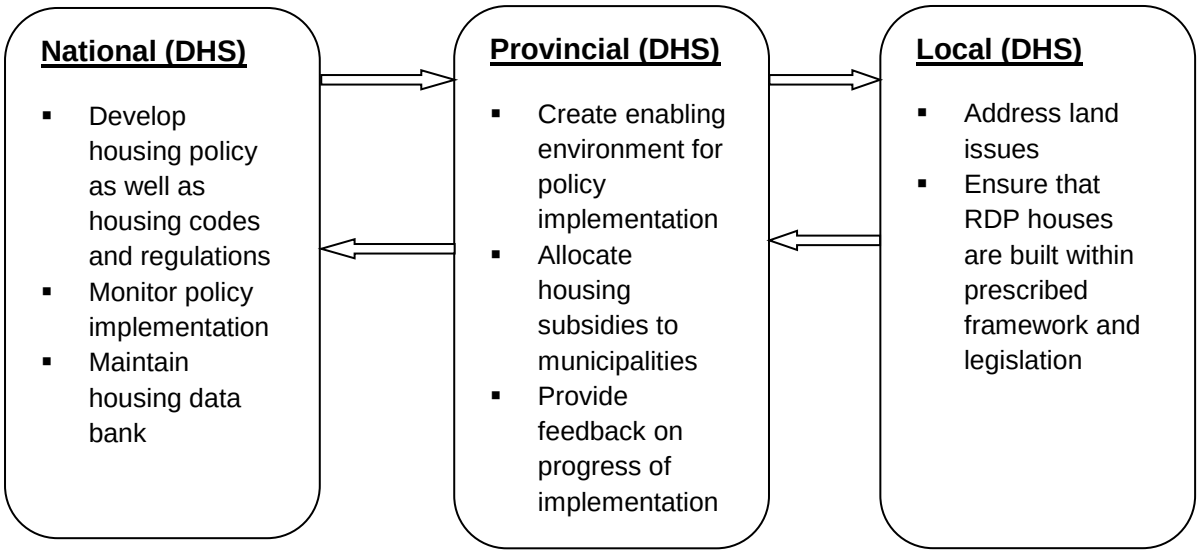
1992-1994	The National Housing Forum formulates South Africa's new housing policy	1994	The Housing White Paper is promulgated	1997	The Housing Act (Act No 107 of 1997) replaces all previous housing legislation
1994	The Reconstruction and Development Programme (RDP) is adopted	1995	National Home Builders Registration Council (Pty) Ltd is established	2002	National Home Builders Registration Council mandate extended to include houses built with a subsidy
1994	The RDP subsidy replaced all previous government programmes, National Housing Accord is signed	1996	The Constitution of the Republic of South Africa is finalised. Section 26 states that everyone has the right to have "access to adequate housing"	2004	Introduction of "Breaking New Ground", Informal settlement Upgrading

Source: NHBRC

In South Africa, the housing policy which includes provision of RDP houses to the poor was decided by the African National Congress (ANC) and its alliance partners, namely the Congress of South African Trade Unions (COSATU) and the South African Communist Party (SACP). The South African government showed its willingness to support the abovementioned course by establishing the DHS (formerly known as Department of Housing) which is mandated to ensure that every citizen has access to decent housing, hence the development of the Housing White Paper. “The recognition of housing as a key and priority component of the RDP under a new democratic order should secure the necessary political will and fiscal support to enable the successful launch of sustainable housing programmes meeting the needs arising from inherited backlogs and new family formation” (Housing White Paper, 1996, p.15).

In South Africa, three spheres (national DHS, provincial DHS and municipality) of government work together to ensure provision of RDP to the poor. The DHS (2013, p.16) explains that, “the Housing Act Number 107 of 1997 advocates that the three spheres of government, namely national, provincial, and local government which are required to give priority to the needs of the poor in respect of housing development, to promote the establishment, development and maintenance of socially and economically viable communities and of safe and healthy living conditions to ensure the elimination and prevention of slums and slum conditions as well as to promote higher density in respect of housing development to ensure the economic utilisation of land and services”. Ideally, the division of the responsibilities and functions of national DHS, provincial DHS and municipality or local HDS are the following.

Figure 2: Different spheres of government



Source: Adapted from SERI, 2012

Figure 2 above shows that there are strong links among the national, provincial and local governments. The working relationships among different spheres of government are aimed at ensuring that citizens can easily access services. Each of the three spheres of government has its responsibilities and functions to ensure that houses are delivered effectively and efficiently. The national DHS develops policy and regulatory framework and provides funding to ensure proper provision of housing to the citizens. Although provincial and local governments may have means to generate an income, they rely strongly on national government for funding in order to carry out their constitutional mandate of delivering decent housing to all qualifying citizens. The local government is better placed to deliver houses to all applicants because of its proximity to communities. Although Figure 2 indicates that there is a positive working arrangement among different government spheres, housing delivery remains a challenge as the demand for houses highly outweighs the supply. This has resulted in government introducing another dimension called Breaking New Ground (BNG) in the housing policy.

According to the Department of Human Settlements (2004, p. 7), “the BNG is aimed at accelerating the delivery of housing as a key strategy for poverty alleviation, utilising provision of housing as a major job creation strategy, ensuring property can be accessed by all as an asset for wealth creation and empowerment, leveraging growth in the economy, combating crime, promoting social cohesion and improving quality of life for the poor, supporting the functioning of the entire single residential property market to reduce duality within the sector by breaking the barriers between the first economy residential property boom and the second economy slump and utilizing housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring”. This view resonates with that of Femi and Khan (2013, p.205) who argues that, “housing policy is generally designed mainly to resolve social problems on housing shortage, excessive house rents, and emergence and/or existence of slums”. The BNG is aimed at improving provision of housing and addressing housing problems faced by a wide range of households in different income brackets who cannot procure decent houses for themselves. The BNG introduced different housing tenure options (to apply for government assistance) to include households earning more than R3 500 per month.

The Department of Human Settlements (2013, p.17) indicates that the housing tenure options are as follows:

- Enhanced Extended Discount Benefit Scheme, which is aimed at assisting people who wanted to purchase properties that were previously owned by the state for rental housing purposes. This was meant to promote home ownership among previously disadvantaged individuals who had been renting state properties for a long time prior to the first democratic elections in 1994.
- Credit-linked or non-credit-linked individual housing subsidies are aimed at assisting individual households who wish to apply for a housing subsidy to purchase an existing house or to purchase a

vacant stand and enter into a building contract for the construction of a house.

- The low-cost “RDP Houses”, as explained in the National Norms and Standards contained in the National Housing Code of 2009, requires minimum standards that all stand-alone low-cost “RDP houses” must comply with. These norms specify that such RDP houses must at least have a minimum gross floor area of 40 square metres, two bedrooms, combined living area and kitchen, and a separate bathroom with a toilet.

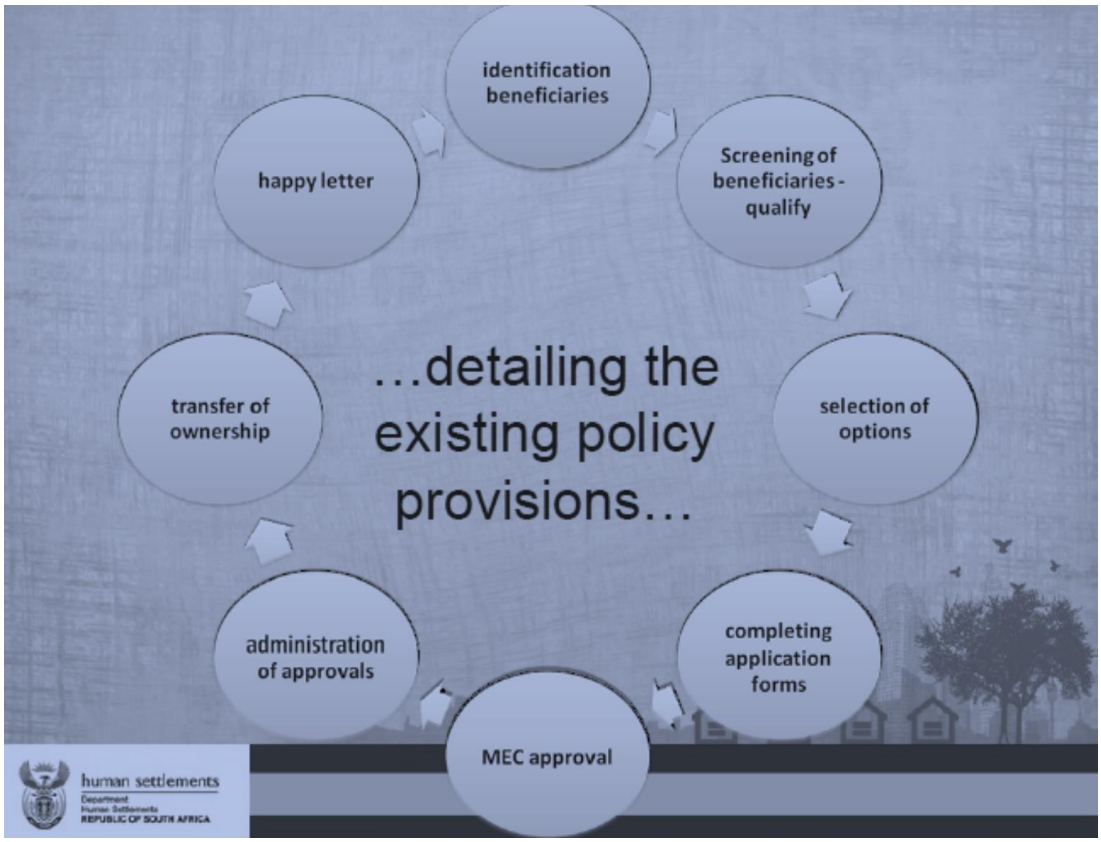
The focus of this report is to conduct research on the provision of RDP housing in Tembisa. RDP houses still form the core of housing programmes (Department of Human Settlements, 2013). There are specific criteria in place that each applicant must comply with in order to qualify for an RDP house. According to the Department of Housing (1994), all RDP housing applicants must meet the following criteria:

- Be a South African citizen or have a permanent residence certificate.
- Be married, cohabiting with a partner or single with dependants.
- Have never owned property.
- Have never received a Government Housing Subsidy.
- Be 21 years or older.
- Joint household income should not exceed R3 500 per month.

Government uses these criteria to identify households eligible to benefit from the RDP housing subsidy programme. As stated in Section 1.3.1, although the South African constitution dictates that government should ensure that all citizens have access to decent housing, some RDP houses provided are of poor quality. Zabairu, in Aigbavboa and Thwala (2013, p.19) notes that, “quality housing has some key attributes of decency, security, privacy, spacious, healthy, affordable, legally secured tenure, habitable,

accessible, and appropriately located with services and infrastructure". The researcher can assume that all housing beneficiaries would like to procure houses that have the above attributes. These attributes can also be used to establish if government provides quality houses that meet beneficiary requirements or not.

Figure 3: RDP housing application process



Source: Department of Human Settlements (2009)

Moreover, some of the abovementioned housing attributes can be used as a measure to determine if beneficiaries are satisfied with the RDP house provided or not. The beneficiary who is satisfied will sign a "happy letter" to confirm that the RDP house provided is in good condition. If the beneficiary is not happy, he/she will not sign a "happy letter" and state the reasons for doing so. Based on these narratives, it can be assumed that those who are living in RDP houses were happy when they received them.

The right to the use of an RDP house can be enjoyed as soon as the house is handed over to the beneficiaries. Although the beneficiaries are handed over the houses, there are some rights that are reversed with regard to the RDP houses. The policy stipulates that the RDP housing beneficiary has no right to transfer the house before the expiry period of 8 years. This means other rights associated with owning property such as generating income from the asset (i.e. renting it out) or selling such a property would be enjoyed in future periods.

2.3 CONCEPTUAL FRAMEWORK

According to Miles and Huberman (1994, p.81), “A conceptual framework is a visual or written product that explains, either graphically or in narrative form, the main things to be studied—the key factors, concepts, or variables - and the presumed relationships among them”.). As stated, this research focuses on the implementation of a public policy (i.e. provision of RDP housing in Tembisa). Policy implementation is the action or combination of actions taken to carry out the agreed policy objective or programme (Gumede, 2011, p.162). In short, policy implementation is an exercise of putting policy decision into practice. In this context, policy implementation relates to the delivery of RDP houses in order to address the housing problem experienced by poor people.

Furthermore, Dror in Gumede (2011, p. 165) says that, “public policy and politics closely interact, often overlap, and in part cannot be separated even analytically”. This definition suggests that public policy cannot be explained outside of the political realm. Political leaders in government dictate what needs to be achieved through public policies. This means that politicians decide what government does through public policies.

However, the policy implementation process requires government to adequately allocate resources like finance, staffing and others which would be used in carrying out the policy mandate. In addition, Elmore in Paudel

(2009: p.39), identifies “four main ingredients for effective implementation: (1) clearly specified tasks and objectives that accurately reflect the intent of policy; (2) a management plan that allocates tasks and performance standards to subunits; (3) an objective means of measuring subunit performance; and (4) a system of management controls and social sanctions sufficient to hold subordinates accountable for their performance”.

The above observations suggest that there is a relationship between policy implementation and results or output. Government would achieve its objectives if it employs effective ingredients mentioned above and also allocates resources required accordingly, the opposite holds. On the contrary, it should be emphasised that incorrect application of any one of the factors highlighted by Elmore may result in policy implementation failure. As a result, government can lose money due to improper policy implementation and the problem(s) identified remaining unresolved. These observations are supported by Gumede (2011: p.56), who notes that, “there is a possibility that a proposed policy solution does not address the identified public issue or has unintended consequences”.

2.4. THEORETICAL FRAMEWORK

There are different theories that explain policy implementation. Various issues relating to implementation theories are explained in terms of the first, second and third generations. Paudel (2009, p.45-46) indicates that,

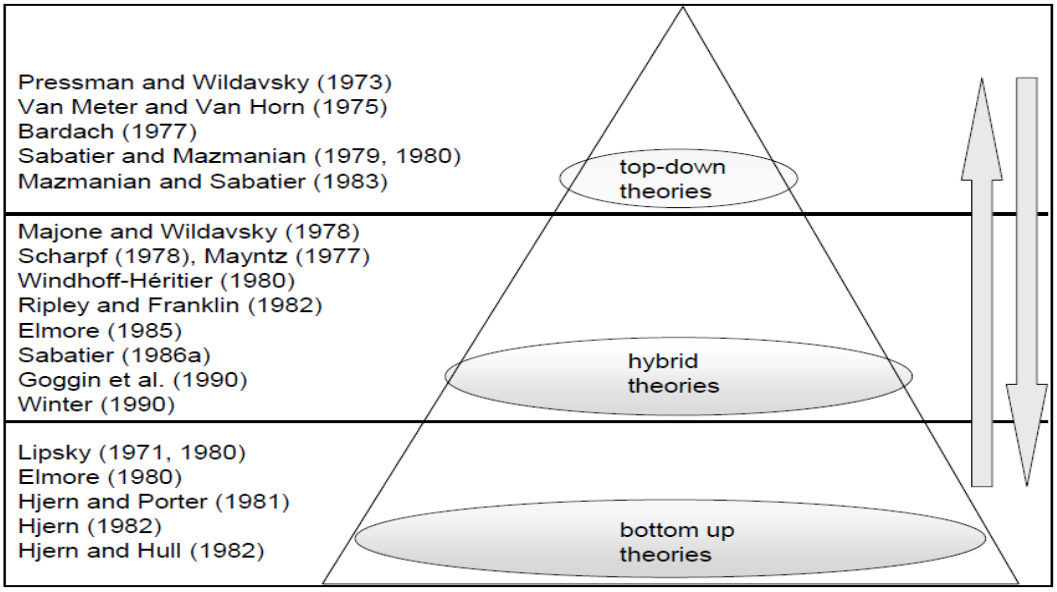
> *“the first generation implementation researchers find out the problems of policy implementation, i.e. uncertain relationships between policies, decisions and implemented programmes. Similarly, the second generation implementation studies focus on the ‘development of an analytical framework of implementation’, which includes the top-down, bottom-up perspectives and their synthesis. Similarly, the third generation implementation research should concentrate on explicit implementation theory-building, which has not yet been realised”.*

Notably, some academics advocate that the third generation has already been realised. Housing policy implementers do not generally limit themselves to one implementation theory but mix the attributes of first, second and third theories in order to ensure that policy is successfully implemented.

As indicated, implementation theories can be explained from different perspectives which are top-down, bottom-up and hybrid. The top-down model states that decision-makers formulate policy and ensure that it is correctly implemented while the bottom-up model regards bureaucrats at local level as the main players in the delivery of policy and facilitation of its implementation. Hague and Harrop (2014, p.372) observes that, “a top-down approach conceives the task of policy implementation as ensuring that policy execution delivers the outputs and outcomes specified by the policy makers while a bottom-up approach judges that those who execute policy should be encouraged to adapt to local and changing circumstances”.

The hybrid model combines different models which includes components of both top-down, bottom-up as well as that of other models. Figure 4 below shows the models of policy implementation generation and different perspectives.

Figure 4: Models of policy implementation generation and perspectives



Source: Andrews et al (2007)

From the discussion above, the researcher may deduce that housing policy in South Africa is aligned with the second generation and top-down perspective. This is so because the top-down perspective stipulates that political heads (such as Ministers) must ensure that bureaucrats comply with policy stipulations and ensure that they are correctly implemented. The weakness of a top-down perspective is that it ignores the element of engaging people who are directly or indirectly affected by such policy. Morris, in Albert and Passmore (2008, p.12), observes that, "participative processes go beyond consultation − they enable communities to be directly involved in the decisions that matter to them rather than simply be canvassed for their opinion. It implies a shared responsibility for resolving problems". From this assertion, it can be stated that public participation is important in policy formulation as it has a direct impact on the implementation of such policy. Individuals who have participated in policy formulation are more likely to support such policy during implementation. Counter to this argument, the general public may be reluctant to embrace

and support a policy where their opinions were not solicited or requested during policy formulation.

RDP housing implementation is based on a top-down perspective as it was decided by the ANC and its alliances. The top-down perspective implies that government identifies social problems and provides required resources aimed at addressing such problems. The key to this research is how RDP housing programmes are being implemented to address housing problems faced by the poor.

Imenda (2014) argues that the research problem may at times not be explained entirely by one theory but by multiple theories. As an example, parts of the provision of the RDP housing research problem may be explained by institutional and public choice models. The institutional model indicates that government policies have three characteristics: (1) lending legitimacy to policies; (2) commanding the loyalty of citizens; and (3) legally punishing violators of its policies (Dye, 1995). These three policy characteristics provide government with the authority to ensure that all of its policies, including housing policy in South Africa, are implemented as prescribed. In addition, the public choice model prescribes that government has to perform functions which the market fails to perform. By so doing, government will be able to provide goods and services that the market may find difficult to provide. In South Africa, the property market excludes individuals who have no income or earn too little to afford bond repayments. As a result, government has intervened in the low-cost housing market in the form of RDP housing and other housing tenure options to cater for households earning no or little income. Although there are a number of models that can explain housing provision, the researcher considers the process model as the most suitable model that can be used in this regard.

2.4.1. Policy process model

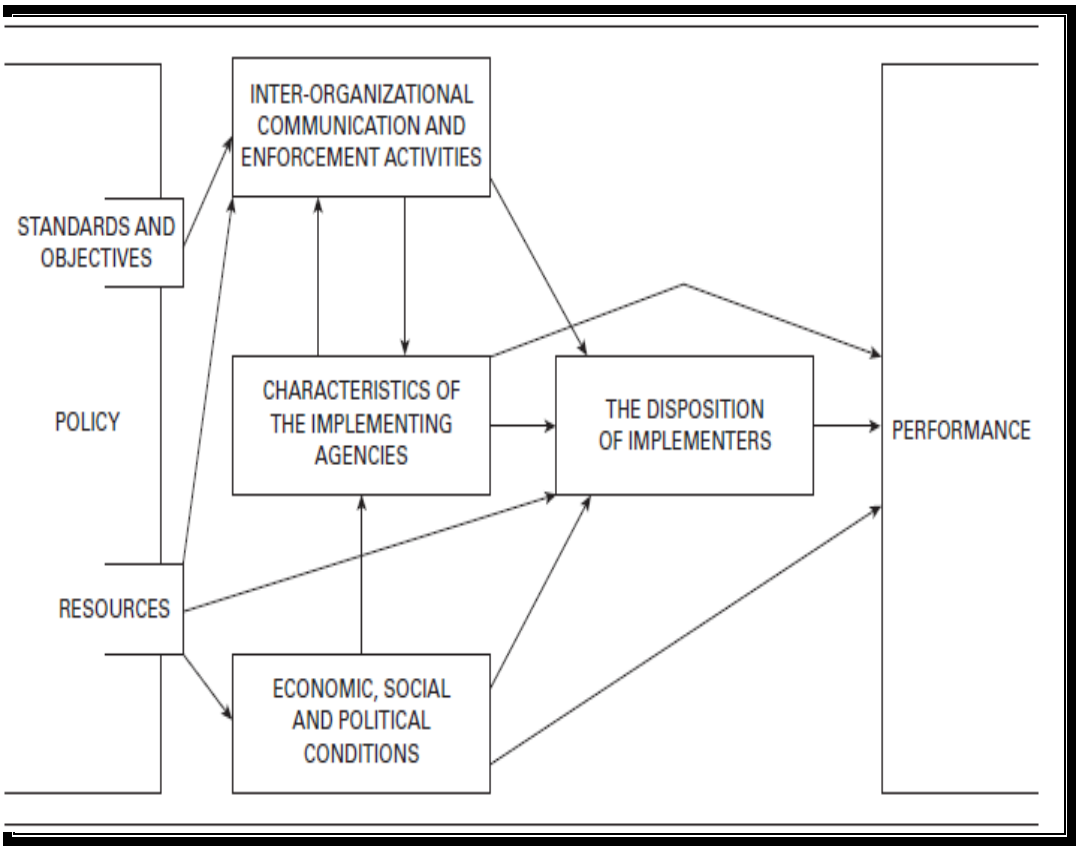
The implementation of RDP housing is based on a top-down perspective. It is advocated by Dye (1995) that the process model policy involves six steps: (1) identifying the problem; (2) setting the agenda; (3) formulating proposals; (4) legitimating policy; (5) implementing policy; and (6) evaluating policy. A policy process model has different stages which resonate with that of RDP policy. This research is limited to stage 5 which is the implementation or provision of RDP housing, in this case in Tembisa.

To put a policy process model into perspective, the South African government formulated housing policy that includes RDP housing provision to address the challenge of decent housing among low income earners. Femi and Khan (2013, p.205) explains that, “governments all over the world are directly and indirectly involved in matters relating to housing in terms of their housing provision, regulation and control, development and administration”. A policy process model in this regard would be used as an analytical framework that would help the researcher to present a complex process of providing RDP houses to the poor in a simple manner. Implementation of RDP housing policy in South Africa utilises a fragmented approach which involves a number of role-players and a range of resources. Some of the stakeholders directly or indirectly involved in the provision of RDP housing are the National Home Builders Registration Council (NHBRC), bricklaying contractors, and national, provincial and local Human Settlements departments.

Figure 5 below presents the policy implementation process model. This model indicates that the outcome of policy implementation could be determined by a number of factors. If government provides the required resources and employs skilled implementers who perform their tasks and functions effectively and efficiently, then provision of RDP is likely to be carried out successfully. This implies that government should deploy

required resources, including skilled people with the right attitude, in order to realise excellent performance, namely in RDP housing delivery. From the preceding observations, it can be assumed that sufficient availability of required resources and well co-ordinated working relationships amongst the role-players involved would result in the successful implementation of the RDP housing policy, while the opposite also holds, in that if policy implementers are not sufficiently oriented about policy and its objectives, the policy may be ineffectively implemented.

Figure 5: Policy implementation process model



Source: Hill and Hupe (2014)

2.5. STAGES OF POLICY PROCESS AND ASSOCIATED POLICY FAILURES

The application of four ingredients for effective implementation (as explained in section 2.3.) and adequate resources allocation do not

automatically guarantee the successful policy implementation or RDP housing delivery. Policy failure or success depends also on decisions taken at each stage of policy process, as depicted in Table 4 below. The policy process stages are inter-dependent. This means poorly formulated policy is likely to lead to poor implementation. For instance, there are situations where government fails to attain its policy objectives although it has excellent implementers and adequate resources that can be used in service delivery. This generally happens when government sets unrealistic policy objectives or fails to conduct thorough research on public issues or problems that have been identified. Patton and Sawicki (1993, p.63) argues that, "policies can fail either because the program could not be implemented as designed or because the program was run as designed but did not produce the desired results because of the underlying theory". Poor policy planning may lead to a situation where government resources are wasted without tangible results.

Table 4: Stages of policy process and associated policy failures

Stages	Policy failures
Agenda setting	Over-reaching governments establishing or agreeing to establish over-burdened or unattainable policy agendas.
Policy formulation	Attempting to deal with wicked problems without appropriately investigating or researching problem causes or the probable effects of policy alternatives.
Decision making	Failing to anticipate adverse and other policy consequences or risk of system failures
Policy implementation	Failing to deal with implementation problems including lack of funding, legitimacy issues, principle-agent problems, oversight failures and others.
Policy evaluation	Lack of learning due to lack of, ineffective or inappropriate policy monitoring and/or feedback processes and structures.

Source: Howlett (2015)

In addition, poor handling of implementation problems can result in policy failure. It is highly unlikely to implement policy from end to end without encountering challenges including those listed in Table 4 above. These challenges must be dealt with and resolved in a short space of time to avoid any hindrance or distraction to the implementation process. Although all of the problems listed above can result in policy implementation failure, in particular the lack of funding for the provision of RDP housing could lead to a total collapse of the project.

There are other factors that can impede proper implementation of policies aimed at addressing informal settlements problems. Erguden (2001, p.1) advocates that, “lack of effective implementation strategies, poor promotion of security of tenure, inadequate supply of affordable land and infrastructure, inadequacy of housing finance systems, poor utilisation of local building materials and technologies, lack of support to small-scale construction activities, inappropriate standards and legislation, inadequate participation of communities in the shelter development process and support to self-help, lack of focused research and experimental projects, poor utilisation of research findings, are amongst such major constraints”. All of the abovementioned factors have varying degrees of influence in undermining the implementation of housing policy. As an example, housing finance systems and inadequate supply of affordable land would have a significant impact on the implementation of housing policy compared to poor utilisation of research findings.

2.6. EFFECTIVE POLICY IMPLEMENTATION

The situation described above in section 2.5 calls for government to turn things around in order to successful realise policy implementation. More importantly, there is the strong possibility that government can successfully implement its policy if it conducts in-depth research about the public problem identified, sets achievable objectives and measurable targets, allocates resources accordingly and effectively manages all risks that

emerge during implementation. The preceding assertion is consistent with the view of Ikechukwu and Chukwuemaka (2013, p.62) who notes that, “in essence, if a policy is effectively implemented, the designed and planned development goals and objectives are realised”.

As explained in section 2.2, there must be a perfect alignment of the objectives of national, provincial and municipal government in order to provide decent RDP housing to people on the ground. Kaul (1997, p.15) cites the components of successful policy implementation as follows:

- The policy and its statute(s) must contain clear and consistent objectives, or some criteria for resolving goal conflicts;
- The policy accurately identifies the principal factors and linkages leading to, and influencing policy outcome, including specification of target group and incentives;
- The policy is structured to maximise the probability of compliance from implementing agents and target groups;
- Leaders and top managers possess substantial strategic management and political skills, and are committed to policy objectives;
- The policy receives ongoing support from constituency groups and key stakeholders within a neutral or supportive legal system;
- Social-economic and political conditions remain sufficiently supportive and stable for policy not to be undermined by changes in priorities, conflicts and/or radical shifts in resource availability for implementation.

It is important that policy makers incorporate compliance requirements in any public policy being developed. There is a positive relationship between adherence to policy implementation requirements and the outcomes. This suggests that if implementers adhere to stipulated compliance requirements there is a greater likelihood that there will be successful policy

implementation. This will result in the achievement of policy goals and ultimately improvement of quality of life of the targeted group. However, if there is no adherence to the compliance requirements, there is the likelihood that policy goals will not be achieved.

2.7. THE 5C PROTOCOL: POLICY IMPLEMENTATION

There are five variables that are generally accepted in the public policy domain as the influencers of effective policy implementation, namely: content, context, commitment, clients and coalitions. In practice, there are strong synergies among the variables listed above. This means one variable can be a function of one or more variable(s). Brynard, in Cloete and Wissink (2000), explains that any of the five variables can be linked to or influenced by others in a specific implementation situation. For example, the provision of RDP housing in Tembisa may be influenced differently by any of the aforementioned variables as explained in more detail below:

2.7.1. Content

Policy content is provided by Lowi (1963) who characterises policy as distributive, regulatory or redistributive (Cloete & Wissink, 2000, p.179). It is clear from preceding views that public policy is defined by its characteristics. Brynard, in Cloete and Wissink (2000, p.179), indicates that, “in very broad terms, distributive policies create public good for the general welfare and are non-zero-sum in character; regulatory policies specify rules of conduct with sanctions for failure to comply; and redistributive policies attempt to change allocation of wealth or power of some groups at the expense of others”. The distributive definition matches the characteristics of the provision of RDP housing in that government uses public funds to assist the poor to access decent housing as required by the constitution. Provision of RDP housing can be regarded as a welfare programme intended to alleviate poverty levels amongst poor South Africans.

2.7.2. Context

It is important for government to have a clear understanding of the environment in which a project or a policy is going to be implemented. The macro understanding of the environment will help government to deal with political, economic, social, legal and technological issues that may impede the implementation process. Brynard, in Cloete and Wissink (2000, p.180), notes that there is the danger of losing accumulation of learning and failing to account for contextual impacts on the effectiveness of implementation.

This indicates that policy implementation may fail due to lack of understanding of the environment or alternatively succeed as a result of a clear understanding of the environment. The context is interlinked with of implementation variables. As an example, it will be difficult for government to garner the support of the general public if there are political tensions in the community.

2.7.3. Commitment

It is assumed that it is every government's aim to see their policies effectively implemented to their fruition. It is therefore significant for any government to commit itself in order to see its ambition realised. The South African government's commitment to provision of housing is stated in the constitution, which stipulates that government is required to do everything possible to ensure all citizens have decent houses. Furthermore, the National Treasury allocates DHS funds every year for the provision of housing to poor citizens. Although government's commitment in theory is clear, the increasing housing backlog and poor quality structures in some regions in South African are cause for concern.

For effective RDP housing provision, government should note that, "commitment will influence and be influenced by content, context, capacity,

clients and coalitions" (Brynard, in Cloete and Wissink, 2000, p.179). By extension, this means that government's ignorance of the other four interconnected variables may lead to policy implementation failure while consideration thereof may lead to success.

2.7.4. Capacity

Capacity can be influenced by commitment. Government has to build capacity that will support and fulfil its commitment. Capacity in this case refers to the ability of government to provide RDP housing to the poor citizens. Brynard, in Cloete and Wissink (2000, p.181) asserts that, "capacity obviously refers to the availability of access of and access to concrete or tangible resources (human, financial, material, technological, logistical) and the intangible requirements of leadership, motivation, commitment, willingness, courage, endurance and other intangible attributes needed to transform rhetoric into action". The proper combination of these tangible resources and intangible requirements should result in effective RDP housing delivery while the opposite would result in ineffective or poor delivery.

2.7.5. Clients and Coalitions

As explained in section 2.4, the provision of RDP housing takes a top-down approach. This implies that not all people who are directly or indirectly affected by the project have information on how it is going to be implemented. As such, government must solicit support from all stakeholders (contractors, beneficiaries, community leaders and members). This requires that government officials hold meetings with community members and leaders as the project will be implemented in their areas. Government's engagements with the general public will result in a situation where the public understands the value addition that the policy will have in their life. The value addition in this regard refers to public satisfaction. As a

result, they will support the project in its implementation. The public will be keen to support policies that impact positively on their lives. If government officials do engage the public about the policy, civil organisations, community members and leaders may make it difficult for government to effectively implement its policy if it is not to the satisfaction of the communities involved.

2.8. DEPENDENCY ON OTHER DEPARTMENTS

The provision of RDP housing lies with the remit of the DHS. For the DHS to provide housing to poor citizens effectively and efficiently, the DHS needs to acquire land to carry out its mandate. The Department of Land Affairs deals with issues relating to land restitution, National Treasury deals with finance issues while the Department of Human Settlements focuses on provision of housing to the poor. Strongly co-ordinated working relationships among these three departments can help the DHS to acquire land to be used for housing construction. Kaul (1997, p.17) points out that, “ministers have to make balanced choices between programmes both at inter-departmental level and intra-department level”. This depends on whether the aforementioned departments have synchronised their objectives. If these department have not synchronised their objectives, the prime objective of one department may be considered as less important by another department. This indicates that the DHS depends on other departments to do its work and thus requires the DHS to form strategic relationships with other departments.

It is therefore assumed that if all required resources (including sufficient funds) are available and there is excellent co-ordination among different sectors and departments that will automatically translate into perfect provision of RDP housing in Tembisa or South Africa. It is the researcher’s assertion, however, that the success or failure of housing delivery depends on how the policy is implemented given all necessary resources and support. Other factors that can render policy implementation ineffective are

bureaucrats conspiring to work against it (Hague & Harrop, 2014) and corruption.

2.9. POLICY IMPLEMENTATION COMMUNICATION PROCESS

Communication is one of the principal elements in policy implementation. The purpose of communication is transfer a message from one person to another. This can be done by using different forms of communication, including verbal and written communication. The latter form of communication in this instance can be in the form of housing policy, codes and regulatory documents. These documents should be written in a way that makes it easy for implementers and other stakeholders at different layers of government to understand. Kaul (1997, p. 5) points out that co-ordination is further hampered by poor communication channels in the administrative system and in the relationship between administration and the social environment.

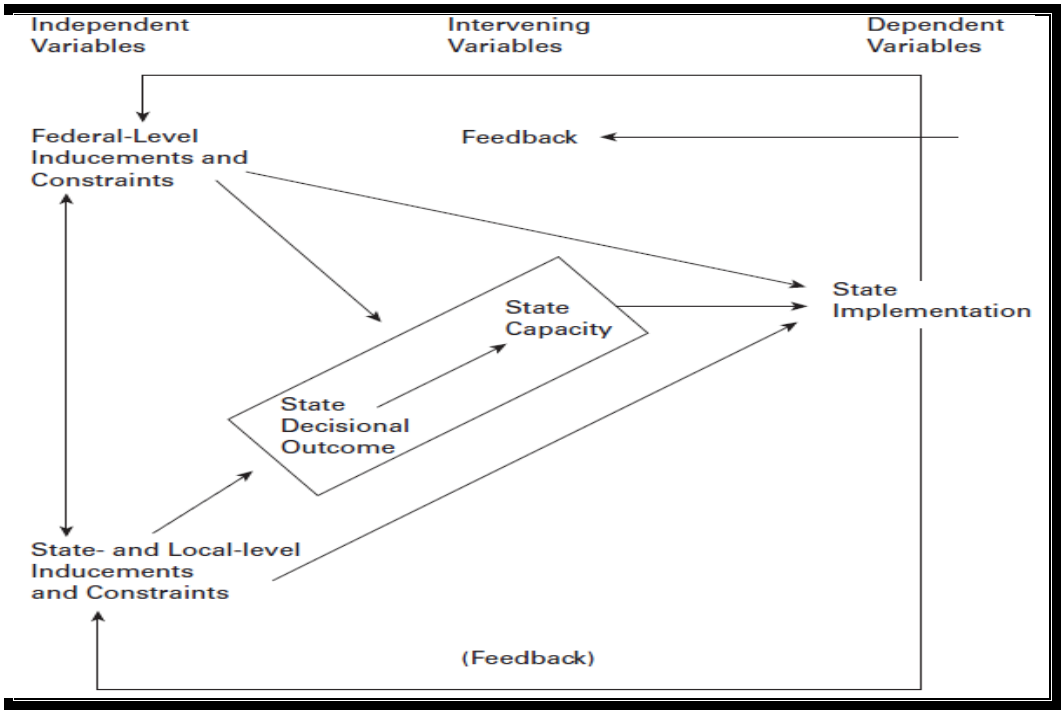
The roles of each entity and person involved in policy implementation should be clarified. If roles are not clearly explained, then implementers may improperly execute the project. This is supported by Robin (2011) who argues that the roles and responsibilities of various role-players are often unclear, which in some instances leads to confusion where officials are unsure about who is responsible for which task, how and when that task should be performed. Figure 6 below indicates the inter-governmental policy implementation communications model. This communication model indicates how communication can be facilitated among all spheres of government (from national to provincial to local and *vice versa*) in order to effectively implement the housing policy.

This, in the South African context, means the DHS communicates a particular message to the DHS at provincial level which then disseminates the same message to the local level for implementation. Similarly, the local government will give feedback to province which will then provide such

feedback to the national department. However, this does not mean that the communication only starts at either end of the government spectrum (local or national). In essence, communication can start any point along the government spectrum.

From the above discussion it is clear that the national DHS should be able to communicate its message both horizontally and vertically. The former refers to conveying messages to provincial and municipal levels while the latter refers to conveying messages to other government departments. This would then be augmented by municipality and other government departments communicating back to the DHS.

Figure 6: Inter-governmental policy implementation communications model



Source: Hill and Hupe (2014)

Although it is important that government at all levels should convey the same message this does not suggest that other stakeholders are excluded. The same message should be conveyed to the bricklaying contractors, NHBRC officials, community members/leaders and beneficiaries of RDP

housing so that they all have a clear understating of what government wants to accomplish. If this is not done, stakeholders may not play supportive roles and that would be detrimental to government's ambitions.

Poor communication will result in poor policy implementation as some valuable messages may be distorted during the various stages of the policy implementation. Good communication among different spheres of government is of importance for the successful implementation of any policy, including housing policy in South Africa.

2.10. POLICY IMPLEMENTATION MANAGEMENT

Management is a critical aspect of the policy implementation process. Management is about planning, controlling, organising, directing, monitoring and evaluating policy implementation. In other words, managers would take decisions relating to the quantum of resources required, staffing, setting standards, and putting control measures in place, to ensure that policy implementation objectives are achieved. It is important that government has good managers in place as they have direct influence on the policy implementation. It would not be of significance to have good policies if these are not properly implemented due to poor management or have good managers who have to implement poorly formulated policies that have unrealistic goals.

This suggests that government must employ good managers who contribute to all stages of policy (i.e. from formulation to evaluation). Poor performing managers are highly likely to fail to achieve policy objectives while well performing managers are more likely to achieve good outcomes.

2.11. POLICY IMPLEMENTATION LEADERSHIP

Leadership is about people. Leaders play a critical role in influencing and directing people to achieve a particular objective. The leadership roles include guiding, mentoring and coaching people on how to accomplish set goals. Leaders are expected to model the way and lead by example). Furthermore, leadership can be demonstrated at various places including government, private sector and community levels. It is essential for government to have leaders who will strive to drive followers to reach their highest performing and productivity levels.

In this context, leadership is about driving or influencing others to properly provide RDP housing to poor. Mthethwa (2012, p.44) observes that, “strong leadership and commitment are essential to ensure the follow-through, resources, and accountability needed for putting policies into practice”. Leadership has to steer the DHS in such a way that effective provision of RDP housing is assured. Cloete (2000, p. 215) states that, “while a policy project or programme is being implemented, a need exists to monitor the implementation process in order to keep track of the time-frame, the spending programme, the progress towards objectives and the quality and quantity of outputs. Monitoring of the policy implementation schedule is undertaken through project management techniques”. In addition, political leadership is expected to report to Parliament on the progress of housing delivered to citizens. This ensures that DHS leadership is accountable and must strive to achieve the objectives of government. Notably, leaders change from time to time. A change in political leadership in DHS does not mean that provision of RDP to poor communities should stall; it continues under new leadership as long the policy is still in place.

2.12. ROLE OF BUREAUCRATS IN POLICY IMPLEMENTATION

Bureaucrats are the catalyst of public policy implementation. They are the stakeholders required to know why a public policy has to be implemented

as well as what resources need to be employed for execution, how and when the policy will be implemented. One can therefore infer that appropriate public policy implementation depends largely on the capacity of bureaucrats. If government officials are not capable of implementing formulated policy effectively, then government will obviously fail to accomplish its set policy objectives, (Chukwuemeka & Ikechukwu, 2013). As a result, policy implementation failure may contribute to the deterioration of quality of life of the targeted people because the identified problems that triggered policy formulation continue to persist and remain unresolved.

It should be noted that the capacity of bureaucrats who are to be tasked to effectively implement public policy cannot be built over the short term. Hague and Harrop (2014, p.384) suggests that, “capacity building consists of developing the long term ability of organisations to achieve their objectives; it requires not just materials and human resources but also the ability to use them effectively”. From this observation, it is clear that people play a pivotal role in ensuring the policy objectives are achieved. According to Thornhill (2012, p.129), “If one bears in mind that implementation consists of a number of activities which include, amongst others, staffing, financing, organising, and mechanisms to monitor and evaluate executive actions – then one can appreciate the complexity of the decisions that officials have to take to develop an implementation policy and later an administrative executive policy”. On the other hand, if bureaucrats are capable of implementing formulated policies effectively then such policies will accomplish the goals. As a consequence of that, the quality of life of targeted people is expected to improve if the policy is effectively implemented. Competency of any government administration may be seen when there is evidence that there is no gap between policy objectives and what is actually achieved (Chukwuemeka & Ikechukwu, 2013). This kind of result can only be realised when bureaucrats implement government policy effectively. However, as explained, there is evidence of a significant gap

between the extent of RDP housing provided to poor people in South Africa and the stated government policy intentions.

According to Mutahaba, Baguma and Halfani (1993, p.49), “theoretically, a viable system of policy management should include a series of interlinked activities constituting the functions of policy formulation, implementation and evaluation, performed through an elaborate institutional and organisational framework”. Policy implementers are expected to have the knowledge and skills required for effective policy execution and these include, amongst others, planning, organising, communicating and staffing. The policy implementers who have sufficient knowledge and skills would like to see effective policy implementation.

In contrast, the lack of sufficient knowledge and skills in policy management by implementers would automatically lead to policy implementation failure. This observation aligns with Mutahaba et al (1993, p.64) which indicates that, “the effect of skill deficiency in the system of public administration is the perpetuation of poor policy analysis, inefficient implementation, and rampant absence of monitoring and evaluation”.

2.13. QUALITY OF RDP HOUSES

All contractors in the building industry must be registered with the National Home Builders Registration Council (NHBRC). The NHBRC has to ensure that housing contractors build good quality houses with good quality materials. According to Zunguzane (2012, p.20), “Quality is a fundamental term in the construction industry. The non-achievement of such a crucial aspect of construction can result in the failure of a construction project and in the dissatisfaction of clients and/or building occupants”. Although quality is one of the essential aspects of housing construction, some RDP houses that government provides to the poor are of inferior quality. This is confirmed in the research conducted by Manomano and Kang’ethe (2015: p. 290) in the Eastern Cape which indicates that, “most of the study participants also

revealed that the quality of the RDP houses was poor. The state of the roofs, walls, floors, toilets and doors was reported to be very bad and in need of immediate attention". These observations create an impression that government awarded construction contracts to contractors without appropriate qualifications and limited experience in the building industry, resulting in poor quality construction work.

In addition, the poor quality can be attributed to lack of oversight by government officials and inspectors, and this has various negative implications, including,

- **Threat to people's safety and lives:** The General Household Survey conducted by StatsSA (2014, p. 12) revealed that "Some residents had raised concerns about the quality of subsidised houses and said that the walls and roofs were weak". In addition, the poor quality RDP houses can collapse and cause fatal accidents. This is confirmed by Mothlabane (2015, p.49) who indicated that "a 49-year-old woman was killed when her RDP home collapsed as a result of the heavy storms coupled with the poor workmanship of the house". These observations demonstrated that government could have appointed contractors who were not well trained and experienced in the construction of decent houses or appointed contractors who could have used sub-standard building materials in order to minimise the cost of constructing RDP houses. The aforementioned assertions suggest that government has poor implementation, monitoring and evaluation processes in place. To avoid such situations, government should consider taking punitive steps against stakeholders involved in the poor provision of RDP housing to the citizens.
- **Loss to the fiscus:** The government spends money to construct RDP houses. Poor quality may force government to undertake rectification programmes which will require funding. Mothlabane (2015, p.49) cites the AFP stating that, "responses to parliamentary questions revealed

that the Department of Human Settlements spent R2.129 billion on repairing haphazardly built RDP homes within a period of three years, which is money that could have been spent building new RDP homes". The resources that are channelled to the RDP housing rectification programme should have been used for building houses for people on the housing waiting list and ultimately reducing the backlog.

However, it should be noted that the poor quality of RDP houses may not be restricted to the Eastern Cape but extended to other regions (including Tembisa) across the country.

2.14. POLICY IMPLEMENTATION CHALLENGES

2.14.1. Perennial increase in informal settlements

Basorun and Fadairo (2012) observes that, "in the 1990s, many of the countries in the Sub-Saharan region were faced with a housing problem that emanated from urbanisation caused in part by people seeking economic opportunities – that created a new housing demand type in a complex housing policy framework". Housing demands would be accompanied by an increase in the demand for other amenities such as health services, water and transportation. This exerts additional pressure on the government fiscus.

Unemployment remains high in South Africa at 24.3% (StatsSA, 2014). This contributes to high numbers of people moving from rural to urban areas in search of opportunities. Many of those people find accommodation in backyard dwellings or live in informal settlements. This contributes to the increasing demand for housing in urban areas.

The 2011 Census indicates that there are 1,962,733 informal settlements in South Africa. The majority are in Gauteng Province and contribute 38% to the total informal dwellings (such as shacks in backyards and those not in

backyards such as informal/squatter settlements or on a farm) in South Africa, followed by Western Province with 15% and North West Province with 11%, while the balance of 36% is distributed among the remaining six provinces. Charlton and Shapurjee (2013, p.1) states that, “backyard dwellings arguably contradict state housing objectives by symbolising informality and disorder; a symptom of inadequacy that the housing programme strives to overcome”. The Minister of Housing from 2005 to 2009, Ms Lindiwe Sisulu, pronounced in 2005 that, “in line with our commitment to achieving the MDGs we join the rest of the developing world and reiterate our commitment to progressively eradicate slums in the ten-year period ending in 2014”, (Huchzermeyer, 2011). The South African government has failed to achieve this objective as the country is still characterised by slums and informal settlements.

2.14.2. Housing backlog in South Africa

Section 1.1 indicated that South Africa faces the challenge of a high backlog in delivery of RDP houses. Grey (2012, p.203) argues that, “housing demand and its increase is pronounced in growing squatter settlements, which result in long housing waiting lists of low income people seeking housing, as well as the production and proliferation of backyard shacks, giving rise to higher densities per housing unit and pressure on the resources like safe water and sanitation”. It is pointed out by Ojo-Aromokudu (2013, p.1) that, “the persistent shortfall in housing delivery seems to be entrenched despite various government interventions to overcome its occurrence”. This research also seeks to establish whether such government interventions are correctly executed in accordance with policy when providing RDP housing in Tembisa.

Government needs to allocate its resources efficiently if it is to achieve its set policy objectives. The pace at which government can attain the policy objectives depends on, (1) the capability of the government to formulate

relevant policies; and (2) to appropriately implement them, (Chukwuemaka & Ikechukwu, 2013). Government also needs to evaluate how effectively and efficiently housing policy is implemented. The findings of such an evaluation may be used as a springboard to develop alternative ways for addressing the housing backlog.

2.14.3. Cost of providing RDP houses

Provision of RDP houses may be viewed to be better than the informal structures that are visible in Tembisa. However, RDP houses come at a cost. As an example, the budget for one RDP house of 40 square metres amounts to R160 573. The composition of RDP house cost structure is as follows: R110 947 for house, R43 626 and R6 000 for land (DHS, 2013). If one multiplies the budget for one RDP house (R160 573) by the current backlog number (2.3 million) then an estimated amount of R369 billion will be required to provide for such houses. RDP housing is already a huge burden on government finances and may become unsustainable if applications for RDP houses continue to increase.

2.14.4. Corruption

Corruption can contribute to poor policy implementation. Hage and Harrop (2014, p.383) advocates that, “in many poor countries, even-handed policy implementation is impossible because many public officials are so poorly paid that corruption remains an essential tool for making ends meet”. Corruption generally happens when bureaucrats have discretion to interpret and also implement regulations that create an opportunity for them to indulge in corrupt activities (Bardhan, 2005). This kind of conduct may result in poor policy implementation or service delivery as the bureaucrats are more interested in promoting their interests rather than the interests of the citizens they have to provide a service for.

On the one hand, these bureaucrats are bribed to do what they are employed to do while on the other hand, they are bribed to do what they are not employed to do (Bardhan, 2005). As an example, the former type of bribe relates to a situation in which an RDP house applicant pays an official to move her/his file faster while the latter relates to a situation in which an official is paid to ignore illegal activities that are happening in the implementation of housing policy. Bureaucrats may be persuaded to become involved in corrupt activities if they are not paid adequate salaries.

It should be noted that policy implementation involves various stakeholders. In the case of RDP housing provision, stakeholders involved include government officials, contractors, engineers and beneficiaries. If corruption were to occur, it would be classified as either centralised or decentralised. Bardhan (2005) argues that, “centralised corruption regards a situation in which a client pays one member of the team who would ensure that the job gets done and every member of the team gets their share – there is no co-ordination problem”. On the other hand, Bardhan (2005) states that, “decentralised corruption regards a situation in which a client pays different members of the team to get the job done as being a co-ordination problem as a client has to bribe different people independently”. The above observation suggests that government should pay its employees adequate remuneration. In addition to that, it must put in place control measures that close all loopholes for policy implementers to indulge in corrupt activities.

Furthermore, the researcher believes that no government would successfully achieve its policy objectives (in this case RDP housing) if people involved in executing such policy are corrupt, irrespective of whether corruption is centralised or decentralised.

2.15. CONCLUSION

Public policy is aimed at resolving societal problems that have been identified, such as the housing problem. However, it is important to indicate

that good public policy formulation does not automatically result in problems being adequately addressed. If government has all the necessary resources available, the crux of success or failure then lies in the implementation of public policy. Public policy that is appropriately implemented would enable government to accomplish its agreed policy objectives. If, however, public policy is not appropriately implemented then challenges and problems will remain unresolved.

CHAPTER THREE
RESEARCH METHODOLOGY

3.1. INTRODUCTION

This section outlines the operational plan that was followed in the research study and also positions the research work within one of the research approaches. The research paradigm, approach, design, data gathering tools, sampling strategy, data validity and reliability, limitations of the research and ethical issues that were taken into account when conducting the research are also discussed. The abovementioned topographies assisted the researcher and other stakeholders to understand the challenges relating to the implementation of RDP housing in Tembisa.

3.2. PARADIGM

The researcher adopted a qualitative paradigm as it was deemed the most appropriate in helping the researcher to understand the experiences of RDP housing beneficiaries from their own perspective. Wagner et al (2012, p. 126) points out that “qualitative research is concerned with understanding the processes and the social and cultural contexts which shape various behavioural patterns. It strives to create a coherent story as it is seen through the eyes of those who are part of that story, to understand and represent their experiences and actions as they encounter, engage with and live through situations”. The researcher’s aim of using qualitative paradigm was to obtain rich descriptive data that were used for analysis purposes. Merriam (2002, p.6) postulates that, “in conducting a basic qualitative study, the researcher seeks to discover and understand a phenomenon, a process, the perspectives and worldviews of the people involved or a combination of these”. The researcher acknowledges that research participants had different perspectives that were not constant. Merriam

(2002, p.6) points out that, “the researcher is interested in understanding how participants make meaning of a situation or phenomenon, and this meaning is mediated through the researcher as the instrument, where the strategy is inductive and the outcome is descriptive”. In contrary, quantitative approach does not articulate narratives on experiences, perceptions and the feelings of participants in the research, and thus the findings of the research may not reflect the feelings of the participants about the subject or issue being researched.

3.3. APPROACHES

The researcher employed Interpretive Social Science (ISS). Neuman (2006, p.88) advocates that, “in general, the interpretive approach is the systematic analysis of socially meaningful action through the direct detailed observation of people in natural settings in order to arrive at understandings and interpretations of how people create and maintain their social worlds”. The researcher in this regard sought to understand the world of the interviewees from their perspectives. Neuman (2006, p.89) states that, “the interpretive approach holds that social life is based on social interactions and socially constructed meaning”. Neuman (2006, p.89) further points out that, “ISS researchers tend to apply a transcendent perspective toward the use and application of new knowledge”.

3.4. RESEARCH DESIGN

The researcher used qualitative paradigm and a basic interpretive design in this study. The researcher sourced and used primary and secondary data in order to achieve the objectives of the research. Primary data were collected using in-depth interviews and secondary data were obtained by reviewing academic journals, organisations’ annual reports and other relevant documents in order to establish their bearing on the research. After collection and gathering of primary and secondary data, the researcher provided analysis in terms of themes generated from the interviews and

review of literature. A basic interpretive design was appropriate in this regard as it allowed the researcher to provide a detailed analysis of the implementation of RDP housing in Tembisa.

3.5. DATA COLLECTION

The researcher embarked on pre-engagement visits to various sections in Tembisa to identify and make appointments with the beneficiaries of RDP houses. Appointments with identified participants were made via email and telephone. All the RDP beneficiaries were interviewed at their homes while non-governmental and government officials were interviewed at their work places. The various sections visited in Tembisa were Ivory Park extension 2, Mayibuye, Kanana, Kaalfontein and Phomolong. In addition, the Affordable Housing Finance in Africa (CAHF), NHBRC, and government departments were contacted and requested to identify relevant persons who would assist in answering the research questions.

3.5.1. Primary data

De Vos (2005, p.315) explains that, “primary sources are seen as the original written material such as the author’s own experiences and observations, while secondary sources consist of material that is derived from someone else as the original source”. The researcher sourced primary data from five RDP housing beneficiaries: Centre for Affordable Housing Finance in Africa (CAHF), the National Home Builders Registration Council (NHBRC), Ekurhuleni Metropolitan Municipality, and the provincial and national Human Settlements departments. Data were sourced through the interview technique. Wagner et al (2012, p.133) observes that, “an interview is a valuable source of information, provided that it is used correctly. The aim was to obtain rich descriptive data that helped the researcher to see the world through the eyes of the participant”. One-on-one in-depth interviews were conducted with identified participants. In-depth interviews assisted the

researcher to gather data that helped in answering research questions as well as soliciting information from beneficiaries which related to the provision of RDP housing in Tembisa. Patton (2002, p.405) reflects that, “a good interview lays open thoughts, feelings, knowledge, and experience, not also the interviewee. The process of being taken through a directed, reflective process affects the persons being interviewed and leaves them knowing things about themselves that they did not know – or at least were not fully aware of before the interview”.

The interviews were based on structured open-ended questions which helped the researcher to understand experiences of the RDP housing beneficiaries from the perspectives of identified participants. Patton (2002, p.21) states that, “the purpose of gathering responses to open-ended questions is to enable the researcher to understand and capture the points of view of other people without predetermining those points of view through prior selection of questionnaire categories”.

Wagner et al (2012, p.133) points out that, “an interview is a two-way conversation and purposive interaction in which the interviewer asks the participant (the interviewee) questions in order to collect data about ideas, experiences, beliefs, views, opinions and behaviours of the participant”. Although the interview is a two-way conversation, the researcher encouraged the interviewees to engage strongly as that helped the researcher to source as much information as possible. The researcher kept records of data collected from one-on-one interviews, so as to ensure reliability and validity of data collected. The researcher requested permission from the interviewees to record the interviews. Few permitted the researcher to tape/record interviews even though participants (interviewees) were assured that the recordings would only be used for research purposes and would remain confidential.

3.5.2. Secondary data

The researcher had reviewed the secondary data sources to establish if information from such sources had any bearing on the research. This approach is supported by McMillan and Schumacher (2006, p.25) when they point out that, “researchers have access to data that others have gathered and conduct analysis using these data”. Secondary data were obtained from a variety of sources which include, amongst others, journals, previous research documents, media, municipality, and provincial and national Human Settlements departments. The researcher reviewed the documents from the abovementioned sources to establish if they had any bearing on the provision of RDP houses to poor people in South Africa (with specific focus on Tembisa).

3.6. SAMPLING STRATEGY AND CRITERIA

Wagner et al (2012, p.87) argues that, “over the years researchers have developed some objective guidelines for deciding on appropriate sample sizes of the research”. It was therefore important to acknowledge that including all RDP housing beneficiaries in Tembisa in this research would not have been possible, given the time constraints. As a result, the researcher had selected proper sampling that was used to draw inferences about a particular population. The researcher employed a purposive sampling method in order to answer research questions. In a purposive sampling participants were chosen in such a way that those selected were relevant to answer the research questions (Bryman, 2012). This means a purposive sampling method provided the researcher with an opportunity to target participants who would add value to the research. De Vos, Strydom, and Fouche (2005, p.328) notes that, “in qualitative studies non-probability sampling methods are utilized and in particular theoretical or purposive sampling techniques are used rather than random sampling”. Data collected from different participants enabled the researcher to answer research questions. Baxter (2008, p.554) states that, “each data source is one piece

of the “puzzle,” with each piece contributing to the researcher’s understanding of the whole phenomenon”. A sample chosen by the researcher was comprised of participants who played different roles in the RDP housing environment. That provided the researcher an opportunity to develop a holistic view of the RDP housing environment. Moreover, the researcher interviewed representatives from NHBRC, CAHF and government who had more than two years working experience in the RDP housing environment. The researcher’s judgement was based on the view that representatives of the aforementioned organisations with at least two years working experience would have a better understanding of the operations within the RDP housing environment. Therefore, such representatives were envisaged to provide in-depth and valid data.

Table 5: Composition of sample

Participants	**Work experience**
One official from National Human Settlements department	2 or more years
One official from Provincial Human Settlements department	2 or more years
One official from Ekurhuleni Metropolitan municipality	2 or more years
One official from NHBRC	2 or more years
One official from CAHF	2 or more years
Five RDP housing beneficiaries	No experience required

Respondents were drawn from a variety of stakeholders found in the RDP housing environment to ensure triangulation of data. For instance, the inclusion of five RDP housing beneficiaries in the research ensured that their perspectives were represented. The researcher chose five RDP housing beneficiaries in order to understand their perspectives or experiences about the provision of RDP housing by government in Tembisa rather than to generalise the findings of the research. These observations are consistent with Wagner et al (2012: p.94) who states that “qualitative

research is less concerned about making inferences from a sample to a population and more concerned about individual understanding and meaning; nonetheless, we do try to see if human beings understand and experience phenomenon in a similar way. Therefore, in qualitative studies, the concern is with the transferability of the results. Transferability refers to the extent to which one set of findings can be applied to another context". In addition, the inclusion of the NHBRC was aimed at ensuring that the views of the builders were reflected. Furthermore, the contribution made by CAHF in the research ensured that non-governmental organisations' view was represented while government's position was articulated by three spheres of government (national, provincial and local).

3.7. VALIDITY

Babbie (2004, p.143) points out that, "validity refers to the extent to which the instrument used to measure is accurate and reflects the concept it is intended to measure". This was important as interviewees might have wanted to influence the interview in a particular direction (namely, human influence). This therefore means a sample chosen by the researcher played an important role in determining the accuracy of data to be collected. To avoid or minimise human influence in the interview, the researcher needed to validate information provided by the interviewees. Triangulation of information was used as a form of data validation. This argument is supported by Wagner (2012, p.133) who indicates that, "this enables researchers to triangulate their data, thereby increasing the trustworthiness of the study". As such, the involvement of a number of participants from various units (municipal level, provincial government, national government, NHBRC, non-governmental organisation and community) in the interview made triangulation of information possible. In addition, secondary data were also reviewed to validate the findings of the primary data. By doing so, the researcher was able to establish the accuracy of data gathered for research purposes.

3.8. RELIABILITY

Wagner, Kin and Lynch (2012, P.80) states that, “reliability estimates the consistency of measurements. The consistency measures in this instance are informed by criteria developed by the researcher”. However, the researcher acknowledged that measuring reliability using a qualitative paradigm would have been difficult as there were no reliable and specific measures in place to perform such a task. Wagner et al (2012, p.81) supports this assertion, observing that, “people’s responses to the same question may be influenced by many factors such as their health, mood, the accuracy of their memory, or the physical conditions around them each time they answer the question”. The researcher employed the interview technique of asking the same the question in various ways to the respondents in a sample selected. That helped the researcher to establish consistency in the interviewees’ responses. If respondents provided different answers on the same question, then that would have proved inconsistency while the opposite would have proved consistency.

3.9. LIMITATIONS

De Vos et al (2005, pp.118-119) argues that, “generally, when identifying limitations, the researcher must consider the validity and reliability of all data collection instruments, the generalisability of the sample to the population from which it was drawn, access to data, ethical problems, and ability to control extraneous factors in the environment and in respondents”. There were various factors that could have been regarded as limitations to this research. The researcher was mindful of the fact that it could have been difficult to collect data from all beneficiaries of RDP houses residing in Tembisa. As a result, primary data were collected based on limited scope of one-on-one in-depth interviews the researcher had conducted with participants highlighted in the sampling strategy section.

Furthermore, purposive sampling strategy allowed for the researcher's discretion in selecting the participants who assisted in answering the research questions. That could be considered as one of the limitations in that the researcher only chose participants whom the researcher believed would answer the research questions. As such, the results of this research would not be generalised to other similar areas due to the nature of sampling strategy employed which required participants to express their views from their 'worlds' or perspectives.

The researcher was faced with limited time as there were less than six months to conduct the research and write a comprehensive and coherent report. Time constraints made it difficult for the researcher to clarify all areas of concern identified from data collected. In addition to the above, lack of sufficient time made it difficult for the researcher to revert to the interviewees and verify with them if the data interpretation and findings of the research resonated with their experiences. The researcher had been able to interview only a few RDP house beneficiaries and governmental and non-governmental officials due to financial and time constraints.

3.10. ETHICS

McMillan and Schumacher (2006, p.335) indicates that, "qualitative research is more likely to be personally intrusive than quantitative research. Thus, ethical guidelines include policies regarding informed consent, deception, confidentiality, anonymity, privacy, and caring". The researcher had informed the participants about ethical considerations before interviews commenced. Ethical information conveyed to the participants by the researcher was as follows:

- Participants' identities will not be disclosed to anyone. Neuman (2006, p.139) states that, "anonymity is the ethical protection that participants remain nameless; their identity is protected from

disclosure and remains unknown". However, government officials may choose to be on record with regard to their views on the subject under investigation;

- Confidentiality, which Neuman (2006, p.139) regards as the ethical protection for those who are studied by holding research data in confidence or keeping it secret from the public; not releasing information in a way that permits linking specific individuals to specific responses;
- Data to be collected through one-on-one interviews will only be used for research purposes;
- Participants are free to withdraw from scheduled interviews at any given stage. Neuman (2006, p.135) indicates that, "a fundamental ethical principle of social research is that people must never be coerced into participating and participation must be voluntary";
- Participants have the right to decline to be recorded on tape or video;
- No harm will be experienced by participants (e.g. humiliation); and
- Participants will be informed of the recourse they have to deal with any possible dishonesty on the part of the researcher.

3.11. ANALYSIS

Analysis is one of the main sections in the research report. The researcher had to ensure that an interpretation of data collected makes sense to the reader. This is in line with De Vos et al (2005, p.338) who suggests that, "interpretation involves making sense of the data, the 'lessons learned'". To accomplish the aforementioned objective, the researcher grouped data in terms of themes. De Vos et al (2005, p.337) states that, "in this loop of the spiral, category formation represents the heart of qualitative data". For easy interpretation, the researcher coded the data under themes. The sequential arrangement and flow of themes would help the reader to easily understand the research document. De Vos et al (2005, p.338) further indicates that, "the analytical process demands a heightened awareness of the data, a

focussed attention to the data, and openness to the subtle, tacit undercurrents, of social life. Identifying salient themes, recurring ideas or language, and patterns of belief that link people and settings together are the most intellectually challenging phase of data analysis and one that can integrate the entire endeavour".

3.12. CONCLUSION

This chapter explained the operational plan that the researcher followed when conducting the research. The research paradigm, approach, design, data gathering tools, sampling strategy, data validity and reliability, limitations of the research and ethical issues were discussed. Furthermore, this chapter also helped in positioning the research work within the research approaches. Methods which the researcher used to collect and gather primary and secondary data were explained.

CHAPTER FOUR
PRESENTATION OF FINDINGS

4.1. INTRODUCTION

The purpose of this chapter is to present and summarise the findings of the research on the provision of RDP housing in Tembisa. Research findings are based on data collected from respondents who were identified using a non-probability purposive sampling method. Interviews were scheduled with RDP housing beneficiaries, governmental and non-governmental organisation officials.

After the researcher had secured appointments with the respondents, face-to-face interviews were conducted with the respondents based on questionnaires developed by the researcher (see Appendix 7.1 and Appendix 7.2). These questionnaires were used as a guideline to ensure that the respondents would provide answers relevant to the research questions. The interviews conducted with respondents or stakeholders from different groupings helped the researcher in validating or triangulating the information provided.

The responses received from the respondents were analysed and organised under themes presented under relevant research sub-questions. Respondents' names were coded to protect the identity of the interviewees. This means that no respondent's name would be mentioned by the researcher when presenting the findings. The ten respondents were therefore coded as respondents A, B, C, D, E, F, G, H, I and J. Due to limited sample data, the results of this enquiry into the provision of RDP housing in Tembisa cannot be generalised across the province or the country.

The next section (4.2) presents the views that the respondents shared about the provision of RDP housing in Tembisa. The findings are presented under these broad categories: (1) causes of the administrative housing backlog; (2) control measures in place to monitor the implementation of RDP provision; (3) government capacity to provide RDP housing; and (4) the role of applicants and contractors in RDP housing provision.

4.2. CAUSES OF THE ADMINISTRATIVE HOUSING BACKLOG

The aim of this question was to establish whether there are any factors that contribute to the housing backlog as this a “pain area” for both government and applicants. On the one hand, government continuously records housing backlog increases while on the other hand, some applicants wait for too long for government to provide them with houses. Based on this assertion, it is important for policy makers in government to be apprised of the factors that contribute to the housing backlog so that they develop policies to address this challenge. There are divergent views regarding the causes of the housing backlog.

Respondent E explained that, *“the reason we have a housing backlog is we do not have the housing product that people can afford”.* This respondent also indicated that inequality is the problem causing a housing backlog in that the majority of people are not earning enough money that would enable them to buy their own houses.

Respondent C said that,

> *“one of the causes is urbanisation, and we cannot stop that. People come to Gauteng for greener pastures. Some of them come to Gauteng even though they do not have a place to stay. These people resort to go to areas like Tembisa or other townships to live in informal settlements or backrooms. Such people ultimately apply for RDP houses. Remember, the people I am talking about include*

foreigners who come here with nothing and marry our sisters in order to qualify for RDP houses".

Respondent B also highlighted urbanisation as a cause of housing backlog but further indicated that,

"land is expensive and it takes time to finalise negotiation with land owners. Another is government has limited resources - government provides budget for a particular year to construct a particular number of houses but many people continue to apply for RDP houses adding on the current housing backlog".

Government provides RDP houses on a first-come-first-serve basis except in cases of emergency where people have to relocate to other places. This assertion is contrary to the general consensus among the respondents who indicated that government normally takes too long to provide RDP houses. This contributes to constant increases in the housing backlog. Respondent C said that, *"government does not work on first come first served basis on the RDP provision. There are people who applied for RDP houses in 1996 but are still on the waiting list".*

Inconsistency in turnaround time in RDP housing provision is more evident when the researcher noted that two of the beneficiaries waited for a year for the RDP houses to be built while the other three waited for over four years for their houses to be constructed. None of the five beneficiaries fall within the emergency projects category which requires government to move people from private land to other areas.

From the above information it is clear that government will continue to experience the challenges of housing backlogs if no new strategies are employed to deal with this issue.

4.3. CONTROL MEASURES TO MONITOR PROVISION OF RDP HOUSING

The rationale for this question was two-fold: firstly, to establish if government has control measures in place to ensure effective RDP housing delivery; and secondly, to determine if implementers adhere to them. Failure by implementers to adhere to stipulated RDP housing provision requirements would possibly result in ineffective policy implementation whereas the opposite would hold. Control measures should be exercised from the application for the RDP house up to handing over the key to the beneficiary.

Two of the five beneficiaries indicated that they have alternative dwellings that they own in other provinces. This suggests that government needs to thoroughly screen the RDP housing applicants. Respondent J pointed out that, *"*government has a stringent screening process where an applicant's identity number is checked against other government systems to verify if he or she qualifies for the RDP house. This verification process is aimed at ensuring that only eligible applicants are considered for RDP housing*".*

The majority of the beneficiaries indicated that they were dissatisfied about the quality of the RDP houses. Some of the concerns raised by the beneficiaries include the following: no doors installed in the house and rooms; only one door was installed instead of two; rooms too small; leaking pipes; no plastering and proper foundation done. The general view of the beneficiaries is that the quality of their RDP houses was compromised because inspectors came to perform quality assurance duties only after their houses were constructed. This compromised the quality of the house as earlier phases of construction were not checked. One of the respondents said the RDP house that was constructed collapsed and the matter was reported but no government official came to investigate the matter.

The preceding views were echoed by Respondent A who commented that, *"some RDP houses are constructed without the involvement of the National Home Builders Registration Council (NHBRC). That compromised the quality of RDP houses constructed".* This implies that although there are control measures in place, government officials and contractors at times fail to apply them in order to ensure proper delivery of RDP houses.

The challenge as explained above by Respondent A resonates with the view of Respondent E, who commented that,

> *"the policy itself, I am sure you have gone through the policy. There are checks and balances in there, whether they implement them or not it is a different story. For example, with the NHBRC by law every single house that is built in this country must be registered with the NHBRC but they cannot tell me how many RDP houses have been built. There is a rectification programme underway right now where government is spending money to improve or deal with cracks. I am sure that it was the developers' fault that the houses have those cracks but where was the NHBRC in that process?"*

Furthermore, Respondent D highlighted a number of issues that demonstrated that government needs to improve on the application of its control measures. These issues include the following: contractors who disappear before they complete their work; delays in providing support to the service providers who are struggling to carry out their mandate; allocation of RDP houses to the wrong people and not the rightful applicants; and beneficiaries selling their RDP houses before they occupy them.

Moreover, some of the beneficiaries indicated that government officials did not visit the sites where the construction of RDP houses took place. In addition, beneficiaries did not know whether materials delivered to the respective sites were in accordance with government stipulations. These

beneficiaries also indicated that there was no communication between them and government officials or contractors about the project. Contractors often undertook a quick poor quality job so that they could move to other places to build more RDP houses.

In addition, Respondent D acknowledged that,

> *"sometimes provincial government takes over RDP housing projects from the municipal government due to poor project implementation"*.

Respondent C pointed out that although some beneficiaries are worried about the poor quality of the RDP houses provided, the most important thing for them was the fact that RDP house acquisitions presented the beneficiaries with the opportunity of owning land. The land has economic value to the beneficiaries in that they can generate some income by renting out a piece of the land to other people who want to erect shacks in the yard.

4.4. GOVERNMENT CAPACITY TO PROVIDE RDP HOUSING

This question was raised to establish whether government has the capacity to continue with RDP provision or not. It is necessary for government to have sufficient tangible resources and intangible requirements if it is to achieve its policy objectives. It is highly unlikely for government to continue providing RDP housing to poor citizens without sufficient resources.

The respondents expressed contradicting views on whether government should continue with RDP housing provision or not. Respondents who did not want government to continue with RDP housing provision constituted 40% of the total sample. Some of them argued that government must be creative and develop cost-saving models when providing houses to the poor.

Respondent A stated that,

> *"although government should try to find alternative ways to deal with the housing problem, RDP housing provision is unsustainable. Government should empower people through investment in education. This in the long run will reduce government spending on the provision of RDP".*

Respondent F noted that, *"government should opt to build skyscrapers. By so doing, more money earmarked for buying land would be saved."*

Respondent D asserted that, *"it is unsustainable, we are creating a nanny State. There is a huge difference between a nanny State and a developmental State."*

Respondents B, C, G, H, I and J argued that unemployment in South Africa is a serious problem. The majority of people cannot afford to build decent houses for themselves and therefore the provision of RDP housing to the poor should continue.

4.5. ROLE OF BENEFICIARIES AND CONTRACTORS

The reason for this question was to determine if the roles played by beneficiaries and contractors contributed positively or negatively to the provision of RDP housing. All the respondents were in agreement that the role of beneficiaries was at present minimal in the provision of RDP houses. Respondents had different views on the question. Respondent F stated that *"I was just thankful that I got a house and yard. I was not worried about the role of contractors".* This response indicates a strong possibility that the respondent could have signed a letter of satisfaction confirming that everything was in order with the RDP house he had been provided, without fully considering whether the house had defects or not.

Respondent E mentioned that in the people's housing process beneficiaries contribute their labour in the construction of the house but in RDP housing beneficiaries do not contribute anything. The respondent further indicated that it is not because RDP beneficiaries do not want to contribute, but that the policy does not allow them space to make any contribution.

As discussed in section 4.3, some contractors provided poor service in the delivery of RDP houses. Respondent A stated that,

> *"many contractors lack skills and have poor workmanship. Although what I am saying now did not happen in Tembisa, at one stage contractors were asked to demolish 20 poor quality RDP houses they built. As a result, they incurred the cost of rebuilding the houses".*

The preceding view was supported by Respondent D who said that, *"some contractors do get contraction contracts from government although they do not have financial muscle to carry out the project".* This raises a question of how contractors managed to get construction contracts without sufficient funds to carry out the project. Furthermore, there is poor communication between government and beneficiaries.

Overall, the respondents highlighted that contractors played a significant role in the building of poor quality RDP houses. Although that was the case, the beneficiaries indicated that they had nonetheless accepted the houses government built for them.

4.6. CONCLUSION

In this chapter data were presented and the findings of the research on the provision of RDP housing in Tembisa were summarised.

The presentation of data has reflected the views and experiences of the Respondents. Chapter 5 will provide analysis of the findings.

CHAPTER FIVE
ANALYSIS OF FINDINGS

5.1. INTRODUCTION

This chapter provides analysis of the findings emanating from primary data collected through in-depth interviews conducted with RDP beneficiaries, government officials and non-governmental officials. The interpretation and analysis of findings is aimed establishing whether the data collected addresses the research question reflected in chapter 1. Analysis also aims at establishing if there are any consistencies or otherwise between the secondary published literature and primary data used in this report. In short, the researcher provides an analysis of the challenges that affect the provision of RDP housing in Tembisa. Data analysis in this regard is organised into four themes, namely control measures, capacity as well as the role of beneficiaries and contracts.

5.2. CONTROL MEASURES

According to Badenhorst-Weiss (2009, p.277), “control is a process whereby management ensures that the organisation’s goals are accomplished or that actual performance compares favourably with the predetermined standards. This process comprises four steps, namely establishing standards, measuring control performance, evaluating deviations and lastly, taking corrective action”. It is clear from the definition that provision of RDP houses should meet the predetermined standards. If they do not meet the predetermined standards, then implementers have failed to deliver a good quality product.

5.2.1. Screening of RDP housing applications

Screening of RDP housing applications is about checking whether applicants meet all the requirements. Management of this screening process is important as it ensures that government considers and selects only eligible applicants. Badenhorst-Weiss et al (2009, p.144) explains that, “management also presents a distinct function, namely general management, which, at the top level, predominates, and also co-ordinates other management areas”. This means that a manager should ensure that managers at middle and lower levels perform their functions such as planning, organising, controlling and leading. The preceding definition implies that top management has a role to play to ensure that those at middle and lower management perform their tasks well. If they do not, ineligible applicants may be selected as potential beneficiaries of RDP houses.

SERI (2013, pp.38-39) indicates that to register on the HDD, people are asked to produce the following information: South African identity book or card, birth certificates or identity book of financial dependents, death certificate of deceased spouse (if applicable), spouse’s identity document (if married), marriage certificate (if married and bringing a partner), divorce decree (if divorced), payslip (if working), affidavit (if not working) and housing C-form. Although these requirements are important, it is significant to acknowledge that one of the causes of housing backlog highlighted in the section 2.14.1 is urbanisation. There is a strong possibility that some migrants from rural areas have their own homes in those areas. Two of the respondents indicated that they have their own places in their area of origin (rural areas), implying that they potentially own decent houses. Generally, most people in rural areas own homes without title deeds. As such, it would be difficult for the government not to select them if they meet all the requirements prescribed even though they have other alternative places. Therefore, it appears that they do not own any home on the Housing

Subsidy System (HSS). This suggestion was supported by two of the respondents.

5.2.2. Timeframe to deliver RDP houses

The DHS sets its housing delivery targets each year. Although government may set its own targets to deliver a certain number of RDP houses per year, applicants do not know when their RDP houses will be built as the housing policy is silent about the turnaround time for providing RDP houses. SERI (2013, p.7) indicates that, "the dominant discourse around housing delivery is that there is a 'waiting list system' which constitutes a housing 'queue', and that people must wait patiently until their name comes up in terms of a rational process of 'first-come-first-served". Respondent C and other beneficiaries indicated that applicants can wait for RDP houses for more than four years. This is too long considering the fact that housing is considered to be an important need after water and food. The preceding observation suggests that there is a strong possibility that applicants can be on the RDP housing waiting list for unexpectedly longer periods of time. Applicants who wait a long time for their RDP houses to be built may view such delays in delivery as being due to government inefficiency and ineffectiveness. Moreover, the increase in the number of RDP applicants is likely to increase the housing backlog. For effective policy implementation, government needs to develop strategies that will reduce the number of years that applicants have to wait for their RDP houses to be constructed.

Another important point is that economic conditions or living standards of people change. Some RDP house applicants' economic conditions may improve such that they are able to build decent houses for themselves. There is little likelihood that such RDP house applicants will inform government to remove their names from the housing list. This implies that those names will remain on the waiting list and as a result, the housing list contains names of people who no longer qualify for RDP houses.

5.2.3. Poor quality RDP houses

Control measures should be applied from the initial stage of policy implementation to the last stage (from application stage to handing the key of an RDP house to the beneficiary). This is to ensure that implementers adhere to policy prescripts and provide good quality product to the end-user or beneficiary.

The DHS as the custodian of decent housing provision in South Africa has frameworks to inform its work, such as housing policy, codes and other documents that can be used by stakeholders involved in the provision of RDP housing. Deviations from the housing provision guidelines will most likely lead to poor quality housing delivery whereas compliance with stipulated guidelines will most likely lead to good quality housing delivery.

During the interviews, most respondents highlighted their concerns about poor quality RDP housing structures. They also indicated that inspectors visited respective sites after the houses were completed. This suggeststhat there was no monitoring when RDP houses were constructed. If that is the case, then one can ask how the other phases were quality assured. Moreover, Zunguzane et al (2012) and Manomano and Kang'ethe (2015) also comment that some beneficiaries were provided with poor quality RDP houses in other regions. Van Baalen (2000, p. 201) points out that, "although the planning and control systems will incur additional management costs, it should be appreciated that lack of information can be even more expensive if it leads to poor management decisions, mistakes, rework and overruns".

5.2.4. Accountability

Accountability is the "principle that individuals, organisations and communities are responsible for their actions and may be required to

explain themselves to others" (Benjamin et al, 2006). It is clear from the definition that economic agents should be aware of this when they are involved in policy implementation. This is because their actions have a bearing on policy implementation. For instance, non-compliance with policy requirements may lead to ineffective implementation.

It should be noted that implementation of any policy is a multi-faceted approach which involves a number of people and a range of resources. This fragmentation does not mean that people or institutions must duplicate work. However, the analysis of data collected through interviews shows that the DHS at times initiates a housing project without the involvement of the NHBRC, as stated by Respondent A in Chapter 4. This makes it impossible for the NHBRC to hold DHS accountable if the housing delivery project is improperly implemented as the NHBRC reports to the DHS. Although this does not always happen, lack of synergy between the DHS and the NHBRC can lead to poor RDP housing delivery. The preceding observations are contrary to the assertion of Mutahaba, et al (1993, p.49) that, "effective policy management requires skills that are not only competent but in the right dimensions at every level of the policy process. In the course of harnessing these skills there have to be procedures, rules and regulations that promote the efficiency of the system as a whole, while at the same time maintaining flexibility, openness and service to the society".

5.3. CAPACITY

5.3.1 Sustainability

It is common knowledge that many South Africans are unemployed. According to Statistics South Africa (2016), over 5 million persons are unemployed in South Africa. Unemployment challenges make it difficult for most people to afford to build or purchase decent housing. As a result, they rely on government to provide them with adequate housing. If the majority of these people are to rely on the State to provide for decent housing that

would contribute to an unsustainable burden on the State fiscus. One of the respondents suggested that government should consider other alternatives such as ABT in order to provide decent housing to the poor.

5.3.2. Overlapping of functions

Planning is important in government in that it clearly sets out the functions and objectives of every department. Defining the roles and functions of each department involved in provision of RDP housing will eliminate duplication of work by DHS and the NHBRC. Mutahaba, et al (1993, p.55) observes that, “an administrative system has a variety of roles and functions. Smooth and efficient operations require that each agency established to undertake a given responsibility should be provided with definitions of its tasks. Besides enhancing institutional performance, clarity of role definition prevents performance overlaps amongst agencies”.

The mandate of the NHBRC is stated as being to protect the interests of housing consumers and to ensure that builders comply with the prescribed building industry standards (NHBRC, 2014) while the mandate of the DHS is to provide decent housing to citizens. In terms of government protocols, the NHBRC reports to the DHS. However, these two State organs at times perform duplicated or overlapping functions. The DHS has its own inspectors who give assurance that the RDP houses meet the required standards, while this function is also performed by the NHBRC in accordance with its mandate. This kind of situation may create problems if two State organs present different reports about the same RDP houses that have been, or are being, built. Duplication of work has the potential to create conflict between the two organs of State. Moreover, duplication of functions is time-consuming and can also be interpreted as a misuse of resources, since other resources could have been deployed elsewhere to accelerate service delivery. The overlapping of functions between these two organisations could result in inefficiency. It is clear that the cost (time,

transport, money) of performing inspection by DHS and NHBRC would be higher than if it was performed by just one organisation.

5.3.3. Communication challenges

As stated, communication is a two-way process. It can start at government level and be directed to RDP housing beneficiaries or *vice versa*. Respondents B and H highlighted communication as a serious problem between government and the beneficiaries. Respondent B said that, *"I communicated with contractors not government officials. I never saw them during construction. They did not even tell us about the amount of materials that were delivered"*. It is important for the government or supplier to inform beneficiaries about the quantity of materials delivered and also alert beneficiaries if contractors have abandoned the project before it is completed.

Further, Respondent H stated that "*my RDP house fell and I reported the matter to the authority but no-one came to check*". The preceding statement shows that the beneficiary initiated communication but unfortunately the government failed to respond. Such conduct from government could make people feel unwilling to report any matter as they think their views are not important. This may negatively affect co-ordination between government and beneficiaries. According to Mutahaba et al (1993, p.53), "The problem of co-ordination is compounded by the existence of channels of communications within the administrative system, and in the latter's relationship with the social environment".

5.4. ROLE OF BENEFICIARIES AND CONTRACTORS

Beneficiaries often believe that they have not had any significant role to play after the RDP house application. However, it is important to note that RDP house applicant have the role of decision-making about the quality of the structure provided to them when an individual receives the keys for the

house. This decision has an important bearing on whether a contractor should take corrective action to improve the quality of the structure built if it has defects. Beneficiaries seemed to be unaware that they play a central role in quality control or assurance process. The general view is that if an applicant signs a ‘happy letter’, that means he or she is happy about the quality of the house.

Four out of five beneficiaries who were interviewed were dissatisfied with the RDP houses built for them, as some houses were incomplete while others had defects. However, by signing ‘happy letters’, they implied that their RDP houses were of acceptable quality although they were dissatisfied. Beneficiaries’ non-compliance with RDP housing handover or ‘happy letter’ requirements could have created an impression that houses built were of required quality. By accepting poor quality structures, RDP housing beneficiaries could in the short or long term force government to redirect its resources towards the rectification programme for the same houses.

Furthermore, contractors who have built poor quality RDP houses have also contributed to the housing backlog as those houses had to be demolished and rebuilt. This view is supported by Respondent A whose poor quality RDP house collapsed (see chapter 4). In addition, Respondent D commented that some contractors disappeared before they had completed their work. This delays applicants in being able to move into the RDP houses. As a result, time and resources invested in the initial projects has been wasted. Non-compliance by stakeholders involved in the provision of RDP housing can thus lead to ineffective policy implementation.

5.5. CONCLUSION

Chapter 5 has provided an analysis of findings based on the primary data collected. Views expressed the by the majority of the respondents revealed that government (through the DHS and other stakeholders) needs to improve in terms of delivering RDP houses.

Recommendations on how the government can improve on the provision of RDP housing are provided in the next chapter.

CHAPTER SIX
CONCLUSION AND RECOMMENDATIONS

6.1. INTRODUCTION

This chapter provides the conclusions and recommendations of the research. As stated, the South Africa constitution prescribes that government must ensure that every citizen in the country has access to decent housing. The DHS has to ensure that this objective is realised. This partly depends on the efficiency and effectiveness of stakeholders involved in housing policy implementation. The focus of this research report was thus on the implementation of housing policy with specific reference to the provision of RDP housing in Tembisa. The research was informed by the fact that demand for housing continues to increase and as a result the housing backlog has grown.

This research was based on a public process model with specific reference to the policy implementation stage. The research was anchored on the policy implementation stage, namely the provision of RDP housing.

6.2 RECOMMENDATIONS

It is apparent from the primary and secondary data analysis conducted that the manner in which the RDP housing programme is implemented has a direct bearing on the housing backlog. Poor RDP housing programme implementation will contribute to an increase in the backlog, while good implementation will contribute to a decrease in the backlog. Based on the results of the analysis, the following recommendations are made:

- It is essential that the DHS has accurate data of housing applicants to inform its strategic decision-making. Kavale (2012, p.6) points out

that, “data based strategic decision-making seems to be more founded on reality, accuracy and timeliness”. To ensure accurate data in relation to housing applicants, the DHS should consider amending its housing policy to introduce a clause that will require applicants to renew their status every two years. Those who fail to renew their applications will be removed from the system based on the assumption that they no longer qualify.

- Literature revealed that urbanisation is one of the causes of housing challenges. This results in people relocating from their regions where they may occupy adequate dwellings, to other regions where they do not have their own houses or adequate housing. As a result, they apply for RDP houses. It is important that applicants should be requested to provide signed proof (from their places of origin/current local authority) confirming that they do not have alternative place to stay when they apply for RDP houses. If this is not done, there will be a high likelihood that government will build houses for people who already have adequate housing in their places of origin as urbanisation is not going to reduce or decrease.

- The NHBRC should play a complementary role to the DHS instead of duplicating its work. At present, the two organisations duplicate work by performing quality assurance work on RDP houses that have been constructed. Duplication of work by these organisations contributes to cost increases and misuse of resources. The DHS should consider relinquishing the function of quality assurance on RDP houses as that is one of the main functions of the NHBRC.

- Some respondents signed ‘happy letters’ even though they were dissatisfied with the condition of RDP houses when they received them. This indicates that government should undertake an education drive aimed at providing knowledge about beneficiaries’ rights. In

addition, government should also educate the beneficiaries about communication channels available that they can use to lodge their complaints or communicate with government.

- Evidence presented in the report indicated that some of the contractors fail to deliver good quality RDP houses due to poor workmanship. It is therefore recommended that the NHBRC designs a capacity-building programme aimed at enhancing the skills and knowledge of the contractors.

- Some respondents observed that provision of RDP housing is unsustainable. It is therefore important for government to partner with institutions of higher learning and research organisations in order to identify the best and most affordable alternative to the current RDP housing model.

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APPENDICES

Appendix 1: The data collection instrument

Interview Schedule: Semi-structured interviews with RDP housing beneficiaries in Tembisa, non-governmental organisation and governmental officials.

The researcher will introduce himself to respondents and explain the purpose of the research and take them through the signing of the consent form.

Discussion (Questionnaire)

RDP housing beneficiaries

1. Was the application process for RDP house easy to you? Please explain?
2. After your application had been approved, how long had you waited for your RDP house to be constructed?
3. When was your RDP house constructed?
4. What were the reasons for the delay/quick response in constructing your RDP house?
5. Had you contributed to the delay/quick response in constructing your RDP house? Please explain?
6. Are you satisfied with the quality of RDP house government built for you? Please explain?
7. Were government officials helpful during the construction of your RDP house? Why do you say so?
8. Did contractors perform their tasks well in the provision of RDP housing? Why do you say so?
9. Does government have control measures to ensure proper provision of RDP housing? Please explain?
10. Do you want the provision of RDP to continue? Please explain?

11. Do you have alternative place to stay? If yes, where?
12. When did you start owning (alternative) that place?
13. What can you recommend to the government to improve on the provision of housing to the poor?

Government officials and non-governmental organisation

1. What is the turnaround time for delivering RDP house to the applicants?
2. What do you do to screen applicants to ensure that only eligible individuals are selected for RDP housing?
3. What are the causes housing backlog?
4. Is there any plan in place to ensure significant reduction of this backlog?
5. What are the challenges that the government faces in provision of RDP houses?
6. Is there any plan in place to mitigate mentioned challenges? Please explain?
7. What are your views about beneficiaries' contribution to implementation of RDP housing?
8. Do contractors perform their tasks well in the provision of RDP housing? Why do you say so?
9. Are there control measures in place to ensure the proper implementation of RDP housing policy? Please explain?
10. Does the local municipality or province have officials who can ensure effective and efficient provision of RDP housing in Tembisa? Please explain?
11. Do you want the provision of RDP to continue? Please explain?
12. What can you recommend to the government to improve on the provision of housing to the poor?

Appendix 2: Profile of the researcher and declaration of research interest

My name is Mashudu Enock Lefuwa and I am registered for a Masters degree in Public and Development Management at the University of the Witwatersrand (School of Governance). I am conducting academic research on the provision of RDP housing in Tembisa.

Invitation to Participate

You are invited to take part in a study about the provision of RDP housing in Tembisa. In this study you will be asked to take part in an interview in order for the researcher to find out about your perceptions, experiences and opinions about the topic. The interview is expected to last for an hour. Notes taking and recordings (if you permit) will be done during the interview by the researcher.

The rights of participants

- Your participation is voluntary and you are free to withdraw from scheduled interviews at any given stage.
- You have a right not to answer questions that you feel are not appropriate
- You have a right to call my supervisor to verify if this interview is for academic purpose.
- You have a the right to decline to be recorded on tape or video

Confidentiality

Your identity will not be disclosed to anyone not involved in this research. Your personal details will not be written in the research document. However, government officials may choose to be on record with regard to their views on the subject under investigation.

Risks and Benefits

There are no known and foreseen risks for participants to get involved in this study. Although there no instant benefits, this research may provide insights and recommendations that will assist government to develop strategies that will address identifies challenges.

For further information or any queries, kindly contact my supervisor: Professor Gavin Cawthra at +27 11 717 3606

Section to be signed by participant:

I hereby agree that I give my consent to participate in the study and that I understand what the study involves and what is expected of me.

…… ……

Signature of participant Date