

CAPACITY BUILDING CHALLENGES FOR HUMAN DEVELOPMENT IN THE MADELAKUFA COMMUNITY

MAMOTINTANE BENNY MAKGATO

A research report submitted to the faculty of 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.

DECLARATION

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Masters in Management in the field of Public and Development Management in the University of the Witwatersrand, Johannesburg. This research report has not been submitted before for any degree or examination in any other university.

Ms. Mamotintane Benny Makgato

ABSTRACT

The apartheid system in South Africa plunged the majority of the people in abject poverty and destitution, including homelessness. The post-apartheid South African government and society today are yet to lift the people out of abject poverty and destitution. The poor and the disadvantaged mostly live in informal settlements, because they are unable to build their own houses in the usual locations. Even when government tries its best to allocate RDP houses to them, other unmet needs make it difficult for them to experience wholesome transformation of their living conditions. They tend to sell or rent out their RDP houses and return to the informal settlements.

The research findings has highlighted that when poverty and hunger strikes, the poor and the disadvantaged communities such as Madelakufa beneficiaries can go to the extreme to trade whatever is in their possession in order to put bread on the table. The findings of the data collected highlights that the main source behind the sales and rentals of RDP is due to poverty and unemployment.

There is a need to close the gap caused by poverty and hunger among the poor and the disadvantaged communities. The allocation of RDP houses alone is not enough to develop and transform their lives for sustainable development. Capacity building through skills development of this community is crucial to enable them to enter the labour market and be able to cater for their own needs and not rely on government to provide for their necessities.

ACKNOWLEDGEMENTS

Many thanks are directed to my supervisor, Mr. Collins Miruka, who guided me through the process of developing this research project. To my family, I thank you for your understanding that I had to finish what I have started, even when your quality time with me was compromised. To my fellow students, your encouragements and motivations has worked wonders by picking me up even when I was at my lowest point of morale and even on the edge of leaving the project unfinished.

My deepest gratitude goes to the community of Madelakufa for granting me the opportunity to interview them in order to get to the bottom of this problem statement and analysis of this research project. My special thanks to the officials of Ekurhuleni Metropolitan Council for providing me with the information on Madelakufa Informal settlement and for serving as a mediator between this community and myself.

My special thanks to the Gauteng Provincial Legislature for the financial assistance towards the payment of my studies. This dissertation is dedicated to the Portfolio Committee on Housing in the Gauteng Provincial Legislature, for providing me with the opportunity of been part of the delegation to the oversight visit to Madelakufa Informal Settlement in Tembisa in 2003. This oversight visit enabled me to identify this problem statement, which probed me to further research on it.

TABLE OF CONTENTS

CHAPTER 1.....	6
INTRODUCTION.....	6
1.1 PROBLEM STATEMENT.....	9
1.2 PURPOSE OF THE RESEARCH.....	10
1.3 RESEARCH QUESTION.....	11
1.4 STRUCTURE OF THE RESEARCH REPORT.....	11
CHAPTER 2.....	12
LITERATURE REVIEW.....	12
2.1 DEVELOPMENT.....	16
2.2 HUMAN DEVELOPMENT.....	19
2.3 THE SOUTH AFRICAN HOUSING CONTEXT.....	24
2.4 RECONSTRUCTION AND DEVELOPMENT PROGRAMME.....	34
2.5 LIVELIHOODS OF THE DISADVANTAGED COMMUNITIES.....	40
2.6 THE INTEGRATED DEVELOPMENT APPROACH.....	47
2.7 LEGAL FRAMEWORK ON HOUSING POLICY.....	52
2.8 CONSTITUTIONAL RIGHT TO HOUSING.....	54
2.9 SUMMARY.....	58
CHAPTER 3.....	60
METHODOLOGY.....	60
3.1 IN-DEPTH INTERVIEWS.....	61
3.1.1 Research Question One.....	62
3.1.2 Research Question Two.....	63
3.1.3 Research Question Three	64
3.2 THE QUESTIONNAIRE	65
3.3 ANALYSIS OF THE DATA.....	68
3.4 LIMITATIONS OF THE RESEARCH.....	71
3.5 ETHICAL CONSIDERATIONS.....	72
CHAPTER 4.....	73
PRESENTATION OF RESEARCH FINDINGS.....	73
4.1 MEMBERS OF MADELAKUFA COMMUNITY.....	74

4.2	COUNCILLORS OF MADELAKUFA COMMUNITY.....	82
4.3	EKURHULENI OFFICIALS.....	87
CHAPTER 5.....		92
ANALYSIS AND INTERPRETATION OF RESEARCH FINDINGS.....		92
CHAPTER 6: CONCLUSION AND RECOMMENDATIONS.....		104
6.1	CONCLUSION.....	104
6.2	RECOMMENDATIONS.....	106
REFERENCES.....		108
APPENDIX I.....		113
APPENDIX II.....		118
APPENDIX III.....		121
APPENDIX IV.....		123

CHAPTER 1

INTRODUCTION

In South Africa, poverty is deep and widespread but its scale and scope are not well known. Measures that are put in place to eradicate poverty are helping only up to a certain minimal level. Government is providing formal housing to the disadvantaged and marginalized communities. However, this is not enough because these people are jobless. It is highly appreciated that houses are provided but the main issue is how this people are going to maintain them and lead economically sustainable lives. Partly for these reasons, beneficiaries who have been allocated houses sell or rent them and return to informal settlements such as Madelakufa.

In developing the disadvantaged communities such as Madelakufa, government must also consider developing the human aspect of these beneficiaries. Human development is necessary and crucial for sustainable growth of the people and the economy of the country as a whole. Capacitating these beneficiaries will ensure sustainable growth of the country.

When informal settlements started mushrooming in the early 1990s, the justification was that the poor and the disadvantaged communities could not afford to buy houses for themselves. Government then stepped in and provided RDP houses and other forms of formal housing. So far, most people who were allocated houses are selling or renting them out, thereby returning to the informal settlements. The mushrooming of informal settlements peaked at the beginning of the new South African government in the early 1990s (Department of Housing Report, 1994).

Informal settlements were not only in the form of land invasion but also backyard dwellings, which overcrowded township houses. The increase of informal settlements was due to the shortage of housing in South Africa. The apartheid regime's service delivery only focussed on housing the white minority group. The

high influx of people looking for jobs in cities such as Gauteng also caused shortage of houses.

The Housing White Paper (1996) says informal settlements are caused by low rates of formal housing delivery that have resulted in a massive growth in the number of people housed in squatter camps. Squatter camping is the easiest way for urban households to access shelter in South Africa. The Housing White Paper (1996) highlighted that an estimated 150,000 new households per annum house themselves in this way. The rapid increase in land invasions is a further indication of this stated development.

People resort to informal settlements because of economic recession and rising unemployment (Stevens and Rule, 1996). Many people in the informal settlements do not have jobs and cannot afford to pay for accommodation and basic services. Those who are employed receive low wages that cannot cover for food and rental. Others have run away from poor conditions in the rural and farming areas and from the neighbouring African countries to seek jobs in provinces such as Gauteng. Stevens and Rule (1996) say that other factors that highlight the increase of informal settlements is the people's desire for independence from extended families and disputes with property owners.

Due to poor living conditions, people move to informal settlements as a means to put pressure on government to provide services in the form of housing and other social amenities. One of the driving factors that see informal settlements not diminishing is the location of such settlements because they tend to be next to the transport system, shopping centres and other social amenities while the new developments tends to be on the outlying periphery and far from industries and other economic activities.

Madelakufa is one such example of informal settlements that fail to diminish due to the continuous invasions into this land. Madelakufa informal settlement falls under the jurisdiction of Ekurhuleni Metropolitan Council and is situated in the

Tembisa area. According to Ekurhuleni Mayoral Report (2002) the land on which Madelakufa community is staying was invaded in 1989. This informal settlement consists of extension 1 and 2. According to the Ekurhuleni Mayoral Briefing Report (2002), the original size of the settlement was for the development of 1350 units and it was densely populated.

Due to the violence that erupted in Tembisa in 1989, the land, which was bought for housing development, was invaded. Development could not take place (Ekurhuleni Mayoral Briefing Report, 2002). In 1996, negotiations took place with the leaders of the informal settlements (extension 1 and 2) and agreements were reached. Housing Development started in Madelakufa extension 1. Two hundred and seventy-two fully serviced stands with infrastructure, top structures were built. Approved beneficiaries were allocated to their houses. Those who settled on the refuse part of the land could not be upgraded and had to wait to be allocated to other projects (Ekurhuleni Mayoral Briefing Report, 2002).

In 1998, 200 families were relocated from both Madelakufa Extension 1 and 2 to Commercial Extension 4 (Mayibuye Programme). In 2000, about 450 families were again relocated to the Kaalfontein Housing Development. This was done to reduce the rather high density of the two settlements to allow for their upgrading. In Madelakufa 2 most of the land is not suitable for development due to the flood-lines. Moreover, Telkom service and power lines adversely affect the land. Only 492 stands could be constructed. After the relocation of beneficiaries to Commercial Extension 34 and Kaalfontein project, about 200 stands were serviced, top structures were built, and beneficiaries were allocated houses. The rest of the land was again re-invaded after relocations and at a higher density than before which made development impossible.

Due to these continuous invasions on this land, further upgrading of Madelakufa 2 was adversely affected (Ekurhuleni Mayoral Briefing Report, 2002). The Housing Portfolio Committee in the Gauteng Legislature visited this area in 2003 and members of this settlement pointed out that beneficiaries from this informal

settlement who have been allocated houses in other project areas, sell or rent out their houses and return to the informal settlement.

This informal settlement is currently serviced with communal taps and dry system toilets. According to the Ekurhuleni Mayoral Briefing Report, 2002, Madelakufa 1 and 2 is one of the priority areas to be relocated to the newly acquired land. The lingering question is whether government can ensure that these people do not rent out or sell their houses and re-invade this piece of land again.

In Madelakufa, a group of beneficiaries is fit to take part in the employment sector. Nevertheless, it is not employed for various reasons such as lack of skills and qualifications and little or no education. The CICLASS Report (2004) says that those who are unemployed or involuntarily under-employed and poor need to be absorbed into the job market to generate personal income. This group is important for all-inclusive development by engaging it in productive activities. Their integration into the mainstream employment sector would help to enhance the capacity of citizenry and the state in providing social needs.

1.1 PROBLEM STATEMENT

This research report investigates whether the housing policy is addressing capacity building and skills development of its beneficiaries while developing its community through the delivery of houses. Madelakufa Community is faced with a problem of maintaining its households after the Gauteng Department has provided shelter for its beneficiaries. This community is highly disadvantaged as it consists mainly of unemployed people. They lack skills and resources to make a decent living. This community is unable to pay for its public utilities or basic services such as water, electricity, sanitation, etc. The aim was to assess whether there are any policy gaps that need to be addressed to encourage beneficiaries not

to sell or lease their houses for a certain amount and not to return to the informal settlements.

The argument is that housing is not only about the delivery of houses but also about human development. The issue here is whether the delivery of houses alone is sufficient in the development of the poor and the disadvantaged communities such as Madelakufa. What needs probing is whether government has considered the aspect of capacity building in the development of housing projects such as Madelakufa. We examine whether government has any mechanisms for capacity building and empowerment of its beneficiaries meet their daily necessities.

1.2 PURPOSE OF THE RESEARCH

The purpose of this research is to explore factors that make beneficiaries of RDP houses to sell and/or rent out their houses and return to Madelakufa Informal settlement. The research investigations aim to find out why these beneficiaries are not buying into government's vision of developing their livelihoods. Yet it is a commonplace that the living conditions in the informal settlements are poor and not conducive for people.

Government has a mandate to eradicate informal settlements by the year 2014. The challenge that government is facing is whether it will be able to achieve this target if beneficiaries are selling their houses while government is trying to reduce the housing backlog. If people go on selling and/or renting out their RDP houses that are much better than the shacks in the informal settlements, it behoves concerned government officials and policymakers to find out the underlying factors leading to such a counter-developmental trend among RDP housing beneficiaries.

Subsequently, we will look into the living conditions of beneficiaries in this settlement, whether they are part of the factors that lead them to come back to this settlement even after they have been allocated RDP houses. The level of satisfaction of beneficiaries with houses allocated to them will be considered.

1.3 RESEARCH QUESTION

This research report will be guided by the following key question: To what extent does government's current method of housing delivery contribute to capacity building and empowerment of its beneficiaries? Subsequent questions include: What are the associated problems experienced with the implementation of integrated development in relation to building capacity of poor and disadvantaged communities? Does government's approach to development lead to appropriate capacity for human development?

1.4 STRUCTURE OF THE RESEARCH REPORT

This research report comprises the following. Chapter 1: Introduction proffers the background, problem statement, the purpose of the research, and question of the research. Chapter 2: Literature review: The focus is be on the theoretical framework with regard to international literature as well as local literature. These theoretical guidelines will be adapted to the South African situation to determine whether they cannot contribute in the enhancement of the socio-economic conditions of Madelakufa community. Chapter 3: Research Design and Methodology. This section explains key research questions and research method used in gathering information and why they are chosen. Qualitative research will be used to assess the key research questions. Chapter 4: Presentation of the research findings. This chapter focuses on the details of the findings and analysis of the data collected in accordance with the topic of the research report. The main issue here is to find out the reasons why Madelakufa beneficiaries of the RDP houses sell or rent them and return back to the informal settlement. Chapter 5: Analysis and interpretation of research findings. The main focus is on the details of the findings and analysis of the data collected. The aim is also to interpret data to find out the underlying reasons behind the sales and rentals of RDP houses by Madelakufa beneficiaries. Chapter 6: Conclusion and recommendations. This section provides the concluding remarks and the recommendations on what government should do in order to curb this problem of selling and rentals of RDP houses and shacks so that beneficiaries could settle in these houses that government has provided as a way of developing and transforming their lives.

CHAPTER 2

LITERATURE REVIEW

Building capacity of disadvantaged communities in South Africa has not been given enough focus as an aspect that can contribute towards the growth of the economy and can enhance the living conditions of the poor and the disadvantaged. Capacity building is a broad field of study and meaning one thing for some and quite another thing for others. Thring (2001) says capacity building has become a catchall concept, making it lack precision if used to describe and explain anything that is currently wrong in organisations, communities, and individuals. Nevertheless, generally, it is used to refer to the development of skills at the community level.

Gibson (2001) defines capacity building in relation to human development. The World Bank (2005) sees it more or less as the transfer of skills in a project cycle. Baumann (in Khan and Thring, 2003) defines it by addressing three elements, which are human resources, funding, and infrastructure (internal infrastructure and infrastructure to perform certain functions required to deliver services).

There are different understandings of what capacity is all about and this has implications on how one identifies capacity gaps. This gives even divergent concepts in coming up with solutions of addressing capacity building. Khan and Thring (2003) say that the concepts 'capacity building' and 'capacity development' are used interchangeably in international debates. This normally refers to human resource development, institutional and legal framework development. This means that capacity building needs to be understood in its totality. Fitzgerald, Mc Lennan and Munslow (1995) say capacity could be regarded as the potential for something to happen. This leads to looking at capacity building as the potential for development.

Capacity building is seen as people helping people to build skills to change their own present and future. This means that skills can be built in a number of levels,

including at the level of the individual, organisation and community or system. Gibson (2001) says capacity building conceives the notion of a group of citizens working together for their own mutual betterment. In this regard, capacity building is viewed as a strategic community driven process that seeks out approaches and solutions to economic or social opportunities and challenges. This kind of capacity relates to the one required in Madelakufa but with the involvement of government to provide resources and guidance as facilitator to build the skills that could enhance their living conditions.

In clarifying the concept of capacity building, Gibson (2001) further says there is a need to address questions such as, for who it is, who initiates it, who directs it, who controls the funds? What is the goal of capacity building? Which levels of community are included? How new skills are integrated and what are the pitfalls to watch out for? He says the process of identifying capacities and assets, both individual and organisational, is the first step on the path towards community regeneration. Even in Madelakufa, although it looks as though the community is poor and not employed, it may come as a surprise that there are elements of capacities within the community that can be strengthened and nurtured. It is up to government to identify such skills and build on them to transform the living conditions of this community.

Capacity building is sometimes used to refer to the transfer of skills during the implementation of a project. The World Bank definition of capacity building as cited in Gibson (2001) refers to the improved ability to make decisions about a project and transfer information between groups. The focus is on building people's capacity to participate in decision making about a certain subject as opposed to identifying capacities in a community and strengthening these elements. In this sense, Gibson (2001) says the World Bank definition of capacity building does not differ dramatically from consultation. Identifying the community concerns in projects involving capacity building is one of the benefits that could make the project successful. Involvement of beneficiaries in decision-making and implementation of projects is crucial. Human development of this

community is crucial because of the level of illiteracy in this community and difficulties they experience in getting formal jobs that could sustain their lives.

Gibson (2001) defines capacity building as the transfer of skills for the eventual implementation of a convention. In this instance, the focus is on creating institutional structures to integrate existing skills and resources. Capacity building here implies providing frameworks for project identification, formulation and implementation, making the maximum use of existing skills and resources, the primary task been the creation of adequate institutional framework grounded in social relations between competent bodies. This kind of capacity building relates more to project management while utilising the existing skills and resources for institutional development. The World Bank and ENDA-TM (cited in Gibson, 2001) share the same sentiments, as their definition is more focussed on the transfer of skills in a project cycle.

Capacity building is sometimes defined in the context where communities organise themselves to seek financial and human resources to develop themselves, i.e. building of recreation centres, schools, etc. The 1999 Human Resource Development (cited in Gibson, 2001) defines capacity building as a network building aimed at community control of decisions that affect them. The community seeks out approaches and solutions to economic or social opportunities and challenges. Capacity building is seen here as a strategic community driven process, aimed at maintenance, growth and revitalisation focusing on assets in ways, which enhance both economic and social foundation. Solutions to economic and social opportunities are required for growth and revitalisation for Madelakufa but this community alone cannot achieve this objective. Government is required to drive this process.

Capacity building is further defined as development of skills in different organisational structures. Gibson (2001) says capacity building can be achieved by focusing at different levels of organisation being the individual, family, organisation, and system. In terms of the individual, knowledge can be increased

through participation across the community, including those who do not traditionally hold power within decision-making spheres. In the case of family, their immediate needs will be considered. Working with organisations will allow a direct focus on the administrative and project skills that advance decision-making and results. Building capacity for systems can help to change the ways in which structures of economic and political systems favour certain interests without conscious decision making.

It is crucial for Madelakufa to participate in the development of their community so that their aspirations are met and that the basic needs of their families are considered. Capacity building is seen as organisational or institutional development. Institutional capacity in this context is defined as the potential and competency, or lack thereof found in organisations. It includes human resource (collective individual capacities), strategic leadership, organisational purpose, orientation, institutional memory, internal confidence, partnerships, inter-governmental relations, powers and functions, resources and support systems, infrastructure and financial abilities.

Guyton et al (1996) define capacity building as a set of activities and actions that enhance the ability, competence and aptitude of individuals, organisations and institutions working in a specific sector to plan, implement and evaluate programs and policies to improve or maintain a specific goal, outcome or program on a sustainable basis. He further explains that capacities need to be strengthened in order to be able to function effectively in a relevant social, economic, political, legal, and cultural context.

Once a community is capacitated, it would have the ability to mobilize community action and relationships and be able to generate and sustain a resource base. This can be done by ensuring that sufficient resources such as human, financial, material are in place to manage the organisation, institutions, or households. Government's assistance in strengthening human capacities of Madelakufa community is a priority element, as this would enable them to

generate financial and material resources that could enhance and sustain their living conditions. Institutional capacity in this context is defined as the potential and competency, or lack thereof found in organisations. It includes human resource (collective individual capacities), strategic leadership, organisational purpose, orientation, institutional memory, internal confidence, partnerships, inter-governmental relations, powers and functions, resources and support systems, infrastructure and financial abilities.

Others define capacity as encompassing environmental, economic, political, and human aspects of development. Cook (in Fitzgerald, Mc Lennan and Munslow, 1995) says development could be classified into four aspects, which are environmental, economic, political, and human, and provides the relationship of these aspects with capacity. He says environmental capacity is relatively fixed. It begins at its maximum and can only be sustained or degraded. He further notes that economic capacity is harnessed by economic performance while political capacity is defined by the strength of those institutions (such as free press, etc) that encapsulate the people's will to govern themselves democratically and by those institutions (such as the law, constitution, political parties) which provide the channels through which this will may be expressed. He notes that individual performance builds human capital.

2.1 DEVELOPMENT

Development is about changing the lives of the people for the better. Development is human centred. When developing a community, the aim is to transform the lives of the people in that community. Todaro (1994) points out that the main objective of development is to increase the availability and widen the distribution of basic life sustaining goods. These goods include food, shelter, health and protection; to uplift the levels of living, which includes higher income, provision of more jobs, better education, etc. They also entail greater attention to cultural humanistic values to enhance material well being and to generate individual and national self-esteem.

The factors cited above are the ones that are most lacking in Madelakufa. The most crucial ones that need to be addressed to enhance their living conditions are illiteracy and unemployment. By addressing these two aspects would see to it that other necessities are taken care of, as beneficiaries would be able to provide for themselves.

In most developing countries, people are living in adverse conditions. World Bank Institute (cited in Todaro, 1994) define development as an attack on the chief evils of the world today, that is malnutrition, disease, illiteracy, unemployment and inequality. Due to the terrible living conditions of this community, some of the beneficiaries might be suffering from such diseases. There is a need to develop and capacitate Madelakufa community to ensure that the people's living conditions are transformed in a sustainable way.

Todaro (1994) further elaborates that in order to achieve development, the building up of skills, confidence, assets, and freedom are imperative. Furthermore, to achieve economic growth, objectives such as equity, democracy, and social justice are crucial and that economic growth is imperative for financing the improvements in the quality of life of the people.

Beneficiary involvement in the development of Madelakufa community is crucial to ensure that they derive a sense of ownership of development that is taking place in their lives and their community at large. Mohr et al (2004) says a greater emphasis of development mainly focuses on the human aspects such as the satisfaction of basic human needs and the importance of self-esteem and the freedom to choose. The emphasis is on the view that people are beneficiaries of development, not merely agents or instruments of a development process. Beneficiaries feel good when they are involved in the process of their development and contributing towards such development.

Development should focus on the aspirations and needs of the people as they define them. Davids et al (2005) says development should act as a vehicle for transformation towards a better life for people. He further says the goal of development is “humanness” which means striving towards social justice, participation in decision-making, alleviation of suffering, sustainable development, etc. He further notes that development is likely to succeed if people are allowed to incorporate specific meaning of their social reality into their desire to improve their situation. This means that people must be the target of development and tools with which to attain it. He further notes that in becoming tools to shape their own development people create a world of meaning that enables them to understand their social reality.

Development aims to transform the lives of the people in a long term and address their needs and of the generation to come. The legacy of apartheid has left the majority of South African citizens poor and disadvantaged. UNDP (2003) points out that the apartheid regime and its attendant socio-economic policies did not have economic stability because it generated a growth path for the economy that was not based on improving the living conditions of the majority of South Africans. The overthrow of apartheid has created the potential for significantly improving human welfare. The improvement of the human welfare will take government long to accomplish due to government’ scarce resources

According to UNDP (2003) the central concept of human development is the promotion of human ‘capabilities’, meaning that, a society’s standard of living must be assessed by its ability to harness the capabilities through health, knowledge, self-respect and the ability to participate actively in community life. The promotion of human capabilities is crucial to harness their creativity that could assist in enhancing the living conditions of the poor and the disadvantaged. Poverty is ravaging the poor and the disadvantaged communities in SA. The Asset Vulnerability Framework (cited in Baumann in Khan and Thring, 2003) shows that poverty has many more aspects than insufficient monetary income. It

is noted that a household to cope with and survive an income shock often depends more on intangible assets such as social capital than on financial assets.

2.2 HUMAN DEVELOPMENT

Dauids et al (2005) define human development as referring to enabling individuals to lead a long and healthy life, in which they are educated and have access to a decent standard of living ensuring that human rights are upheld and that political and social freedoms are secure. Cook (in Fitzgerald, Mc Lennan and Munslow, 1995) cited Habison and Myers defining human resource development as the process of increasing the knowledge, the skills, and the capacities of all the people in a society. In economic terms, it could be described as the accumulation of human capital and its effective investment in the development of an economy. In political terms, human resource development prepares people for adult participation in political processes, particularly as citizens in a democracy. From the social point of view, development of human resources helps people to lead fuller and richer lives, less bound by tradition. Cook's definition on human development has similar meaning to that of Dauids et al. They refer human development as a literate community where knowledge and skills are increased.

The human and individual aspects of capacity are the primary focus for Madelakufa while the environmental, economic, and political aspects of capacity would play a secondary role as can be addressed once the human and individual aspects of capacities are addressed. Capacity is also seen as curbing illiteracy among the disadvantaged and poor communities for the betterment of their lives. Cook (in Fitzgerald, Mc Lennan and Munslow, 1995) further notes that in people, capacity takes the form of education, training, experience, knowledge, networks, values, etc. This kind of capacity fits the criterion required for the development of Madelakufa community.

Government must ensure that relevant skills required in the labour market are enhanced. UNDP Report (2002) says capacity development is defined as the

ability of actors to perform specified functions or specified objectives effectively, efficiently and in a sustainable way. He explains that “getting capacities right “may at least be as important as “getting prices right” for the sustainable progress of developing countries. He further elaborates that governments must invest in the organisational capacities of the poor and helps them build their communities with other social groups, suggesting participatory processes.

Ownership of the implementation of programmes by beneficiaries is a critical ingredient for sustainable development because without this, requisite capacities cannot be developed and without capacities, transformation cannot take place. The notion of building communities through participatory process and ownership of the implementation of projects is one approach that is relevant in building capacities for Madelakufa. Allowing Madelakufa Community to identify the skills they require, government would be instilling a sense of pride in the community’s’ accomplishments.

In linking capacity to development, one needs to know what capacities are crucial for development, especially when development is defined as transformation. UNDP Report (2002) points out that, there is a need to understand what capacities are required to meet the challenge of designing policies, institutions, and programmes based on an understanding of social conditions and with a view to the transformational requirements of development. He explains that social capital is crucial in this regard to understand better, how society organizes itself, how development takes place, and what critical capacities are required to make transformation work. He further highlights that transformation should focus on the judicious management of development process to create a social environment that sustains and enriches new social structures and alignments, which are conducive to modern society.

To develop capacities of disadvantaged communities such as Madelakufa, it is upon the community to identify capacities that they deem necessary to transform their living conditions. Government must serve to guide and facilitate the process

of their development and not dictate to them what is relevant for their community. UNDP Report (2002) says that the best form of assistance is to help people help themselves.

It is noted that what government or aid agencies fails to recognise is that they tend to supply a set of instructions or conditions about what the beneficiaries should be doing instead of working along and involving them in the processes of the developments that are taking place in their communities in transforming their livelihoods. Government's assistance is highly crucial in this regard to provide resources and guidance to develop the skills of communities such as Madelakufa.

For government to ensure that beneficiaries gain a sense of ownership of the projects that have been initiated for their development, UNDP Report (2002) says they should involve them from the inception of such projects and let them participate. By not letting them to participate, they will be eroding their incentives of helping themselves and would remain in a dependency relationship. In this case, social assistance that would be provided would end up not solving the problem but creating one. He elaborates that beneficiaries do not share any responsibility of the aid/help they receive if they are not involved and there would be no appreciation on efforts made to develop their communities.

At the end of the day such aid tends to undermine its intended purpose, as it becomes a reward of staying in a situation of needing aid/help, which creates dependency. UNDP Report (2002) further elaborates that relief to those who cannot help themselves needs to be time-bound and be separated from the promotion of development. In this regard, skills transfer through training for change to be sustainable should follow relief.

It is crucial for beneficiaries to be involved in the development of their communities. UNDP Report (2002) says the key is for beneficiaries to embark on projects or programmes which they have motivated for. He says that development assistance should not be about "making others happy" except

through liberating their powers and engaging them in activities that enlarge their meaning of life and to foster conditions that widen their horizon so that they can find happiness in their own fashion through social action.

Government or aid agencies should engage with the community, see their worldview through their eyes, and respect their approach. Government or aid agencies can do this by supplying resources to ensure that projects or programmes are implemented successfully. This would enable beneficiaries to have a natural ownership of the fruits of their own labour.

Ever since the inception of democracy in South Africa, capacity building and empowerment of the disadvantaged communities were “buzz” words, but plans were never put in place to achieve the desired outcomes. Adding to this statement, CDE (1999) states that the surprising feature of the growth debate in SA is that there is no mention of human capital dimension of growth. This means that South Africa does not view human capital as an aspect that can revitalize growth in the economy and empower the disadvantaged communities to provide for their own basic needs.

United Nations Report (2000) points out that there is a fierce debate over capacity of communities; individuals and families are under severe stress, particularly in poor communities as they are expected to provide for themselves without considering their capacity. Although there are encouraging initiatives regarding boosting work place training, in South Africa it is important to note that because they are not part of an identifiable pressure group, the unemployed have been left out of priority training programmes.

There is a need for government to initiate capacity building programmes for such communities since they are poor and do not have resources to enhance their living conditions. The community together with government should direct the process of capacity building. Since the community lacks the financial management skills. Government should manage funds. It is crucial to capacitate communities such as

Madelakufa to ensure that they are empowered in such a way that they are able to provide for their livelihoods by way of entering the labour market or by establishing their own businesses.

Given the different meanings and facets of capacity building it becomes clear that there is no clear unambiguous definition of capacity development. Instead, many interrelated issues emerge. These issues range from individual, organisational/institutional, systems, environmental, political, economic, etc but suggest a holistic approach to capacity building but in different contextual settings.

For us, capacity building refers to the human resource development in terms of skills for the empowerment of the poor and the disadvantaged communities such as Madelakufa to enable them to take charge of their lives and to provide for their well-being. This research report will seek to demonstrate that there is more that government could explore in reducing unemployment and poverty of the poor and the disadvantaged communities in a sustainable way instead of embarking on temporary measures in developing the lives of the poor. The researcher is of the view that capacity building for human development could sustain the livelihoods of the poor and the disadvantaged communities.

Different authors give different perspective of human development. They see it as encompassing the economic, social, political and cultural dimensions. Some view it as aiming to build human capacity, improving quality of life of the people, or to eradicate poverty, inequality, as nurturing people's creativity. The researcher regards the combination of social and economic conditions as being the source that disadvantages Madelakufa community to live better lives.

In Madelakufa there are beneficiaries who are unemployed or involuntarily under-employed and poor. This shows that poverty is high in this community and development is not fully realised even when government is doing its best to reduce it by providing shelter to these beneficiaries. For sustainable development

to be achieved in Madelakufa, human capacity in terms of skills enhancement is of crucial importance.

2.3 THE South AfricaN HOUSING CONTEXT

Since the formation of the Government of National Unity (GNU) in 1994, there has been a significant move towards the transformation of the lives of ordinary South African through the delivery of services such as education, health housing, personal security, social safety nets, etc.

Government's mandate is to bridge the gap between the rich and the poor by ensuring that services are delivered to the public, in particular, the disadvantaged communities. Though government is taking care of its constituencies with its constrained resources, it has to draw a line on what it delivers, to whom it delivers, when and how it delivers, and for how long will beneficiaries be on the receiving hand without making any efforts to help themselves in sustaining their lives. The poorest households such as Madelakufa tend to rely heavily on remittance, pensions, and social services, while richer households tend to rely on wage-income and other sources of income generation.

Healy (2001) says building human capacity in the struggle towards economic development is critical. He says that what is open to debate is the effectiveness of training and the form which much training has taken in the past. He states that much training relevant to local government suffered from being too abstract and theoretical. There was little responsive, problem oriented training to assist local authorities to address their current problems. It is further stated that much training activities was uncoordinated and badly delivered due to lack of any kind of policy on training within local authorities. A great deal of time was wasted providing training which was of little or no long term benefit to the institution concerned.

Van Vyck (cited in Khan and Thring, 2003) says the housing management resources that are available in South Africa do not have the appropriate training

and experience to address the broad developmental requirements as well as the technical, financial, entrepreneurial, legal, and social and management requirements of low income housing projects as spelled out in the White paper. He (Van Vyke) indicates that training of employees in government departments has been instituted but the courses offered are mostly not customised to complement the working activities of employees. On-the-job training in developing practical skills needs to be complemented with formal courses. Thring in Khan and Thring (2003) highlights that the South African government has instituted many policy obligations to ensure emphasis on capacity development in different departments but the process is filled with challenges.

In government departments, capacity building is based on employees rather than beneficiaries. Capacity building to employees should go beyond the effective delivery of houses. Capacity building of beneficiaries should also be considered to empower them to be able to take charge of their lives once they have been allocated their houses. Thring (in Khan and Thring, 2003) says that the context of capacity development in the national and provincial housing departments do not differ considerably from those of other government departments. It is stated that all departments are bound by national legislation, the legacy of the apartheid past institutional, political, and social challenges of delivery.

The apartheid legacy has contributed a lot towards the radical move by GNU to concentrate on quantity of houses built due to the massive scale of housing backlog of the poor and the disadvantaged communities. The goal was to deliver houses to the needy while overlooking the integrated human settlement development. Baumann (in Khan and Thring, 2003) says capacity of many public authorities to absorb a holistic poverty focus into their housing efforts at local level is open to question as they are under enormous pressure from national government and the public to deliver quantity as quickly as possible.

He further elaborates that the present subsidy allocation reinforces this tendency and the technical cadres responsible for designing and implementing housing

delivery at local level rarely possess the relevant skills. They are often engineers and architects with limited understanding of and concern for community-level livelihood asset strategies. Their performance evaluations are rarely based on holistic considerations of poverty.

Khan (in Khan and Thring, 2003) highlights that the post-apartheid housing policy is highly static with respect to output/product and its contribution to sustainable human settlement development and therefore job creation and poverty eradication is extremely problematic. Housing developments does not provide jobs on a sustainable basis. Jobs created are for a short period. Transfer of skills to beneficiaries in most cases is not implemented in a proper way due to time constraints, as projects are time bound. Developers also tend to hire unskilled or semi-skilled local labour and give them menial jobs such as digging the trenches, mixing sand and cement, etc.

Baumann (in Khan and Thring, 2003) argues that the existing housing policy disregards the Asset Vulnerability Framework (AVF), which looks at microeconomic foundations of livelihood strategies of the poor, configuration and reconfiguration of labour, human and social capital, productive, natural, and financial assets, and household relations in response to internal and external shocks. These aspects, which the housing policies have overlooked, are crucial in curbing poverty and increasing employment in the South African labour force. Housing policy needs to be amended to address issues of the micro-economic foundations of the livelihood strategies of the poor.

Training that is customised to include poverty focus on the livelihoods of the poor and the disadvantaged communities should be considered in the development of houses to communities such as Madelakufa. The development of houses alone is not sufficient. Government needs to ensure that these beneficiaries would be able to cope once they have relocated to their new houses. This is because these houses bring with it more responsibilities of paying for services while they do not have jobs to sustain their lives. Baumann (in Khan and Thring, 2003) says the

asset vulnerability framework suggest that for housing policy to have a meaningful impact on poverty, greater meaningful cooperation and involvement with communities and NGOs are needed in South Africa.

Thring (in Khan and Thring, 2003) states that in South Africa there is too little training in skills that are needed, and too much training in skills that are inappropriate. In most cases, employees are taken for training on courses that do not contribute towards the enhancement of their daily activities. Batho Pele's principles, which are consultation, service standards, access, courtesy, information, openness and transparency, require a greater effort to ensure that they are put into practice. Thring further highlights that access to, and mobility and progression within, education, training, and career paths to enhance the quality of education, training and accelerate the redress of the past discrimination and contribute to the full personal development of the people and the social and economic development of the nation at large is crucial.

Blunt (2003) says in order to satisfy economic and social needs and wants, there is a need for people to be healthy and educated and thereby empowered. This implies development of the people, meaning the enhancement of human capabilities and health so that people can participate fully in life; have the opportunity to receive or acquire a fair share of the benefits that flow from economic growth, and that all members of society should have the opportunity to participate in their development.

The Mortgage Indemnity Fund (MIF) (cited in Khan and Thring, 2003) says that low income households require focused education to assist them in their new role as housing consumers while on the supply side, housing professionals need to be educated in respect of their roles in achieving government's vision of quality housing. Thring (in Khan and Thring, 2003) states that capacity building in the Department of Housing is located within and assisted by existing policy frameworks such as the National Capacity Building Programme, the White Paper on Public Service Training and Education, South African Qualifications

Authority and Batho Pele. She further highlights that the framework on National Capacity Programme aims to act as an overarching guide and to direct the development and implementation of capacity-building initiatives.

The National Department of Housing initiated a capacity building programme in 1998 called the Housing Policy Development and Management Programme (HPDMP) in reflection of the commitment of the Department of Housing to ongoing capacity development for improved housing delivery. This programme is focused only on public sector officials and not the housing consumer. Thring (in Khan and Thring, 2003) say training of employees does not address the issue of integrated human development settlement of beneficiaries. It separates housing delivery from human settlement development. What is interesting to the researcher is to find out whether the Department of housing has in place programmes to build capacity of the housing consumers. If this issue is not addressed the resale of RDP houses will continue.

Capacity building of employees is of crucial importance for the empowerment of employees to be able to deliver quality houses effectively. Thring (in Khan and Thring, 2003) says the importance of capacity development in the contemporary South African housing drive is two fold. Firstly, the demands of delivery of houses on a massive scale during the post 1994 government demanded a focus on capacity development of new personnel due to radical restructuring process that took place in the course of the 1990s. Capacity building of personnel is as equally important as that of beneficiaries. Capacity building for personnel should be customized in relation to the services they deliver and on the other hand beneficiaries needs to be capacitated to understand financial implications incurred in the services delivered to them and also to utilize such capacities to seek formal employment or to start-up their own business.

Secondly, the housing drive seeks to do more than deliver houses; it also hopes to empower and transform communities through human settlements development. Thring (in Khan and Thring, 2003) says this concept of human settlement

development is a complex and demanding task, which is entirely new both to the 'old guard civil service inherited from the apartheid government and to the new personnel. Government needs to capacitate its employees with relevant skills that could enable them to deliver houses and at the same time capacitate beneficiaries to take charge of their lives once they are allocated the RDP houses. She further states that the Minister of Housing in 1998 highlighted the lack of capacity, which entails an effective and efficient workforce, and the installation of appropriate technology, equipment, and systems for monitoring, evaluation, and reporting purposes as the major constraints in housing delivery.

Apartheid policies did not put emphasis on capacity building of its employees. Khan (in Khan and Thring, 2003) states that the post apartheid housing policy can be interpreted as an awkward embrace of two different housing development streams. One being that housing intervention is considered to have independent impacts on the macro-economy by way of stimulating direct investment multipliers, increasing labour productivity, and enhancing the propensity to consume.

The other stream view housing as a subordinate component of macro-economic policy where the role of state shifts away from direct intervention in social and economic spheres towards enabling markets to become more efficient mechanisms for the distribution of goods and services. In this regard, poverty alleviation/eradication is viewed as a by-product of unlocking markets through institutional and sectoral reforms. Khan says this has given rise to housing practice that imposes a high cost solution on communities by reducing beneficiaries' solution to pursue their livelihoods in 'trusted, established, and understood ways'. South Africa has a massive population that is poor and marginalised. Intervention by government to provide services to these people is of crucial importance.

Baumann (in Khan and Thring, 2003) says that relocation of households to green fields development reveals a variety of negative impacts on poverty, which result

in reduced savings capacity, disruption of social networks, increased insecurity and vulnerability to crime, inability to absorb or support extended family, reduced capacity to invest in social capital and disruption of solidarity networks. Due to shortage of land in Gauteng, some of the housing developments are located in the outskirts of the city.

Some of Madelakufa beneficiaries are allocated RDP houses in such areas and have the tendency of selling or renting their houses and return back to the informal settlement. Some of housing developments in such areas do not address integrated human settlement development because social amenities such as business and industrial sectors are not provided. The move back to informal settlements is mostly caused by the lack of such facilities in the housing projects.

There is a need for government to establish the underlying reasons behind the sales and/or rentals of RDP houses by communities such as Madelakufa and their interest to move back to informal settlements. It is of crucial importance for government to come up with solutions in order to make Gauteng a better place to live. CICLASS (2004) says that South Africa is among the countries that have the highest levels of poverty in the world. Government of National Unity (GNU) has already identified the type (what) of services it delivers; the target group (whom) it delivers these services to; the time (when) it has to intervene to provide relief to the most needy communities; and the programmes (how) it uses to provide these services.

The thorny issue is the level of poverty and unemployment of the disadvantaged communities. What is open to question is whether housing delivery is enough to sustain the lives of the poor and the disadvantaged communities and be able to maintain houses allocated to them due to their lack of skills and the scarcity of jobs. Government has recently initiated a new policy framework, which focuses on integrated human settlement approach to development. The focus of this approach is on mix income, mixed tenure and mixed land use, where businesses and industrial sited are incorporated in the new housing developments. This new

approach mixes the poor and the rich in one settlement. Furthermore, this approach hopes to close the gap where beneficiaries have to travel long distances to their work places instead some of beneficiaries will get employment nearer to their residential areas. This approach is new and has not been proved a success or a failure.

The previous housing projects were not concerned with quality of houses and in this regard, human development was not addressed. The Housing Policy framework, *Breaking New Ground* (2004) emphasises quality rather than quantity for human development. Quality rather than quantity of the houses built determines the sustainability of human development. This policy issue tries to redress the previous housing policies such as the RDP, which was more concerned with the number of houses built and therefore compromising the quality of the houses built.

Hassen (cited in Khan and Thring, 2003) identifies obstacles that hamper housing performance and employment creation. He says that continued peripheral development result in declining subsidy values, cost reduction strategies of private sector construction, poor infrastructure, etc, which ultimately reduces the thresholds for viable employment/income generating investment in new settlements. Furthermore, housing constructions are outsourced to small informal contractors with little experience and capacity which have negative implications for employment security. He further highlights that the impact on the disposable 'income' of vulnerable households of 'forced' equity contributions could also be seen as negative from the livelihoods perspective and with respect to their constitutional rights as citizens. One would assume that the inability of beneficiaries to maintain their households and the payment of services is because beneficiaries would rather spend their money on food than to pay for services. What beneficiaries would think of is to provide for themselves and nothing else because to them money is a scarce commodity.

Government need to take into consideration the coping strategies of the poor and intervene by way of capacitating them with skills that could enable them to seek formal jobs or to start up their own businesses. Baumann (in Khan and Thring, 2003) assert that existing performance measurement system used by the Department of Housing are quantitative in nature, as they focus on the production of units, as opposed to the impact of the intervention on the livelihood and coping strategies of the poor. Cooperation of beneficiaries is required to ensure that development takes place in their communities.

Government needs to interact with its beneficiaries during and after the housing development has taken place. After the allocation of houses and transfer of title deeds there is a need for government to liaise with beneficiaries in communities such as Madelakufa and find out whether their needs have been met or not. Government should ask questions and assess whether this people are capacitated enough to maintain their household and how are they going to pay for their services especially because most of these beneficiaries are unemployed.

Khan (in Khan and Thring, 2003) says the capacity of the public authorities to absorb and sustain a holistic poverty focus on their housing efforts, at local level is open to question. The emphasis on 'delivery as quickly as possible' and the dominance of technocratic delivery approaches rarely permit engagement with the livelihood and coping strategies of the poor. The researcher concur with the author that due to the high demand in the delivery of houses, government tend to overlook the livelihoods and the coping strategies of the poor after the houses have been allocated to them. There is a need for government to intervene and come up with coping strategies for these people.

Baumann (in Khan and Thring, 2003) says an area that remains relatively unexplored is the housing policy's relationship to the drive to eradicate poverty. The relationship between housing and poverty alleviation is complex and is not well understood in the South African debates. The most burning issue in this

regard is whether the South African housing policy is changing the lives of the poor and the disadvantaged for the better.

Bauman notes concerns that credit access and assumptions of formal employment do not reach the lowest income groups and the overall impact of non-credit linked housing projects(such as low income housing/ RDP houses) may be negative for the 'very poor' because of its impact on their survival strategies. This is because of the financial implications that are required for the maintenance of these houses while beneficiaries do not have the means to generate income.

Baumann (in Khan and Thring, 2003) says in South Africa's housing policy, inadequate shelter is understood primarily as an outcome and aspect of income poverty. He says that the policy asserts that people are inadequately housed because they lack sufficient income to participate in the market. Baumann further notes that the majority of South Africans are poor not only because of the 'market failure' but also due to apartheid policies, which deliberately made them poorer and more vulnerable than they might have been. Such households' social and economic status is partly a result of specific conditions inherited from the apartheid past. In this regard, the state is expected to improve people's income through macroeconomic and associated policy intervention and improve the behaviour of markets relevant to housing.

The Growth, Employment, and Redistribution strategy (GEAR) commits the state to a notably conservative monetary and fiscal policy. Baumann points out that until GEAR succeeds in increasing its macro-economic growth, it limits the housing budget increases despite the need for such increases to meet the housing goals within a reasonable period. He further notes that the South African housing policy seeks a sustainable, long-term solution to the country's housing problem in improving the macro-economic performance.

Government has a mandate to eradicate informal settlements by 2014. Interesting to know is whether this target is realist or not since beneficiaries such as

Madelakufa are making it difficult for government to realize its objective as they sell or rent their houses and return to the informal settlements. This is a challenge that government is facing and needs to be addressed to reduce the housing backlog. Government must re-look at the huge housing backlog and the budget allocation on housing and assess whether it will be able to meet the target of eradicating informal settlements by 2014.

2.4 RECONSTRUCTION AND DEVELOPMENT PROGRAMME

Hunter (in Fitzgerald, Mc Lennan and Munslow, 1995) says Reconstruction and Development Programme played a pivotal role in ensuring the successful transition from separate development towards a more sustainable future. It provided a policy framework around the coalition in the Government of National Unity (GNU). It placed sustainable concerns at the heart of the policy process and tried to combine macro economic and fiscal prudence with genuine efforts to redress the inequalities of the past.

Mohr et al (2004) says the Reconstruction and Development Programme (RDP) was regarded as a development policy which included measures aimed at achieving industrial development, agricultural development and human development. It recognised the basic needs as part of the people centred approach to development that embraced the importance of using resources in a sustainable manner to achieve socio-economic goals. This policy initiative was concerned with addressing the injustices of apartheid where the majority of the disadvantaged communities were neglected in terms of service delivery.

CDE (1999) says that the Reconstruction and Development Programme has been strong and courageous in setting targets but weaker in outlining the process required to achieve targets such as improved levels of employment, housing, education, healthcare, etc. These targets were easily set but there were conflicting views over the processes and pathways required to achieve them.

Most of the housing projects delivered in the past years were not addressing the issue of human development of the livelihoods of the people as houses were not delivered with social amenities such as schools, recreation centres, clinics, sports fields, parks, etc and in some cases without running water and sanitation. The issue of delivery of houses without the integrated development in the outskirts of business centres has contributed to the sales or rentals of RDP houses by beneficiaries and their move back to informal settlements such as Madelakufa. The contributing factor in this regard is due to the fact that beneficiaries are relocated far away from their workplaces and their social networks.

Baumann (in Khan and Thring, 2003) says the widely noted (but not yet quantified) tendency for beneficiaries of these RDP houses to sell their dwellings at less than their monetary cost suggests that these houses are not valued positively. Those who assert that some R15 billion in real assets have been directly transferred to poor households over the last five years need to rethink this. On paper, the housing programme is one of the largest direct wealth redistribution mechanisms. Even if it is the case that 15 million in assets has been transferred to beneficiaries, this achievement is undermined by the tendencies of these people who sell houses at a lower cost and return to informal settlements.

Baumann further highlights that the increasingly serious phenomenon of on-selling of RDP houses and of 'downward raiding' by higher income households who buy them raises another possibility that for some reason, beneficiaries do not calculate, or do not perceive a net gain in their household asset base. This is due to the level of education that beneficiaries possess. Beneficiaries need to be educated to fully understand the cost implications of building a house, this will enable them to value it and when selling or renting it they will be in a position to understand that they should acquire profit in accordance with the current market price of the houses.

For government to eradicate the informal settlements in South Africa, it needs to go deeper into this problem of what attracts beneficiaries to stay in informal

settlements even when houses are built for them. This problem becomes a drawback on government as it makes it difficult to achieve its goal of eradicating informal settlements. Transformation and development is every one's desire especially when one has been living in devastating and poor conditions. What is puzzling is the urge of these beneficiaries to sell or rent their RDP houses and return to the informal settlement/s. One question that needs probing is why these people are not buying into government's way of transforming and developing their communities. There should be a good reason why beneficiaries move away from a better life in the RDP houses, to the devastating and poor conditions in the informal settlements.

The level of beneficiary satisfaction or happiness with the houses that have been allocated to them is questioned. It is either that the beneficiaries are not happy with the quality of houses built for them or they cannot afford to maintain them. In this case, selling or renting them becomes an easy option of either getting rid of the house or generating income to provide for their necessities. Government needs to assess whether its objective of providing houses to beneficiaries meet their needs. What comes to mind is whether the provision of houses alone is enough to transform the lives of the poor and the unemployed majority of the South African society.

Baumann (in Khan and Thring, 2003) says one response to the sale of RDP houses is that it reflects households' inability to cope with rates and service charges associated with formal housing. Another reason is that unsophisticated first time homeowners are more likely to liquidate housing assets in times of crises because they do not appreciate the value of retaining it. It is also reported that some beneficiaries simply abandon the RDP houses altogether. He further point out that no possible reasons have been highlighted why a household would positively prefer to leave an RDP house even when they know that they would not be eligible for another subsidised house.

The objective of the housing delivery is the creation of settled, well-integrated communities on a well located land. Creating a stable community in some parts of the housing development might be unlikely given the fact that beneficiaries tend to sell or rent their houses and return to the informal settlement. This factor would frustrate government in achieving its goal of eradicating informal settlements. Baumann argues that one possible way of understanding such behaviour and thus by implication for assessing the South African housing policy is the 'asset vulnerability' or 'sustainable livelihoods' framework. He says that the asset vulnerability framework suggests that the need for education is the other way as residents of informal settlements may lack knowledge about the underlying complexities of housing economies, finance, mortgages, etc.

By educating, the poor and the disadvantaged communities to understand the value of ownership of a house would enable beneficiaries to appreciate government's efforts of providing formal houses to them. Furthermore, the skills acquired through training and education would enable beneficiaries to be in a position to enter the labour market. Strigl (2003) supports Thring (in Khan and Thring, 2003) by saying human development's main goals are to seek and build up knowledge, know-how and capacity that might help feed, nurture, house, educate and employ the world's growing population.

It is a good move by government to provide services such as houses to the poor and the disadvantaged. The problem is, once the houses are provided to them beneficiaries are put under enormous pressure as they are expected to pay for services while they do not have jobs to provide for their daily needs. Baumann (in Khan and Thring, 2003) says it may be argued that by providing free housing with secure tenure, South African policy is automatically adding stock (wealth) to beneficiaries' household. On the other hand the asset vulnerability framework raises the possibility that acceptance of RDP house may reduce households' stock of other and assets leading to an overall net loss to households.

Baumann (in Khan and Thring, 2003) further highlights that even RDP houses may impose increased financial outlays on beneficiaries, in particular a more enforceable obligation to pay for rates and services which implies a change in household expenditure profile. Such changes would compound the negative financial effect of relocation makes beneficiaries more vulnerable and poor. It would mean that the money for food would now be shared with the payment of services. In this regard, relocation to an RDP development may reduce savings. According to Baumann, in terms of the asset vulnerability framework, a decline in disposable income may be regarded as a negative aspect of relocation to an RDP development because it decreases savings and increases household vulnerability. Instead of being happy that their lives have been transformed through the allocation of the RDP houses, they become miserable due to the payments of rates and services they are expected to pay.

He (Baumann) explain that a decision to sell an RDP house in a green-field development may reflect a lack of adequate prior information about income prospects and expenditure patterns in the new location, rather than opportunism or irrationality. He elaborates that once relocated to a formal green-field development households may realise that they are subjected to a range of externally determined regulations where they may be forbidden to construct additional rooms except to a specific standard while backyard shacks may be disallowed and informal lodging may be discouraged or impractical. Restrictions on the use of housing assets and on disposable income may reduce household ability to maintain important obligation to extended family members, which provide an important form of insurance in times of crisis. When these forms of money generating mechanisms are forbidden people resort to selling or renting of their RDP houses and return to informal settlements.

Baumann (in Khan and Thring, 2003) says that in terms of the asset vulnerability framework such households may have experienced a diminution of their housing assets. The reason could be that when freedom to utilise housing assets for income generation is constrained, the value of such assets fall relative to other

parts of the household's asset portfolio. This is because these communities are mostly unemployed and they will utilise anything in their possession to generate income.

Baumann notes that a move from a relatively tradable informal dwelling to a formal RDP house may represent a decline in terms of perceived net present value of the household housing asset thus altering its weight in the household's asset portfolio. It also disrupts the existing neighbourhood and community relations and networks because beneficiaries are never allocated houses in relation to their existing residential and social networks. The author elaborates that relocation increases insecurity for some time due to lack of knowledge of neighbours, travel times, location of amenities, etc. It is further noted that families of school going children are also affected if the children must travel to schools or shops through unfamiliar territory.

Baumann (in Khan and Thring, 2003) says the subsidy's tendency to aggregate and segregate low-income households (of the same income-subsidy category) may tend to increase the concentration into crime for survival. Households in RDP settlements may therefore face a period of insecurity before they re-establish suitable reciprocal relations if they are able to do so. Baumann further highlights that disintegration and rebuilding of social solidarity networks and institutions such as churches, women's groups, crèches, political groups, burial societies, etc poses difficulties particularly to women, who tend to rely on such networks to secure the reproduction of their households, with respect to child-rearing and protection from spousal abuse.

CDE (1999) says integrated approach in service delivery is mostly hampered by the weaknesses of government structures and practices of intergovernmental relations. This has led to poor coordination within and between different departments and spheres of government, which result in the lack of capacity to implement national programmes and consequently leads to failure to deliver basic services.

Even after a decade of Government of National Unity (GNU) integrated development in housing developments where government departments have to inter-link to provide services such as clinics, schools recreation centres, etc, is still not implemented effectively. It becomes a problem of the housing department to ensure that some of the social amenities such as clinics, schools are available. Through the new housing framework, Breaking New Grounds, the department aims to curb this problem by providing mix-income, mix tenure and mix land use for housing developments with social amenities, businesses and industrial sites in one settlement.

2.5 LIVELIHOODS OF THE DISADVANTAGED COMMUNITIES

South Africa is seen as one of the countries with the most unequal distribution of personal income. Inequality is high and income levels differ according to race, gender, and residential areas (province/ rural/urban location). CICCLASS (2004) says that the country is constituted by a highly rich society (who possess extreme wealth) and an extremely poor society such as Madelakufa, who live under adverse conditions with no means to sustain their lives. CICCLASS (2004) further notes that the richest 20% of the households controls about 65% of the total income earned in South Africa while the poorest 20% households account for 30% of such income.

CICCLASS Report (2004) points out that the financial constraints exist in South Africa due to unemployment, widespread poverty and relatively small formal sector employment. The state in many countries including South Africa is seen as a source for poverty reduction. Since 1994, South Africa has played a crucial role in improving the lives of the disadvantaged people through service delivery programmes such as housing, education, health services, etc.

The disadvantaged communities in South Africa lack the financial resources and the skills to improve their lives, hence their reliability on government. The

researcher's interest lies in the efforts that government is making, if there are any, in building capacity of the disadvantaged communities in order to lessen their reliance on it. CICLASS Report (2004) says in a developing country such as South Africa social policy must be linked to economic policy. These two policy regimes have to be complementary and mutually reinforcing. Within this context, social and economic policies have to reflect the relative contributions of government.

CICLASS Report (2004) says the poor and the disadvantaged are the crucial group, which needs to be absorbed into productive employment and income generating activities. Furthermore this group is crucial for inclusive development by engaging it into productive activities. In capacitating a community, the main objective is to ensure that development takes place. In this regard the main objective is to ensure that Madelakufa community is developed and transformed.

Dauids et al (2005) says poverty is a multifaceted reality consisting amongst others lack of power, income, and resources to make choices and take advantage of opportunities. Various institutions such as government play a role in empowering the poor through a range of development initiatives. It is noted that a person who becomes unemployed suffers a loss of income, shock, and frustration. In certain circumstances, unemployment can result in hunger, cold, ill health and even death. Such issues are evident in Madelakufa as people live in adverse conditions with no means to cater for their living conditions.

Poverty is caused by various factors. An institute for Democratic Alternatives cited by Baumann (in Khan and Thring, 2003) says recent poverty research shows that people are not only poor because they lack income. Their access to and returns on assets such as skilled labour, land and infrastructure also play an important role in their poverty. It is further noted that participation of the poor in government policy processes has an impact on directing pro-poor spending. This means that through the involvement of the poor in policy decision making will enable government to direct service delivery to the poor and the needy.

The definition of poverty has thus broadened from a simple consideration of income to include literacy, health vulnerability, powerlessness and lack of voice. The possession of skills and being a literate community would enable Madelakufa Community to participate meaningfully in policy processes and make their voices heard on their developmental views. There are various ways that can be adopted to curb poverty. Baumann (in Khan and Thring, 2003) says households may choose to increase their assets base by intensifying their use of various forms of capital, such as starting a home-based business or may seek to alter their stock of human capital by having (or not having children). Furthermore, they may seek to improve the quality of various forms of capital by improving education or skills. This kind of empowerment and capacity building strategies may be relevant to communities such as Madelakufa in enhancing their living conditions.

Baumann further notes that although appropriate education policies can directly improve the quality of households' human capital, cultural norms may play a greater role in determining its quantity by influencing reproductive decisions. He argues that there is much more to households' ability to secure their livelihoods to poverty than income and physical assets. The researcher tend to differ with Baumann on the issue of income not being the primary source of poverty alleviation on the basis that in the province such as Gauteng income or financial resources plays a role in the living conditions of the people. Without income the lives of the people becomes unstable.

The World Bank (cited in Khan and Thring, 2003) says the recent research in 60 countries concluded that poverty is multidimensional. The state has been largely ineffective in reaching the poor households and this group of people is crumbling under the stress of poverty and the social fabric, which is their only 'insurance'. With reference to poverty as multidimensional, this means that the poor constantly live in hunger, they are powerless and voiceless, they succumb to dependency, they are faced with shame and humiliation, they lack access to basic infrastructure such as roads, transport, clean water, etc. Whilst recognising the

role of government in providing infrastructure, health, education services the poor feel that these intervention by government must go much further. Government can do more by capacitating communities with relevant skills to enable them to take charge of their lives.

Access to jobs that provides appropriate income and decent work is not only an important means of improving living standards but also a means of exercising skills, creativity, making productive contributions to society and enjoying self respect, dignity and empowerment. World Bank (in Khan and Thring, 2003) further notes that these attributes of employment led to the 1995 World Summit for Social Development to adopt the goal of full employment as a basic priority of South African economic and social policies, and to enabling all men and women to attain secure and sustainable livelihoods through freely chosen and productive employment and work.

There is a need for South Africa to put an employment policy at the centre of its vision for development. Measures to ensure that growth actively generates employment while integrating the poor into the labour market require government intervention. World Bank (cited in Gibson, 2003) note that commitment to the goals of sustainable development require that policies move away from a focus on industrial competitiveness in the global market to rewarding sectors of the economy on the basis of their potential contribution to national developmental goals. It is noted that the high and growing rate of unemployment reflects the increasing vulnerability of South African workers and their families. This article highlights that only a growth induced shift in employment has the potential to give the working poor access to rising income, either through reduced underemployment or through higher earnings.

According to UNDP (2003) low quality jobs are highly prevalent in the economy and form a very large 'ghetto' in the South African labour market. The researcher concurs with the author that one source of this problem is the mismatch of skills between the skills demanded by the expanding sectors and the skills possessed by

the poor. The poor have benefited little from the expanding sector as they do not possess the skills required. According to UNDP (2003) the roots of a numbers of current problems facing the South African labour market go back to the economic structure, laws and practices of the apartheid era.

UNDP (2003) says that there have been job losses in various industrial sectors in South Africa It is noted that even a combination of rapid growth and related high response of job creation does not guarantee a rapid rise in employment of the unemployed poor. It is important that while building capacities of the poor communities such as Madelakufa, consideration be taken in harnessing the skills that will be relevant to enable them to enter the job market or to start up their own businesses.

UNDP (2003) further says that government should reduce the cost of living. This can be done through the implementation of public sector productivity-enhancing activities that will lower the cost of production and supply in the economy without resorting to price controls. It is highlighted that government should promote education, training and human resource development. Furthermore, policy support in this area needs to be based on monitoring trends in the patterns of labour demand in the expanding enterprise or sectors. The article states that government should promote micro-enterprises in rural and urban settings.

UNDP (2003) further notes that self-employment has been a rational choice than a forced outcome in the absence of better employment or income generating alternatives. Government should support SMMEs initiatives, play active role, and serve as guarantor to enable the bank to finance this ventures. OECD (2001) points out that a strategy for development will require a coordinated set of participatory and continuously improving processes of analysis, debate, capacity-strengthening, planning and investment, which seeks to integrate the short and long term economic and social objectives of society through mutually supportive, approaches wherever possible and be able to manage trade-offs.

Mohr et al (2004) explain that unemployment means a loss of experience and human development because workers become unaccustomed to using their skills and even end up losing them. The situation is even worse for communities such as Madelakufa because most of the people do not have adequate schooling and have no formal skills. It is difficult for them to enter the job market and to develop themselves without the help of government or aid agencies.

South Africa is bombarded with the majority of people who lack skills that could enable them to enter the job market. In this case, one would be interested to know the role that government play towards enhancing the living conditions of disadvantaged communities such as Madelakufa who do not have skills and resources to support themselves. The focus would be to probe the extent to which government capacitate and empower the communities that are highly disadvantaged.

In capacitating this community, there is a need for government to embark on their literacy and skills audit and to assess capacity mechanisms that would be relevant to enhance their living conditions. By so doing, government would be in a position to know what is required to capacitate this community in order to enhance their social and economic conditions. It would also be of interest to know whether there are any employment mechanisms that government has initiated to enhance the living conditions of communities such as Madelakufa and whether government has systems or mechanism in place to evaluate the living conditions of beneficiaries after the houses have been allocated to them.

UNRISD report (2001) highlights that there is a need to deal with growing poverty, unemployment and disintegration which requires a wide spread increase in economic opportunities and an increase in growth. Unemployment is arguably the most important and annoying problem facing the South African economy. Mohr et al (2004) says that unemployment is one of those things, which everybody understands but which turn out to be quite difficult to define, and to measure. He further notes that the rate of unemployment is obtained by

expressing the number of unemployed persons as a percentage of the labour force (i.e. the number of people who are willing and able to work).

Mohr et al (2004) says that the poor and the unemployed are experts as managers of their own 'asset portfolios' and their livelihood must be respected. This means that for government to understand what these beneficiaries are going through, what their needs are, and should consult them rather than develop policies of enhancing their living conditions without their consultation. He further notes that the subsidy-driven project delivery approach leaves few resources for consultative process as developers and local authorities disregard community representatives.

In most of the housing developments, information inseeded to beneficiaries about the developments in their communities is often limited to house type; and 'consultation' too often means presentation of a project at a once-off mass meeting. Baumann (in Khan and Thring, 2003) further highlights that the most important implications of the asset vulnerability is that a policy that treats beneficiaries as objects and as subordinate to the housing asset itself will only succeed by chance in reducing poverty in a sustainable manner. Education and training of beneficiaries of RDP houses is of crucial importance as beneficiaries will be able to seek jobs that could enable them to sustain their livelihoods.

Baumann (in Khan and Thring, 2003) argues that in the South African case, serious questions must be asked about whether a housing policy designed by people who have little or no direct experience of poor households' livelihood strategy is appropriate now. He further highlight that government discourse on housing delivery is overly quantitative. Moreover, qualitative shortcomings are typically blamed on those responsible for the implementation rather than the underlying policy. Through the new Housing policy framework, Breaking New Grounds, government aims to address human settlement development where jobs will be created in the developments of new houses. This policy framework is a

new initiative and cannot assess its effectiveness as it is still at the initial implementation stage.

The World Bank (2005) says the poor have little or no effective voice in major decisions that affect their lives at general policy formulation and local policy implementation. Furthermore Baumann highlights that government departments involved in housing have little or not demonstrated the understanding of the relationship between housing, spatial human development and poverty and how their policies impact on the poor. He further argues that the issue of ‘capacity’ and the overriding need to deliver in South Africa have persisted for too long. Government has not demonstrated a serious intention to find out what its policies are achieving or even to acknowledge the information it does have. Instead, it has responded to criticism in a most unhelpful manner.

Baumann (in Khan and Thring, 2003) says South Africa’s housing policy may well be the worst compromised of all as it comprises a relatively high-cost solution on communities and reduces beneficiaries’ freedom to pursue their livelihoods in trusted, established and understood ways. He further highlights that the ‘solution’ of housing to address poverty positively in South Africa may be deceptively simple in theory, but will probably prove difficult in practice. Through the housing projects that have already been implemented one cannot prove that sustainable jobs have been created. Most of the jobs in this field of work are created during the project implementation and once the project is completed people are left jobless. To overcome this problem government needs to be more democratic and pay attention to the opinions, needs, and lives of its low-income homeless constituents.

2.6 THE INTEGRATED DEVELOPMENT APPROACH

The previous housing projects especially those initiated at the beginning of the new ANC led government were not addressing integrated development. If this issue was addressed from the beginning, housing developments would have

created a certain percentage of jobs. Government calls for the construction of houses, the provision of basic services and social amenities; the creation of jobs and the reduction of unemployment.

The Gauteng Department of Housing has strategies that aim to assist in addressing poverty alleviation, human development, capacity building, etc. The five pillars of the Gauteng Housing Department's strategic objectives (2004) touches on participatory development and the development of sustainable livelihoods. The themes in the approach to housing delivery addresses issues of building sustainable communities, the use of housing as a vehicle and asset to relieve poverty.

Government needs to be cautious and take into consideration that while addressing issues of development through housing delivery, must ensure that the literacy level of this community is considered as an initial step towards their sustainable livelihoods. Furthermore, their literacy level would gradually improve their socio-economic conditions through the employment strategies that government could initiate for the improvement of their livelihoods.

The Housing Policy Framework, Breaking New Ground also addresses issues of participatory development as a way of empowering communities and reducing poverty. Participatory development is seen as a key principle in the transfer of skills and knowledge and capacity building to beneficiaries. The People's Housing Process is a good example where skills could be transferred to beneficiaries as this programme calls for beneficiaries to be involved in the building of their houses.

Breaking New Ground Housing policy framework defines the main features of participatory development as going hand in hand with community development. The issue that may cause problems is that semi-skilled labour and owners (who provides sweat equity) mainly build most of these houses with little knowledge of the construction sector. This can lead to the production of poor quality of houses.

Stakeholder participation in the development of their communities is highly considered in the Gauteng Department of Housing but mainly in a consultative manner. In support of good governance, Breaking New ground as a policy framework aims at building capacity of emerging contractors and the transference of construction skills through the housing delivery programmes such as “People’s Housing Process.” There is a need for Gauteng Department of Housing to inter-link with other sister departments such as education, labour, etc to ensure that other skills other than construction are harnessed. The main reason of harnessing other skills other than in construction is because in housing, jobs are for a short term period and once the project is completed people always find themselves jobless and those skills acquired if not utilised may be lost.

Breaking new Ground Housing Policy framework also addresses in the main, features of sustainable and vibrant communities through the delivery programmes such as the upgrading of informal settlements, development of social infrastructure on well-located areas, and the regeneration of the inner city in order to change the spatial settlement patterns. It is true that these development initiatives are taking place but are mainly implemented with little involvement and participation of beneficiaries.

Gauteng Housing Department also aims at ensuring a sustainable housing and human settlement process to achieve housing with secure tenure, within a safe and healthy environment and the development of viable communities for all people. The aim is to change the spatial settlement patterns through integration and the building of non-racial society and ensuring sustainable and vibrant communities through the implementation of programmes such as the upgrading of informal settlement, sparsely populated suburban areas and inner city.

When assessing the living conditions of Madelakufa Informal Settlement, one could see the devastating poor living conditions of these people. These people do not have access to potable water and sanitation and a general insecurity of tenure.

They do not have access to socio-cultural amenities such as schools, health care facilities, sports facilities, cultural and community centres, etc.

It is highlighted in the Breaking New Ground Housing Policy Framework that the National Housing Framework sacrificed quality for quantity and in this regard issues of sustainable vibrant communities were not discussed and therefore Breaking New Ground commits itself to address this tradeoffs. Lux (2003) says to buy a dwelling means buying the socio economic status of a neighbourhood and the level of accessibility to the place of employment. He notes that the price per unit of homogeneous housing varies with distance. Near the centre of employment the price will be higher than farther away.

Due to scarce resources and the high cost of land government tend to develop housing projects in the periphery of the cities. This tends to make life difficult for beneficiaries as they are moved away from their work places. Breaking New Ground Housing Policy framework emphasises the concept of quality houses, which encompasses decent housing built on well located land, with access to basic services such as water, sanitation and electricity along with other social amenities.

Breaking New Ground Housing Policy framework does not call for new policies or programmes. It allows for the enhancement or redirection of the current policies and programmes. One of the objectives of the Housing policy framework, Breaking New Grounds is to use housing for job creation, as an asset for wealth creation and empowerment, leveraging growth in the economy and development of sustainable human settlement. This policy framework is open to question on whether it will be able to alleviate poverty and enhance skills development of housing beneficiaries.

It is highlighted in Breaking New Ground Policy Framework that infrastructure development such as schools, roads, health facilities, and housing will use labour intensive methods to create more employment opportunities and training skills.

What is interesting to find out is whether this system is working, whether jobs would be created for sustainable base and whether skills transfer is not time consuming and ultimately delaying the completion of the project. The aspects of enhancing community development through the implementation of housing projects is emphasised in Breaking New Ground policy framework. What comes to mind is whether these plans would be effective to redress the past actions of beneficiaries of selling/renting their RDP houses. What is questionable is whether the jobs created by these housing developments would be making any difference in the livelihoods of the beneficiaries.

South Africa is doing its best to take care of the livelihoods of its people, particularly the children, the unemployed, etc; as compared to other nations. Breaking New Grounds Housing Policy framework highlights that Gauteng Department of Housing aims to push back the frontiers of poverty by reducing the housing backlog and by seeking to increase jobs through the promotion of small, medium, and micro enterprises, empowerment measures, etc. It is noted that the Gauteng Department of Housing aims to reduce poverty through the reduction of the housing backlog, but is this measure of poverty reduction through the allocation of RDP houses enough to sustain the livelihoods of the poor and the disadvantaged communities.

The intentions of government are clearly stated in the Breaking New Ground Housing Policy framework, of which in the main is to take care of the lives of the poor and the disadvantaged communities. Nevertheless, in terms of the reduction of unemployment, government has not gone deeper into the root of the problem in addressing it. Government is not resolving the problem of dependency by its beneficiaries. There is a need for government to capacitate its beneficiaries to ensure that they become self reliant. Though the houses are provided to Madelakufa Community, this seems not to be enough because due to poverty and lack of jobs, beneficiaries tend to rent or sell the RDP houses that government has allocated to them. This kind of attitude renders development unsuccessful. This

would mean that government has to go back to its drawing board and come up with new strategies to ensure that development becomes sustainable.

This shows that communities such as Madelakufa need more than a house in order for government to reduce or eradicate poverty. Skills development not only in the construction field is required to ensure that communities are capacitated in such a way that they are in a position to cater for their lives.

2.7 LEGAL FRAMEWORKS ON HOUSING POLICY

The evolution of the South Africa's post 1994 housing policies can be traced back to the Freedom Charter, which states that 'all people shall have the right to live where they choose, be decently housed, and to bring up their families in comfort and security. The housing mandate emanates from the Housing Act 107 of 1997, which defines the housing development functions of all three levels of government; repeals all apartheid-based legislation and prescribes general principles for housing development and administration.

The 1996 Constitution of South African housing policies and legislation emphasises the importance of capacity building at national, provincial and more specifically at local level and within the communities that are been transformed through the housing projects. The 1996 Constitution of South Africa outlines the vision for local government for capacity building as providing accountable and democratic government for local communities, ensuring provision of services to communities in a sustainable manner, promoting social and economic development, promoting a safe and healthy environment and encouraging the involvement of communities and community organisations in the matters of local government.

The 1996 Constitution of South Africa also places an obligation on government to play a role in building capacity at local government level. Section 154 (1) of

the Constitution states that both national and provincial government must, by legislative and other measures: “support and strengthen the capacity of local government to manage their own affairs, to exercise their powers and to perform their functions.” Section 155 (6) b further states that the provincial government, by legislative and other measures must:

“...promote the development of local government capacity to enable municipalities to perform their functions and manage their own affairs.” Chapter 3, section 41 of the 1996 Constitution of South Africa also provides that:

All spheres of government and all organs of the state within each sphere must, amongst others, secure the well-being of the people of the Republic; provide effective, transparent, accountable, and coherent government for the Republic as a whole and co-operate with another in mutual trust and good faith by fostering friendly relations, assisting, and supporting one another.

The 1996 Constitution of South Africa expects municipalities to have the capacity to govern the local government affairs of their community on their own initiative, unimpeded but supported through strong inter-governmental relations, by national and provincial government. The South African National Capacity Building Framework for Local Government (2006) states that the lack of capacity by municipalities has been and is still a challenging factor to achieve its constitutional objectives both within the local government and its environment as well as between its partners and governmental relations.

The article (South African national Capacity Building Framework, 2006) highlights that national and provincial government lack the capability to adequately meet their constitutional obligations to provide local government support. It is further noted that due to the structural weaknesses in the local government system, municipal capacity is required to address the developmental challenges that have not grown at a corresponding pace and that in many

instances municipal capacity has declined relative to that needed to meet developmental objectives. Lack of capacity at local level poses a problem of empowerment and capacity building of the poor and the disadvantaged communities.

Thring in Khan and Thring (2003) state that until 1997, housing was seen primarily as a national and provincial competency, and after the promulgation of Housing Act 107 of 1997, local governments were expected to take a leading role in housing delivery. Part four of the Housing Act states that:

Every municipality must, as part of the municipality's process of integrated development planning, take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to ensure that the inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis.

2.8 CONSTITUTIONAL RIGHT TO HOUSING

The 1994 White paper on Housing argues that beneficiaries can be divided into two broad categories. The first category comprise of those who, by reasons of employment and income status, have the potential to access additional financial resources for housing above the subsidy through financial systems, whether commercial or semi-commercial. The policy assumes that this group will grow over time because of macro-economic growth strategies.

The second category comprises those who are unable to participate in housing finance markets and are completely dependent on government subsidy until growth in real per capita GDP is sufficient to enable them to graduate to the first category. Government provides in the main subsidies to the second category in order to provide formal houses to these people with the aim of transforming their lives from being shack dwellers to homeowners.

The 1994 White paper calls for the delivery of sustainable human settlements developments; which are communities, households and the environment that is habitable, stable and sustainable. The 1997 White Paper on housing further stipulates that adequate housing should enhance access to employment opportunities. However, research has revealed that many housing projects tend to be located in the peripheral areas, thus increasing transport costs and reducing households' access to jobs and job-hunting opportunities. It is noted that adequate housing should provide income generation opportunities for the owner, either through letting, as a source of collateral or as a business premise.

This notion contradicts the idea of eradicating informal settlements because the RDP houses are small and once beneficiaries takes the option of renting them for income generation, they would return to informal settlements. This would make it difficult for government to eradicate informal settlements. The issue of letting is a good idea as it will generate funds but the question is where would beneficiaries who let their RDP houses stay since these houses are small and could not accommodate many people. Furthermore, the 1997 White Paper notes that housing delivery should provide business opportunities to small local contractors. It is noted that small contractors complain about contracts going to bigger and more established companies because of the complicated tendering process and their poor tendering skills.

The 1994 White paper characterizes the framework for South African national housing policy as one which sees housing mainly in macroeconomic terms, as ultimately dependent upon growth of real per capita income and savings. It is primarily quantitative in focus, both in terms of its understanding of the housing backlog and targeting strategies to eliminating it and recognizing the importance of services, location for housing developments and other housing products of suitable shelter and human settlement. It assumes the appropriateness and viability of conventional public and private sector systems for effecting housing delivery. It prioritizes institutional adjustments intended to streamline and or

create delivery channels utilizing conventional systems and is based on a consolidated capital subsidy system for land, services and housing.

Lux (2003) says housing is one of the basic human needs and that the right to adequate housing has been classified as a basic social human right in most developed countries around the world. He further highlights that housing is a durable good and as such it becomes subject to both consumption and investment. Furthermore, housing is a spatially fixed good and cannot be moved from one location to another.

Thring(in Khan and Thring, 2003) says the poor and the disadvantaged communities are solely dependent on the housing subsidy to meet their housing needs and the bulk of such subsidies have been delivered through developer-driven mass projects with limited choice with regards to location, house type, etc. The limited choice in terms of the location of the new housing developments is seen as one of the reasons behind beneficiaries' sales or rentals of their houses and their move back to informal settlements such as Madelakufa. The contribution by government through the allocation of subsidy schemes to the poor and the disadvantaged has seen many households formally housed and has contributed to the development of many of the needy communities.

Lux (2003) says the right to adequate housing has become one of the fundamental social rights in all economically developed countries and the responsibility for housing has gradually transferred from consumer and family to public authorities and public finances. He further notes that the main principle of the right to housing is equal and non-discriminatory with respect to race, creed and sex. According to Lux (2003) housing is perceived as a basic social need of human beings and its standard greatly influences the standard of welfare of the whole society. He further says housing insecurity can have far-reaching consequences for labour market as well as for the political stability in a particular country.

The Constitutional imperatives grant social entitlements of basic needs on a non-discriminatory basis to enhance human dignity, citizenship, and societal participation. The South African Constitution provides the rights of the people to access basic services such as water, and sanitation, housing [section 26 :(1)]; social security [section 27:1. (C)], etc. CICLASS (2004) says these rights are mutually supportive and have a significant impact on the dignity of the people and on their quality of life. Since the community of Madelakufa is highly disadvantaged, the researcher is interested to establish as to whether this community is enjoying such rights.

CICLASS (2004) says access to water and sanitation is extremely limited in South Africa. Women and children in urban areas are the majority of the under-served or un-served. This situation can be traced back to the apartheid strategies. The Human Rights Commission Report (2000-2004) points out that access to affordable housing requires available land, appropriate services such as the provision of water and the removal of sewerage and the financing of all these activities, including the building of the house itself.

It is further elaborated in the Human Rights Commission Report (2000-2004) that accessibility means that the state must create conducive conditions for the citizens, (irrespective of their economic status) access to affordable basic services, housing and education, etc. Access to water is a basic human right. In terms of the Constitution, everyone has the right to access to water. CICLASS (2004) says the right to access to water does not imply that one is entitled to an unlimited amount of water. The right to access to water can be a limited amount of water in accordance with section 36 of the Constitution.

Government of South Africa has established a free basic water service. CICLASS (2004) says while poor households are identified as the primary intended beneficiaries, it should be noted that there is a broader policy commitment to the extension of free basic services to all households. The author further points out that in line with this initiative poor households will receive basic level of water

supply set at 6000 litres per month free of charge. Since the rights to water are limited, government must ensure that the poor and the disadvantaged communities are skilled to be able to enter the labour force, pay for services, and not depend solely on government.

CICLASS (2004) says in the process of providing services to the underprivileged people, except the aged and children; the state should consider effective measures to ensure that they are capacitated and empowered in order to be able to participate in the labour market. The main aim is to ensure that the economy of the country expands, to enable the household income to increase so that the burden related to the provision of basic services can progressively be transferred to households and to the private sector without negating the minimum protection regime guaranteed by the state.

CICLASS (2004) points out that market forces have so far failed to resolve past inequalities and also tend to reinforce inherited socio-economic legacies. Deliberate measures by the state are aimed at transforming the economy and empowering the marginalised population of the society. He further points out that not only are comprehensive social and economic policies needed, but a comprehensive and integrated approach to both social and economic policies is required. The reason is that an inclusive growth path will achieve results in a number of eventualities. Therefore this will reduce a number of people who are indigent among those who are unemployed and among the working poor. A handout approach by government is not a solution to poverty alleviation.

2.9 SUMMARY

Policies, legislations, and Acts are the guiding tools in the implementation of government services. However, the previous housing policies, which emanated from legislations and acts, were not addressing integrated development for sustainable human development. Housing projects were developed without the consideration of social amenities, business, and industrial sites and these made

the lives of beneficiaries difficult as they are allocated house far away from the cities their work places.

The only solution for them was to sell or rent their RDP houses and move back to the informal settlements, which are nearer to the industrial and business sectors where they can access jobs easily. Due to the gaps encountered in the housing policies, government has come up with a new housing policy framework to complement the previous housing policies such as the RDP.

CHAPTER 3

METHODOLOGY

Data was collected through a questionnaire and in-depth interviews. Interviews were conducted with Madelakufa community members who have direct experience with beneficiaries who sell or rent their RDP houses and shacks. Informal discussions with participants provided greater insight and enrichment of ideas that further informed the data collection and analysis.

Data was collected through informal interviews with the respondents who gave their opinions and experience based on the issue at hand and through questionnaires. As a participant observer, the researcher was able to tap into a continuous flow of information on the experiences and opinions of the respondents in explaining the reality of the situation.

The historical research design allowed the researcher to get firsthand information on the experiences and of beneficiaries who are or have witnessed beneficiaries who sell or rent their RDP houses to generate income to cater for their necessities. This method was seen as a major strength as it drew the researcher closer to reality or truth in her interpretation about the problems that this community is facing. This method allowed the researcher to understand the meaning for the events that are and have unfolded in this community in their quest of seeking the means to cater for their necessities.

Leedy and Ormrod (2001) point out that historical research method also provides the historical time and space on which events takes place. Since the inception of the new democracy in South Africa, eleven years ago when government started providing the RDP houses there has been a frequency in the sales and rental of these houses by some of beneficiaries in Gauteng . There has also been a turn of events where beneficiaries opted to rent their shacks and occupied the RDP houses once they realized that they could not access another housing subsidy when they returned to the informal settlements.

Four out of five residents of Madelakufa were selected according to direct experience of beneficiaries who sell or rent their RDP houses and completed the questionnaires. Two out of three (3) Councillors or representatives of this community chosen were also interviewed. Interviews were also conducted in the Housing Department of Ekurhuleni Metropolitan Council. The researcher carefully selected a sample of three (3) participants who are employees of the Council, who are directly dealing with Madelakufa project. Only two of them completed the questionnaires. Permission was requested from the office of the Director for Housing in Ekurhuleni Metropolitan Council to conduct interviews in order to gain insight and understanding of their point of view on the issue of Madelakufa beneficiaries who sell or rent their houses and return to the informal settlement.

Participant observation is a highly effective method for an in-depth study in a community. This approach combines observation, discussion, and informal interviews. The researcher also applied this method to complement the data collected and the informal discussions held. Leedy and Ormrod (2001) point out that data collection in a qualitative study takes a great deal of time. In order to collect useful data thoroughly and accurately, the researcher used field notes to capture information.

3.1 IN-DEPTH INTERVIEWS

You and Waceke (2001) point out that an estimated 56 percent of the urban population in Africa live in slums. The authors further highlight that in Africa the role and responsibility of government as well as by-laws; still bear the influence of the colonial era. This is particularly the case with urbanisation policies and with norms and standards regulating housing and basic urban services that were designed to cater to a small and privileged fraction of the population.

Even with the amendments of policies to uplift the living conditions of the poor and the disadvantaged communities in South Africa, government remain largely

confined to providing basic services and maintaining infrastructure. The role of government as a true partner in sustainable development is often severely limited by outdated concepts of what can be done and how it can be done. Global-Insight (2004) highlights that people living in poverty in Gauteng are estimated at 2531949 and the percentage is estimated at 28.2%. In Ekurhuleni Metropolitan Council the total of people living in poverty is estimated at 739 402 and the percentage is estimated at 28.7%.

Unemployment and under-employment remains one of the pressing and growing problems and consequences of rapid urbanisation. Capacity building is crucial for job creation purposes in order to alleviate poverty amongst the poor and the disadvantaged communities. Global-Insight (2004) indicates that the numbers of unemployed people in Gauteng is estimated at 1605 025 and the percentage is estimated at 34.6%. In Ekurhuleni Metropolitan Council the total of unemployed people is estimated at 522 923 and the percentage is estimated at 39.9%.

3.1.1 Research Question One

The literature that has been reviewed in the South African context leads to questions about how government contributes to capacity building that could sustain the living conditions of beneficiaries, particularly with the delivery of houses. This research report aims to investigate the extent of the current method of housing delivery in relation to capacity building and empowerment of its beneficiaries. Housing policies such as the 1994 and 1997 white papers and the Breaking New Ground housing policy framework, highlights the promotion of labour intensive methods where skills would be transferred to the local labour. What needs to be explored is the effectiveness of the transfer of skills to beneficiaries and whether the skills transferred provide sustainable jobs.

Handelman (2000) says access to education, credit, finance and land constitute key resources of integrating people into productive employment and income

generating activities, which in turn enables them to better provide for their basic needs. The most common problem experienced with the skills transfers by developers is that they tend to hire unskilled and semiskilled local labour for menial jobs such as digging the trenches, etc. The reason is that skills transfer is usually time consuming while housing projects are bound to time-frames.

3.1.2 Research Question Two

The past housing developments were not incorporating integrated development approach. Even now, very few housing developments have social amenities such as schools, recreation centres, tarred roads, clinics, police stations, etc. Even if the plan for the housing development, particularly in the green-fields developments provided sites for these social amenities, most of these sites remain empty and unutilized for a long period. This research report aims to probe the associated problems that government could be experiencing with integrated development approach and its contribution towards capacity building of the disadvantaged communities. What needs to be probed is whether it is due to lack of funds or to due to inappropriate planning by government? On the other hand the unavailability of social amenities in Madelakufa highlights the lack of cooperation between sister departments.

There is a need for sister departments to interlink in order to provide services to their beneficiaries. The issue here is what government is doing or aims to do with the townships that are already established without an integrated development approach. You and Waceke (2001) point out that integrated human development aims to coordinate a wide spectrum of social, economic, and environmental projects. In order to encourage social inclusion, the main strategy is to involve an integrated approach to housing provision, social services, and training to re-integrate beneficiaries in the labour force.

3.1.3 Research Question Three

The problem that the poor and the disadvantaged communities are facing is that even after government has delivered houses to them there is no improvement in their living conditions. Beneficiaries still live in adverse conditions and find themselves having an option of either selling or renting their RDP houses. This research report further explore whether government's approach or rationale of development leads to appropriate capacity for human development.

As far as capacity building of beneficiaries on housing delivery is concerned, there is a need for the Department of housing to re-look at its implementation strategies. This means that the Department of Housing need not narrowly look at the concept of capacity building on a short-term basis through the transfer of skills during the implementation of the housing projects. . It must team up with other sister departments to strive to provide a variety of skills to give beneficiaries a choice while being re-integrated into the labour force.

As development agents, there is a need to find out about people's beliefs, opinions and attitudes regarding the sales and rentals of their RDP houses and shacks. We must also find out about what community resources are available and identify their strengths and harness the skills and abilities that are under-utilized. The researcher has worked in the Department of Housing and the Housing Portfolio Committee in the Gauteng Provincial Legislature. During the oversight visit conducted by the Housing Portfolio Committee in 2003, residents of Madelakufa highlighted that some of the housing beneficiaries who were living in Madelakufa and have been allocated houses in other housing projects had the tendency to sell or rent their houses and return to this informal settlement.

Leedy (1997) says qualitative studies often attempt to provide experiences from the participant's perspective and views of social realities. Since the researcher has worked extensively in the field of housing and has insight on this matter, she made sure not to influence the decisions of participants by becoming a listener in order to avoid potential bias. Leedy and Ormrod (2001) say that by maintaining

objectivity, the aim is to maximize the chances of determining the ultimate truth. The researcher gained awareness and experience of these people while simultaneously examining their experiences through the voices of other participants.

3.2 THE QUESTIONNAIRE

A questionnaire was used as another means of data collection. It comprised of factual questions that were meant to elicit valuable information to the research. The questionnaire comprised of open-ended questions, which encouraged probing and follow-up questions to the main ones to provide clarity and probe more information for better understanding of the question. The researcher gained access to Madelakufa and the neighbouring communities through a gatekeeper. The gatekeeper is a senior manager in Ekurhuleni Metropolitan Council who deals directly with informal settlements in the area.

The researcher with the assistant of the gatekeeper circulated questionnaires to beneficiaries in Madelakufa. Participants were given five days to respond to the questionnaire. This was due to the fact that participants had to get people to interpret the questionnaires for them, as some could not read English. Collection of the questionnaires was done personally with the assistant of the gatekeeper.

A questionnaire is an instrument that can be employed by way of looking with an inward eye. It was employed to observe data beyond the physical reach of the observer. The questionnaire was merely used as a means of eliciting the necessary responses from the respondents about their opinions, experiences and understanding of the socio-economic conditions and their motives to sell or rent their RDP houses and their shacks.

Based on the topic at hand complemented by theoretical perspective of the literature review, the researcher designed her own questionnaires and were distributed to 5 members of the Madelakufa community, to three (3) councillors

and/or representatives of this community and to three (3) housing officials in Ekurhuleni Metropolitan Council.

The questionnaire for Madelakufa community consisted of 19 questions and covered the following information:

- I. The number of years that the respondents stayed in Madelakufa informal settlement.
- II. The socio-economic conditions of this community. To establish how Madelakufa Community is coping in providing for their basic necessities as they are mostly unemployed.
- III. The means of providing for their families while not working.
- IV. The types of services rendered by government.
- V. The type of skills transferred during the implementation of housing projects in Madelakufa.
- VI. The level of beneficiary satisfaction on services rendered by government. To determine whether the services rendered to them meet their needs.
- VII. Beneficiaries' motives to sell or rent their RDP houses.
- VIII. The literacy level of this community. The level of education of this community possesses.
- IX. Capacity programmes that government offers. To establish whether government has any programmes in place to empower and capacitate this community.

The questionnaires for councillors/representatives of this community consisted of 17 questions and covered the following information:

- I. Time taken before government started with the developments of this community.
- II. The approach that government took in the development of this community.

- III. The type of skills transferred during the implementation of housing projects in Madelakufa.
- IV. The level of cooperation by government sister departments in the provision of social amenities.
- V. Attitudes displayed by beneficiaries for relocating to new housing developments.
- VI. Beneficiaries' motives to sell or rent their RDP houses.
- VII. Government's management strategies in dealing with beneficiaries who sell or rent their RDP houses.
- VIII. Skills audit of beneficiaries in this community.
- IX. Capacity programmes that government offered to this community.
- X. Reasons given by government for not taking an integrated approach in developing Madelakufa Community.

The questionnaires for Housing Department officials in Ekurhuleni Metropolitan Council consisted of 20 questions and covered the following information:

- i. The time since this land was invaded.
- ii. Time taken by government to start upgrading/ developing this informal settlement.
- iii. The outstanding number of shacks that needs to be developed or demolished and relocating beneficiaries to other housing developments
- iv. Reasons given by government for not taking an integrated approach in developing Madelakufa Community.
- v. The type of skills transferred during the implementation of housing projects in Madelakufa.
- vi. The level of cooperation by government departments in the provision of social amenities.
- vii. Attitudes of beneficiaries to relocate to new housing developments.
- viii. Beneficiaries' motives to sell or rent their RDP houses.

- ix. Government's management strategies in dealing with beneficiaries who sell or rent their RDP houses.
- x. Skills audit of beneficiaries in this community.
- xi. Capacity programmes that government offered to this community.
- xii. Any records of the employment status of Madelakufa community.
- xiii. Awareness of the socio-economic status of Madelakufa community.

Within the framework of the research questions and theory base, the research followed a sequence in which:

- a) The data collected from informal discussions with respondents was complemented by their completion of questionnaires. ‘
- b) The informal discussions were used to enrich the data questionnaires.
- c) Inferences were drawn between the data interpretation and recommendations and conclusions were made.

3.2 ANALYSIS OF DATA

Through qualitative research, the researcher employed a historical case study approach to interpret the problem faced by Madelakufa community of selling or renting their RDP houses and returning to the informal settlements. Leedy and Ormrod (2001) say that historical research studies the significant events and individuals who play a role in them. Through historical research method, the researcher was able to get firsthand account and artefacts of the events taking place in Madelakufa community with regards to sales and rental of beneficiaries' RDP houses. It is further highlighted that historical research seeks primary sources to be closer to reality or truth about an investigation. By interviewing households as primary sources who are or have direct knowledge and experience in the sales or rentals of the RDP houses has enabled the researcher to come closer to the reality of the investigation at hand.

The advantage about using this research methodology is that the respondents were able to give first hand information as they are part of this community and they have witnessed the events happening in their community on the sales and

rentals of the RDP houses and shacks. They are the ones who live in poor conditions and have to figure out on how to survive these adverse conditions. This method also allowed informal discussions with the community and government officials dealing with the project. Furthermore, through this method the researcher was able to gain more insight and knowledge of events around the sales and rental of the RDP houses as she got deeper into informal discussion with the respondents. The informal discussions clarified the assumptions that the researcher had before interacting with the respondents of the community.

Through the in-depth interviews and informal discussions with respondents, the researcher came to the realization that there has been a turn of events in terms of the rentals and sales of beneficiaries of RDP houses. It came to her attention that there has been a drop in the percentage sales or rental RDP from 50 percent to 20 percent and an estimated 60 percent increase in the rentals of shacks that beneficiaries occupied before being allocated RDP houses. It was pointed out that in some instances beneficiaries erected more shacks on the space they were informally occupying for rental purposes.

Leedy and Ormrod (2001) say that the task of historical research is not merely to describe what events happened but to present a factually supported rationale to explain why it happened. In this case, beneficiaries came to a realization that their applications were rejected when they re-apply for housing subsidies after selling or renting their RDP houses and having moved back to informal settlements. Through the informal discussions and the data collected through the questionnaire, it came out that beneficiaries have come up with a new trend of renting the shacks they occupied before relocating to their RDP houses as a means of generating income to cater for their basic necessities.

As a qualitative research, the aim of historical research method was to find out and interpret the social and economic conditions of Madelakufa community; their experiences, what is valuable in terms of their assets and their motives towards the sales and rentals of the RDP houses. The interview schedule used was derived

from relevant literature. It was structured to produce open and flexible themes and questions that allowed the researcher to deviate from her schedule when interesting issues emerge.

The outcomes of the historical research method based on the topic at hand is related to the theoretical base described in the literature review but showed that there has been a turn of events in the strategies that beneficiaries used to generate income to cater for their basic necessities. As beneficiaries became aware that by selling RDP houses and returning to the informal settlement does not grant them to access another housing subsidy, they turned to another option of leasing the shacks, which they occupied in the informal settlement before being allocated the RDP houses.

Leedy and Ormrod (2001) say that the interpretation of data is the most important aspect of the research. The data gathered from participants' informal interviews and the questionnaires was organized in such a way that the problem of sales and rental of RDP houses could be explained better. The analysis made use of evidence that had emerged during the informal discussions and the questionnaires that the respondent completed. The researcher analyzed data by examining, organizing, combining, and categorizing the patterns in such a way that the questions for the study are addressed.

The researcher strived to be objective when conducting the interviews to avoid any influence of bias on the observations of the matter. The researcher gave the participants the platform to answer questions, became an active listener, and intervened where necessary during the informal discussions to focus on the topic. Though the researcher had her own assumption and opinions about the problem of the study, was proved wrong through the outcomes of the informal discussions and questionnaires that the respondents completed.

The questionnaire data had to be ordered according to themes that allowed similarities, differences and exceptions identified so as to allow the truth or

reality of the problem to emerge from the questionnaires and provide explanations around the phenomenon that had emerged. The ordering of the data was done in such a way that each question was ranked in accordance with how respondents answered; similarities in answers given were identified and grouped together under one theme; differences were also identified and grouped in one theme; strong suggestions were rated; and a conclusive discussion followed the interpretation of results.

3.4 LIMITATIONS OF THE RESEARCH

The limitations that the researcher encountered when conducting the interviews was the fact that there was no respondent interviewed who sold or rented his/her RDP house and returned to the informal settlement. Respondents interviewed only witnessed the events of the sales and rentals of the RDP houses that took place in their community. The reasons given were on how they viewed the situations rather than on what they went through to lead them to sell or rent the RDP houses.

The other limitation that the researcher encountered was that not all the questionnaires that she gave to respondents were given back. Out of the five members of Madelakufa community chosen to respond to the questionnaires only four responded. Out of the three councillors of Madelakufa community chosen to respond to the questionnaires, only two of them responded. Furthermore, only two Ekurhuleni Metropolitan Council officials of the three chosen responded to the questionnaires. The advantage that the researcher had was that she had an opportunity to hold informal discussions with all the participants. The other shortfall was that the questionnaires were developed in an English language and it came out that the participants were not so conversant in the language.

This shortfall was complemented by the informal discussions as they were done in an african language. Another limitation encountered was that while the researcher was analysing the findings of the data it came to her realisation that

some of the questions were not addressed and follow up interviews were conducted. The questions not addressed were not the core ones, but the researcher felt the need to make follow-up interviews to address them, as they provided a base to the key questions.

3.5 ETHICAL CONSIDERATIONS

In preparation to conduct interviews in Madelakufa, the researcher wrote a letter to head of the Housing Department in Ekurhuleni Metropolitan Council, councillors and representatives and Madelakufa community giving the background of her study and requested permission to conduct interviews based on the topic of the research study. The letter highlighted that in answering the questionnaire, their personal details were not required. What was required was their honest opinion on their experience of people who sell and/or rent their RDP houses and shacks their reasons thereof.

The letter also indicated that the researcher would handle the questionnaires with outmost confidentiality and their names would not be mentioned. The researcher also indicated that the respondents are not obliged to answer questions that may feel to be offending them though their responses to all the questions would add value to the study and most certainly assist in developing a better understanding of the subject.

Through the informal discussions with the respondents the researcher exercised caution not to be biased and be as subjective as possible and became a good listener and never tried to influence the direction of the discussions. The researcher promised the respondents a copy of the final report if they wish to have it.

CHAPTER 4

PRESENTATION OF RESEARCH FINDINGS

This chapter focuses on the details of the findings and analysis of the data collected in accordance with the topic of the research report and literature review. The analysis of the study will follow the objectives of the study. The objectives of this study are based on how the current methods of housing delivery contributes towards capacity building and empowerment of its beneficiaries; the problems that government experience with implementation of integrated development in relation to building capacity of the poor and the disadvantaged communities; and whether government's approach/rationale of development leads to appropriate capacity for human development.

The analysis examines the views of members of Madelakufa community and would then discuss and analyze the findings based on the objectives. This will be followed by the views of councillors who are political representatives of this community and conclude with the views of the officials of Ekurhuleni Metropolitan Council. It is important to analyze in this manner and not to give a general analysis as the research questions were drawn up for specific categories interviewed. Specific questions were drawn up to elicit a response from a certain category.

The councillors are responsible for political will by ensuring the delivery of services by government and to ensure that the level of beneficiary satisfaction in their constituencies is met. Furthermore it is the role of the councillors to ensure that there is political stability and development in their constituencies. When beneficiaries resort to selling and renting their houses and returning to the informal settlements, it becomes a problem to councillors and government at large as this highlights that the needs of the poor and the needy have not been met or that the level of satisfaction of the disadvantaged communities have not been achieved.

The views of official's are crucial because they deal directly with this informal settlement and are exposed to the problem encountered by this community and are responsible for the management and administration of the housing subsidies and the allocation of houses to beneficiaries. Furthermore, when beneficiaries resort to the sales and rentals of the RDP houses they have to see to it that such matters are resolved. As government's mandate is to eradicate informal settlements by the year 2014, officials are responsible to ensure that further erection of shacks are not taking place and that those that are already in place are reduced and eventually eradicated by means of the provision of houses to the qualifying beneficiaries.

The views of members of the community are critical in this debate as they give an overview and first hand information of their experiences concerning the behaviour and motives of certain individuals in the community with regards to the sales and/or rentals of the RDP houses and their decision to move back to the informal settlements. Feedback from members of the community, the officials, and councillors provides a broad overview of the socioeconomic conditions of this community and measures that they take in catering for their daily necessities. Without this feedback, the research report would be based on assumptions and not a true reflection of what is taking place in Madelakufa.

4.1 MEMBERS OF MADELAKUFA COMMUNITY

Four out of five members of Madelakufa completed the questionnaires. All of them indicated that they are unemployed and two indicated that it is upon themselves that their families are provided with food on a daily base even if they don't earn a salary. One respondent indicated, "He has to do what he has to do" in order to put bread on the table. This implies that the unemployed could go to the extreme measures in order to put bread on the table. Mohr et al (2004) says unemployment tends to give rise to crime, demonstrations, riots, and other violent forms of unrest.

All the respondents indicated that they do not have any other source of income. They highlighted that sometimes they do piece jobs, which happen occasionally. In order to survive people can even resort to immoral behaviours such as stealing, mugging, etc. Such behaviours can cause instability in a community, let alone a country. It is the duty of government to create stability and development in a country.

In order to create stability in a country, government should take development of its citizens seriously and ensure that in the planning of the housing projects, human development through capacity building and empowerment takes priority. UNDP (2002) says it is appropriate to develop appropriate capacities to direct and support policies (“institutions”) and to establish conscious policy to balance and link social norms and cultural values with development (“social capital”). If there are gaps at the planning stage of the projects, development would not be sustainable and a country would not realize economic growth.

All of the respondents indicated that they have dependants and have not received housing subsidies. UN Report (2000) says that due to scarcity of government resources, there is a need for cost – effective measures to enhance the care of families and communities. Government is trying its best to provide housing subsidies to the needy and the poor communities but Gauteng province is faced with a huge housing backlog and this is mostly caused by high influx of people from other provinces and neighbouring countries that move to this province in search of jobs. This also highlights that the implementation of rural development strategy that government initiated are not effective to curb the influx of people to cities such as Gauteng. Currently a larger portion of people who live in the informal settlements are no longer South Africans and but foreigners.

All the respondents indicated that the thought of staying in other areas other than Madelakufa has crossed their minds. One respondent indicated that “it is no longer safe here anymore, the area is full of foreigners and one cannot walk freely in the early hours of the night due muggings that are taking place”. All of the

respondents indicated that if allocated RDP houses in another area other than Madelakufa they will be able to stay there permanently and would not sell their RDP houses.

Two of the respondents highlighted that there are beneficiaries who sell and/or rent houses and return to the informal settlement such as Madelakufa. The other two indicated that it is true that beneficiaries do sell and/or rent their RDP houses but there has been a drop (from an estimated 50% to 20%) of such sales and rentals and beneficiaries are increasingly renting the shacks they occupied before relocating to their new RDP houses. Due to the fact that government does not provide sustainable measures for job creation and alleviation of poverty in the poor communities, beneficiaries are coming up with other alternatives that would enable them to cater for their livelihoods. UNRISD Report (2000) highlights that government failure to create sufficient employment has undermined the prospect of poverty alleviation. Strategies or mechanisms for job creation need to be identified to enable government to channel its resources to provide training and equip beneficiaries with skills to become creative entities and contribute to the economic growth of the country.

Given the reasons by respondents about why beneficiaries rent the shacks that they occupied before relocating to their new RDP houses, one would question whether respondents would not take the same route of renting their shacks once they have moved into their RDP houses as they are also unemployed and are living in poverty-stricken conditions. This highlights that government should take precautionary measures of capacitating and empowering them with the necessary skills that would enable them to enter the labour market. CCLASS (2004) says integration to incorporate people into the market system is a better solution to poverty alleviation.

Respondents indicated that some of the beneficiaries when realizing that they are unable to get another housing subsidy after selling or renting their RDP houses, they start renting the shacks which they occupied before relocating to their formal

houses. This indicated that the shift in behaviour has been triggered by their constant failure to defraud government in securing a second housing subsidy. This led beneficiaries to come up with a second option for survival purposes by leasing the shacks occupied before moving to their new RDP houses.

This shows that beneficiaries regards the shacks that they occupied as assets that they could generate income for their survival because they are unable to enter the labour market or even to start up small businesses due lack of skills. This highlights that through their experience of living in poverty Madelakufa community has learned tricks of survival from hunger.

One official indicated that even though some of the beneficiaries are unable to get a second housing subsidy through fraudulent measures it does not mean that the housing database does not have loopholes. He indicated that they had some cases where some beneficiaries' housing subsidies were approved for the second time. It was indicated that these beneficiaries would register their names for housing subsidy in another informal settlement as first time applicants and few and not all of such beneficiaries have been caught. One councillor provided similar statement as that of an official that there are some loopholes in the housing subsidy waiting list. Even when government is trying to improve the livelihoods of the needy and the poor, there are spoilers in the poor communities such as Madelakufa who want to cash in and enrich themselves by defrauding government in securing housing subsidy for more than once and some even succeed in receiving more than one subsidy.

When government decided to centralize the housing waiting list at provincial level, the main reason was to curb corruption that was taking place at local level. Through the responses given, it still shows that corruption is still taking place even at provincial level. They both highlighted that the ranking of beneficiaries according to dependents is also problematic as the outcome of this process allows beneficiaries who have just recently applied for a housing subsidy to get it before others who have long applied.

Two respondents indicated that it is due to “corruption” that beneficiaries sell or rent their RDP houses while the other two indicated it is because they are unemployed and they are trying to generate income for survival. The former respondents highlighted that some of these beneficiaries tend to erect even more shacks after relocating to their RDP houses for rental purposes. They further indicated that some of these shacks are sold by beneficiaries to those who are rich to make business as “shack lords” in the informal settlements.

The respondents stated that the duty of the “shack lords” is only to collect rent from the occupants of these shacks. They also indicated that business of rental of shacks is booming as most of the occupants are foreigners and they do not qualify for a housing subsidy. One respondent indicated that these shacks are highly crowded. She indicated that the shack may be leased to one person but when these foreigners go home they bring along their friends and next of kin’s to stay with them in these shacks. Government has a duty to ensure that shack farming does not get out of hand.

There is a need for government to ensure that the management of shack with the intention of eradicating them is pursued effectively. Gauteng Department of Housing has done an audit and currently has 405 registered informal settlements and has records of the number of shacks that would be developed into formal houses. In ensuring that more shacks are not erected, government needs to keep a close watch of the activities that are taking place in the informal settlements.

All of the respondents are still staying in the informal settlement as they are still waiting for the approval of their housing subsidies. They are not paying for services such as water. The respondents indicated that they have been staying in this informal settlement since 1992. This means that it has been more than a decade since these respondents have been staying in this informal settlement and are still waiting for the provision of houses.

Due to government's scarce resources, it takes long to provide services such as housing to beneficiaries. Poor communities also has a role to play to ensure that government assist in providing services to them. CICCLASS (2004) says self-organization of the poor at community level to exercise some influence over government and hold it accountable is another ingredient of poverty alleviation. Community participation and mobilization of members of the community to submit a memorandum or petitions to government about their needs is crucial.

By building the human development aspect of beneficiaries while providing housing delivery services, government would be creating a legacy of empowered communities who could take care of their livelihoods without government's provision of social relief. Clark (2002) says that building up of skills, confidence, assets and freedom is imperative for development.

All the respondents indicated that they are receiving free water from communal taps and they use pit latrines. There has been conflicting views on the responses given by members of the community and councillors on the issue of collection of refuse. Members of the community indicated that municipality does not collect refuse removal in this area; while councillors indicated that refuse removal is collected on a daily base. While visiting this community during an oversight visit with the Gauteng Legislature Portfolio Committee in 2003, the researcher witnessed piles rubbish on the streets. The residents of this informal settlement are exposed to terrible health hazards and this could trigger various illnesses. The use of pit latrines and the piled up of refuse and waste material is an indication of their terrible living conditions.

All of the respondents indicated that their level of literacy is very low and this became evident during the completion of the questionnaires. Respondents requested to take the questionnaires home so that some of the members of their families or neighbours could assist in completing the questionnaires. UNDP (2002) says that there is a need for government to invest in education first so that the transfer of skills and knowledge through technical capacity could be better

absorbed. Investing in education will also ensure that there is investment in the skills development of the marginalized communities. Adult Basic Education and Training could be a gateway towards developing this community so that when other employment skills are imparted they would be in possession of some basic education in reading and writing.

Two of the respondents indicated that they do not possess any skills. They would like to be trained for any kind of job but were not willing to attend adult basic education while the other two respondents indicated that they have skills such as cleaning and painting and other menial jobs and would like to be trained for skills such as plumbing, bricklaying, security guards, etc. The latter respondents gave an indication of their willingness to attend adult basic education.

The World Bank institute (2005) highlights that a long-term plan for building capacity by addressing structure, training, incentives, and functions is now vital not only in government ministries, but also in other institutions, and in civil society and is increasingly playing a critical role in the delivery of essential services such as housing, healthcare, education, etc. Unwillingness to attend adult basic education shows the lack of awareness of the value of education. Since there are members of this community, who are willing to attend adult basic education and training, they would serve as exemplary to those who are not willing.

All the respondents indicated that they don't have any knowledge of programmes or projects that the Gauteng Housing Department has initiated in their community to capacitate them to enable them to enter the labour market. This highlights that government in particular; the Gauteng Housing Department needs to take a new approach in the planning and implementation of its projects. It must take into account the human development approach as this would ensure that beneficiaries are able to cater for their livelihoods once they have settled in their new RDP houses.

Since the respondents have been staying in Madelakufa for more than ten years they have been aware of what has been taking place especially with the new occupants of the RDP houses. Two respondents indicated that after some few months of relocating to their new RDP houses, they have seen some of the beneficiaries going to the Council's Indigent Office to register for indigent grants as they are unemployed and are unable to provide for their necessities let alone the payment of water and services.

UNRISD Report (2000) says as long as levels of unemployment remain high and other forms of service delivery and job creation are not developed, it seems poor household communities would still rely on government for social assistance. Government must guard against the social relief that it provides that it does not lead to a vicious cycle of dependency. The World Bank (2005) says the problem of poverty could be solved by reducing social welfare benefits to the poor, to make them stand on their own two feet by creating "food for work" or training programmes to get them used to working.

Poverty and unemployment status of Madelakufa community highlights that the provision of a house alone to the poor and the needy is not sufficient to sustain their livelihoods. Three of the respondents indicated that they require eight hundred rand on a monthly base to support their households while the other one highlighted that seven hundred rand will cover her household expenses. Human development is crucial in order to create stable communities that could cater for their livelihoods.

All respondents highlighted that there has not been any effective skills transfers by developers during the implementation of the housing projects. Furthermore, where skills were transferred it was done to a small portion of members of the community and there were no certificates offered that could allow members of the community to seek employment in the formal sector. World Bank Institute (2005) says there is a need to view capacity development as a long-term process

that must be sustained to match the transformations and transitions of development

4.2 COUNCILLORS OF MADELAKUFA

Out of a total of three councillors selected only two of them completed the questionnaires. The first councillor who has been a representative of Madelakufa community for 10 years highlighted that the problem of lack of integrated development approach in the housing delivery is not only a problem experienced by Madelakufa beneficiaries alone. Even neighbouring townships are experiencing such problems. The second councillor indicated that in some of these townships beneficiaries are just been “dumped” as there are no provision of social amenities such as clinics, sports fields, recreation centres, schools, police stations, etc and they have to travel long distances to access such amenities.

The first councillor indicated that school going children have to travel by taxis for long distances to access schools in the neighbouring communities while their parents do not have enough money to cater for their well being. The first councillor further indicated that they have lodged several complaints with the Department of Education for the provision of schools in this area but there hasn't been any response till to date. The researcher concurs with Malik (in the UNDP Report, 2002) who says government can also ease poverty and exclusions by improving the outreach of public services to areas of neglect by setting up schools hospitals, provide social grants, social amenities such as sport facilities community centres, etc. It is well known that government operates with scarce resource but the issue here is that once the Housing Department decides to establish a township it must put into consideration and budget for the provision of social amenities such as schools, clinics, police stations, recreation centres, tarred roads, etc.

The second councillor indicated that some families with school going children who are allocated RDP houses during the middle of the year find it difficult to get

schools transfers or to get their children accepted to new schools so immediately when they move into the new houses they sell and/ or rent them and return back to the informal settlements. In this regard beneficiaries have a role to play by indicating to officials the dilemma they find themselves in so that arrangements can be made for them to occupy their shack until the end of the year while renting their new RDP houses.

The first councillor indicated that due to poverty beneficiaries are selling bar codes of their shacks due to lack of knowledge and awareness that such a bar-code entails that one's shack has been recorded in government's database for one to be eligible for a housing subsidy. There is a need for government to create awareness about the importance of bar-coded shacks and provide this community with the disadvantages of selling their bar-codes. Malik (in the UNDP Report, 2002) says that policies and institutions may be right, but if social issues of society are ignored, this will produce incomplete transformation. The policy on housing delivery is a good one but what government has overlooked is capacity building of the poor and the disadvantaged communities.

The first councillor highlighted that the Department of Social Development has been providing skills such as sewing, food gardening, welding, etc in the neighbouring communities. The argument here is that if the Departments of Housing and Social Development and other sister departments could stop working in silos and cooperate in the process of alleviating poverty, and work collectively to develop human capacity of the poor and the disadvantaged communities, development would become sustainable and political stability would be maintained in this community. This would resolve the problem where different skills are offered to the same individuals and not reaching the intended target group.

UNDP Report (2002) says that the states can commit two types of errors; the first been the error of omission, where government fails to do what it is ought to do which is the provision of services to its constituencies; the latter been the error

of commission, where the state does too much and overstep its bounds. This report further elaborates that with regards to the error of omission, if government does not plan right, basic services may be delivered to those who can afford while those who cannot afford suffers. For sister departments to provide services collectively they can use an existing database such as the housing waiting list to target the poor and the disadvantaged in building capacity of these beneficiaries so that once they are allocated houses they are able to utilize their acquired skills to provide for their basic necessities.

Both councillors indicated that during the development of Integrated Development Plans (IDPs) and during the budget process as representatives, they make submissions on behalf of this community about their needs at local level for consideration by Council. The first councillor highlighted that as a previous councillor for this community he on several occasions approached the department of Social Development and Housing to assist in addressing the needs of this community but without any success.

The second councillor indicated that the Gauteng Department of Housing promised to assist since 2004 and till to date nothing has been forthcoming. Mohr et al (2004) says in order for government to achieve its objectives of playing a role in the economy, it should provide public goods and services, which can be achieved through public ownership or public financing of goods and services produced by the private sector. Government needs to keep the promises it has made to its constituencies, as they are the people who put them in government through their votes.

The first councillor indicated that due to poverty and lack of employment beneficiaries sell and /or rent their RDP houses and return to the informal settlements. The second councillor indicated that only those who are working are able to pay for water and services. This shows that the majorities who are selling or renting their RDP houses are those who are unable to provide for themselves

and are making a means for survival through the rental and/or sales of these RDP houses.

Both councillors indicated that in dealing with people who sell or rent their houses and shacks they report them to the police station as per the decision taken by Ekurhuleni Technical and Steering Committee that it is illegal and against the law, to sell the RDP houses. Instead of arresting the people who rent or sell the RDP houses there is a need for government to establish the root cause of this problem and address it in order to create stability in this community.

Both councillors highlighted that government did not take an integrated approach when developing Madelakufa and other neighbouring communities. This is evident through the responses given by the members of the community as they indicated that they access social amenities from the neighbouring communities. Mohr et al (2004) says that government has a regulatory role to play in the economy to ensure that the market outcomes are efficient and fair to accommodate the less privileged.

The first councillor indicated that government did not provide any reasons for not taking an integrated approach in developing Madelakufa community. He indicated that the aim of government was to relocate beneficiaries to new housing developments and utilise the vacant space where the shacks were erected to construct some of the social amenities. Nevertheless, this has become impossible as beneficiaries are now selling and even erecting more shacks for rental purposes on the space, which they occupied informally before relocating to their new RDP houses. This highlights that beneficiaries are also to be held responsible for slowing progress of development in this area. Their resistance to relocate from their shacks and by renting their shacks has made it impossible for government to implement social amenities in their area.

The second councillor indicated that the developer who was responsible for the development of Madelakufa was very slow and it took him long to utilize the

vacant area where beneficiaries have given way for the erection of social amenities and eventually the vacant space was re-invaded. He further indicated that Council eventually took over the development of this area in 2005 to speed up the process. In case of developers hiring local labour for skills transfer purposes, both councillors indicated that Council always urges developers to hire local labour and this has also been the case in the development of Madelakufa but was not sure whether beneficiaries were given certificates at the end of the project.

Both councillors indicated that they do not have the records of employment and unemployment status of this community and government has neither done this exercise. This gives an indication that the government has not started embarking on the processes of building human capacity that is sustainable through the provision of the delivery of housing services.

On the issue of the identification of skills that could be suitable for this community, the first councillor indicated that once the skills audit is done it is only then that skills suitable for this community could then be determined. The second councillor indicated that government is not doing anything to capacitate this community to ensure that they are able to enter the job market. Mohr et al (2004) points out that there is a shortage of skills and an oversupply of unskilled and semi-skilled labour in South Africa. It is stated that there is too much of the wrong type of labour. The transfer of skills to beneficiaries during the implementation of the housing projects will only produce semi-skilled labour because training or skills transfer is not intense.

Mohr et al (2004) further note that even when the demand for goods and services is low, there are always vacancies for people with certain technical/ professional skills or qualifications. In this regard there is a need for policies to improve the quality of labour which can be achieved through education and training. Government has a duty to develop human capacity of the poor and the disadvantaged communities such as Madelakufa to ensure that such communities

could be able to survive with out its assistance. This would mean that government would be creating a legacy of independence as opposed to that of dependency that is now experienced by the poor and disadvantaged communities.

4.3 EKURHULENI OFFICIALS

The researcher selected three official of Ekurhuleni Metropolitan Council who are directly involved with Madelakufa community. Out of three officials selected, only two completed the questionnaire. Both Housing officials in Ekurhuleni Metropolitan Council indicated that residents of Madelakufa informal settlement invaded this piece of land in 1991 and government has taken over ten years to complete the development of this informal settlement due to shortage of land. Both the officials indicated that the recent statistics of shacks in Madelakufa stands at two thousand, three hundred and twenty eight (2328).

Both officials supported the views of members of the community and councillors that government did not take an integrated approach when implementing housing projects in Madelakufa. The first official indicated that the reason for not taking an integrated approach was that the area is situated nearer to schools, clinics, police station of the neighbouring communities. UNDP (2002) says the role of government in capacity building is that of ensuring “equality of opportunity” and can respond to the inequality of outcomes in instances of discriminatory and exclusionary practices by improving the outreach of public services to areas of neglect by setting up schools, hospitals, sport facilities, community centres, etc. The second official indicated that government did not provide any reasons for not taking an integrated development approach because the people of Madelakufa invaded the area, no space was left out for the implementation of social amenities, and beneficiaries are resisting moving from the areas where the social amenities should be implemented.

The first official indicated that residents of this community and neighbouring communities have settled according ethnic groups, so residents of Madelakufa

have to travel long distances to neighbouring townships to access schools that teaches the same ethnic language. Government must take into consideration that reliance of social amenities of one community by neighbouring communities will cause a strain on them as they will be over used. Each newly established township should have its own social amenities.

The first official further highlighted that beneficiaries are selling and/or renting their RDP houses to enrich themselves because some of them are unemployed for a long time. When hunger and poverty hit people they can utilize any thing they can think of that could generate income in order to cater for their necessities. As a way of survival, the unemployed in the case of Madelakufa community had to find a way of generating income to cover their necessities.

In this case their first option was to sell or rent the RDP houses and currently, the rental of shacks which they occupied before relocating to the new RDP houses. World Bank (2005) says capacity remain a binding constraint to development and poverty reduction should be approached strategically for growth of the country. The second official indicated that there are corrupt members of the community who are always seeking a means either to cash in and make money for survival or just to generate income for their own purposes.

The first official highlighted that another issue that is problematic concerning the approval of housing subsidies is that of giving first priority to the Truth and Reconciliation Commission “TRC” beneficiaries even though there is no list to verify that indeed such beneficiaries are exempted as beneficiaries of the “TRC.” The second official indicated that “queue jumping” is a problem in the management of the housing waiting list. Corrupt officials are making money through bribes that they receive from members of the community in exchange for housing as quick as possible.

Both the officials indicated that concerning the demolition of the shacks there has been confusion. There is lack of direction in resolving this matter as the

magistrate always makes a ruling in favour of the informal dwellers. The legal department in the Council is always reluctant to take action and would always refer the officials to what the law says.

The first official also highlighted that there is no initiative by government to capacitate Madelakufa community that he is aware of. He indicated that during the time of Khayalami Metropolitan Council, the Department of Labour used to organize training to provide the unemployed with skills that would enable them to get jobs. He indicated that some of the people who got the jobs during that time are still working to date. The respondent further indicated that after the time of Khayalami Metropolitan Council nothing has been happening in terms of the skills development.

One would ask whether it is due to lack of leadership skills of the new officials or lack of direction and vision by Council or in-consideration and ignorance of the livelihoods of the poor and the disadvantaged communities. Mohr et al (2004) says free marketers argue that the best way to reduce inequality is to encourage greater factor mobility through education and training and assisting people to help themselves rather than to use taxes and transfer of payments to redistribute income.

The second official gave contradictory statements. He said that the Housing department has relationships with other sister departments in ensuring the implementation of social amenities such schools, clinics, police stations, etc, and further indicated that government did not take an integrated approach in developing Madelakufa Community because it is relatively a small community and beneficiaries are able to access the social amenities such as schools, clinics, sports fields, police stations, etc in the neighbouring community since the townships are nearer to each other.

Accessibility of social amenities is not an issue here, emphasis on integrated development would mean that government should provide social amenities for

each and every township that has been established. One need to question the overcrowding of people and the long hours that people could wait for their turn to utilize such services.

Furthermore, the durability of social amenities is questioned. When such amenities are put in place, they are developed according to a specific number of people. Once they are over-utilized, they cannot stand the test of time. The communities will start complaining about the poor quality of services rendered to them. To achieve sustainable development and to maintain stability in communities, especially for the poor and the disadvantaged groups it is important that when government plans to establish a township, it must consider an integrated development approach during its planning stage.

The first official indicated that sometimes they experience resistance by beneficiaries to relocate to other projects that are far away from Madelakufa community. At times it is in a situation where beneficiaries are situated nearer to their next of kin's would not want to loose their social networks. UNDP (2002) points out that the social networks are one of the primary resources that the poor possesses for managing risk and vulnerability. Social issues are more important for development to take place.

The second official indicated that beneficiaries are willing to relocate to other housing projects and have not experienced any resistance in relocating to other housing projects. By not resisting relocation while they do not have an income to maintain their households, shows that beneficiaries have plans in place when relocating to the new housing developments. The respondent further noted that some beneficiaries rent out the shacks, which they used to occupy while staying in the informal settlement to boost their economic status and to cover the costs of their necessities.

The World Bank (2005) says that sustainable capacity development calls for a spirit of mutually reinforcing support and accountability. Government must give

support to these beneficiaries by capacitating them with relevant skills that would enable them to seek jobs in the labour market or to start up their own small businesses.

The first official highlighted that this community is very poor and is living under terrible conditions while the second official indicated that he is not sure about the socio-economic status of this community because once beneficiaries relocate to their new RDP houses they start extending their houses. Davids et al (2005) say poverty, like development is a difficult phenomenon to measure and that the perspective from which poverty is seen often determines the extent of how poverty is defined.

CHAPTER 5

ANALYSIS AND INTERPRETATION OF RESEARCH FINDINGS

It is evident through data collected that Madelakufa community is living under terrible and adverse conditions. The majority of this community are unemployed and they lack skills that could give them access to enter the labour market. When hunger strikes and not having any option to provide food for themselves, people will go to the extreme levels without any cautions in order to put a plate on the table. This would mean that criminal activities such as stealing, mugging, etc, could be easily exercised in order to provide for their families. Madelakufa community is highly poor and disadvantaged. For this community to be transformed, government intervention is required.

The first key research question was aimed at addressing the issue on how government contributes to capacity building that could sustain the living conditions of the poor and disadvantaged communities such as Madelakufa. The data collected highlights that the Gauteng Housing Department has not yet embarked on human capacity of its beneficiaries except through skills transfer during the housing developments, which has not been highly effected. The issue of skills transfer through labour intensive method has proven not to be an effective method of building capacity that would sustain the lives of these beneficiaries as the jobs are mainly for a short period.

A skilled community is an empowered community. The delivery of houses alone does not bring sustainable development. Human development of beneficiaries while developing their communities through housing delivery is a prerequisite because these beneficiaries would eventually be able to maintain their livelihoods while at the same time been able to maintain their households. This statement supports the definition by Cook (in Fitzgerald, Mc Lennan and Manslow, 1995) as highlighted in the literature review when referring to human development as a literate community where knowledge and skills are increased.

The literacy level in Madelakufa is very low, so human capacity development would boost their literacy level. Without building the skills of this community the sales and rentals of RDP houses and shacks would not come to an end as this would be their only option to make a living. Ekurhuleni Metropolitan Council should assess and re-look at its current operations and management and compared it with the previous Khayalami council which was able to capacitate its beneficiaries through training and skills development of its beneficiaries in conjunction with other sister departments such as labour.

The issue here is to develop lasting skills to the poor and the disadvantaged communities so that they can be able to cater for their necessities. Mohr et al (2004) says programmes such as building and maintaining roads and houses, dams, cleaning the environment, developing new agricultural land, etc are expensive and do not constitute a lasting solution to employment. There is a need for Gauteng Housing Department to explore capacitating its beneficiaries with other skills that can create sustainable jobs besides the transfer of skills during the building of houses. The aim here is to create stability in the housing developments that have been established. This will curb the problem that government is facing of the sales and rentals of RDP houses and shacks.

Government needs to take a different approach in equipping the poor and the disadvantaged communities with skills for empowerment purposes. Capacity building through training and education would provide jobs on a long term basis. It is up to government to curb the problem of sales and rentals of the RDP houses and shacks by beneficiaries and reduce the spread of informal settlements. UNDP (2002) says in order to address the issue of capacities for the development of a country, there is a need to set priorities (“vision”) and identify the right mix of policies and market approaches.

When capacitating beneficiaries government need to take into account that it does not dwell on the existing skills as this will provide an oversupply of such skills and the exercise would be rendered useless as beneficiaries would not be able to

enter the labour market due to this excess supply. This reinforces what Thring (in Khan and Thring, 2003) has highlighted in the literature review that in South Africa there is too little training in skills that are needed and too much training in skills that are inappropriate.

Government is doing its best to develop this community but currently it is facing a problem where beneficiaries are selling and renting their RDP houses and shack they occupied before relocating to their new RDP houses as a means to cater for their necessities due to poverty and unemployment status of the majority. Poverty is a negative and cruel element in people's lives. The poor are trying by all means not to succumb to this negative element. They are trying hard to come out of their poverty traps even if it means applying unlawful factors such as renting the shacks they occupied before relocating to the new RDP houses. The main issue here is for beneficiaries to generate income for survival. To ensure that these unlawful acts are minimised or stopped, government need to provide sustainable measures for job creation and poverty alleviation. UNDP (2002) says human capital plays an important role in the development of a country. This means that trained and skilled labour influences the prospect of a nation. He points out that quality institutions, schooling and an overall stock of human capital together with outward-oriented trade policies enables a country to achieve high growth rates that can be sustained for over a generation.

During the study, it emerged that poverty is rife among this community. For survival, they resort to sales and rentals of their RDP houses and shacks which they occupied before moving into their new RDP houses. Friedman (in Khoza, 2001) says historically disempowered people, especially those living below the poverty line, will continue to be excluded because of their lack of requisite social power to meaningfully exercise their political rights. He further points out that their political participation depends on a solution to their subsistence problems, that is, their poverty, because it effectively excludes them from the full exercise of their rights.

On the other hand the rentals of shacks by beneficiaries indicate that they are now starting to realise the benefit that a shack or a house could bring to them. It is partly true that beneficiaries do not value their RDP houses as Baumann (in Khan and Thring, 2003) has asserted in the literature review that the widely noted (but not yet quantified) tendency for beneficiaries of the RDP houses to sell their dwellings at less their monetary cost suggests that these houses are not valued positively. The other reason would be that when selling and /or renting the RDP houses, beneficiaries knew that they could get another house by manoeuvring the housing waiting list. The fact that a shack is a structure that has been erected illegally does not seem to bother them. They see shacks as assets that can generate income for them.

The unlawful sales and rentals of RDP houses and shacks is not a good move, but it is done because the delivery of houses alone does not empower the community to look after themselves. In this regard a house irrespective of how much it costs becomes a commodity that can be exchanged for food for survival. Beneficiaries also easily sell or rent their RDP houses as Bauman (in Khan and Thring, 2003) has highlighted in the literature review that the RDP house comes with a responsibility of maintaining it. It does not mean that because it is a free house it would mean that beneficiaries would live a free life without paying for anything including services.

Corruption is cited as one of the courses of the sales and rentals of the RDP houses and shacks. Beneficiaries get corrupt in order to provide for their families. Greed also plays a role in the sales and rentals of the RDP houses and shacks. The rich such as “shack lords” buy shacks out of greediness to generate more money on top of what they already have. It is evident through the data collected that the driving force behind the sales and rentals of the RDP houses and shacks is mostly due to poverty and hunger.

For government, particularly the Gauteng Department of Housing to address the issue of beneficiaries who sell or rent their RDP houses or shacks, building

capacity through skills development of beneficiaries should be taken into consideration. Such skills would enable beneficiaries to enter the job market or start up their small businesses. Mohr (2004) says the promotion of small businesses and informal sector is crucial because it is believed that small businesses are more labour intensive than larger enterprises.

The provision of social amenities is not a luxury but a necessity. Government needs to take its mandate of providing the poor and the disadvantaged communities with the necessary social amenities. Without the provision of such amenities the lives of the poor and disadvantaged in the informal settlements and those in new housing developments would be slightly different. For beneficiaries to settle in their new RDP houses in the newly established townships, the comfort should surpass the lives they led while living in the informal settlements. If that is not the case beneficiaries would always think of going back to the informal settlements.

When government establishes a township, what comes to mind is that the township will be furnished with houses for residential purposes, social amenities such as schools, clinics, sports centres, recreation and community centres, police stations, shops, with the intention for the community to have easy access to the services they need. However, this is not the case in disadvantaged communities such as Madelakufa.

Government shouldn't develop a community by earmarking that such a community would share the social amenities with the neighbouring community. If the plan was for Madelakufa to share the social amenities with its neighbouring communities, government should have conducted research to assess whether the neighbouring communities are speaking the same ethnic language as these is posing problems especially with children who have to travel long distances to other townships to attend schools that teaches their ethnic language. World Bank (2005) says poverty reduction requires the state to carry out basic public management functions to provide access to basic social services. Every township

that is established should be furnished with its own social amenities. The sharing of social amenities would cause a strain to these services because when such amenities were developed they were meant to cater for a particular percentage of a population.

The unavailability of social amenities in the housing developments frustrates beneficiaries and that is the other reason why they end up selling and renting their RDP houses and returning back to the informal settlement. The availability of social amenities in a community does not only provide services, they also create jobs. The availability of social amenities would require management and maintenance and a certain percentage of the local residents would be hired as service providers or for maintenance of such facilities.

The second key research question was aimed at addressing the associated problems experienced with the implementation of integrated development in relation to building capacity of the poor and the disadvantaged communities. The World Bank (2005) says capacity development should be approached strategically for growth and poverty reduction. Through the data collected it was evident that government did not take an integrated development approach in developing Madelakufa community. For integrated development to be fully implemented government Departments need to work collectively in capacitating this community with the relevant skills that would enable them to enter the labour market.

The scarcity of resources and lack of buy-in from financial institutions as partners in the development of low cost housing has been another major obstacle for government to provide social amenities such as schools, clinics, sport centres, etc. Most and not all of the houses delivered in the previous years, government only provided houses for residential purposes without social amenities such as schools, clinics, sports centres. This statement put emphasis on what Khan (in Khan and Thring, 2003) highlighted in the literature review that the post-apartheid housing

policy is highly static with respect to output/product and its contribution to sustainable human development.

The Gauteng Department of Housing is faced with a huge housing backlog. Beneficiaries wait for many years before houses could be allocated to them. World Bank (2005) says the success of capacity development depends on its social integration within the broader social, political, and economic environment. This reinforces the need for capacity development efforts to be managed, owned, and carried out by people in partnership with government and with the private sector. There is a need for the private sectors and financial institution to form partnerships with government in order to develop townships that could be sustainable even for the next generation to come.

The findings of the data collected highlight that there has been slow delivery of houses and people end up reinvading the land where people have been moved for the implementation of social amenities. The slow delivery of houses to beneficiaries in Madelakufa may be caused by the lack of working capital by contractors or due to government's scarce resources. There is a need for government to come up with cost effective and efficient methods of delivering houses to the poor and the disadvantaged communities. In order for government to meet the mandate of eradicating informal settlements by the year 2014, it is also faced with the challenge of providing affordable rental accommodation to foreigners who come to Gauteng to seek jobs and end up living in the informal settlements.

Developers need to develop a community according to specified timeframes. When awarding projects, government need to check and demand proof of financial viability of such developers to avoid the stalling of projects in the middle of the process or even liquidation of such developers due to lack of capital.

In cases where land invasions have occurred like in the case of Madelakufa, where government resolved to upgrade this informal settlement, it has been established that due to resistance by beneficiaries to move from their shacks, government has been unable to put social amenities such as schools, clinics, etc. Beneficiaries are also responsible for the success of development in their communities. This is emphasised by what Baumann (in Khan and Thring, 2003) has pointed out in the literature review that the Asset Vulnerability Framework suggest that the housing policy to have a meaningful impact on poverty, greater meaningful cooperation and involvement with communities and NGOs are needed in South Africa.

If beneficiaries show some resistance and not give way for development to take place, this poses problems because people will always be trapped in the poverty circle and adverse living conditions. Due to the poor level of literacy in this community, government needs to provide outreach programmes and awareness about the importance of social amenities in their communities and highlight to them that by moving from the sites they have occupied does not mean that they will not be allocated with the RDP houses. The disadvantaged communities such as Madelakufa should be provided with outreach programmes on the importance of developments in their communities and how their cooperation could bring progress and speedy delivery of houses.

Poverty and unemployment is a major problem in South Africa, government needs to come up with strategies that could reduce and ultimately eradicate unemployment. Mohr et al (2004) says unemployment tends to give rise to crime, demonstrations, riots, and other violent forms of unrest. Unemployment is a negative aspect as it creates poverty and instability among the poor and the disadvantaged communities in South Africa. Through the data collected it is evident on what Baumann (in Khan and Thring, 2003) has highlighted in the literature review that an area that remains relatively unexplored in South Africa is the housing policy's relationship to the drive to eradicate poverty. Respondents

indicated that there are no mechanisms in place to capacitate Madelakufa community to enable them to provide for their livelihoods.

Through the data collected it has emerged that there are spoilers in the community that are trying to defraud the housing subsidy waiting list to access more than one housing subsidy from government. There is a need for government to come up with effective measures and tight security on the housing subsidy waiting list to ensure that further fraudulent activities do not occur. UN Report (2000) says that due to scarcity of government resources, there is a need for cost – effective measures to enhance the care of families and communities.

There is a need for Gauteng Department of Housing to put tight security measures on the housing waiting list to curb the problem such as queue jumping, payment of bribes for the approval of subsidies, etc. This would ensure that beneficiaries and Housing Department officials responsible for the waiting list do not get an opportunity to defraud government. The management of the waiting list should be structured in such a way that government could be able to trace the culprits who are involved in unlawful acts. In this regard the rights of access to the waiting list for amendments and additions should be given to few people at a central point. This would enable the Housing Department to pin down the culprits when irregularities occur on the housing waiting list.

Once the needs of the communities are met through capacity building for skills development, fraudulent measures by this poor community will be minimized because beneficiaries will be in a position to work for themselves. The new Housing Policy framework, Breaking New Ground (2004) highlights the new strategic direction that government is taking of integrated development approach, which encompasses mixed use, and mixed income tenure land use. The purpose of this new approach is to contribute towards job creation and eradication of poverty as social amenities and business sites provided would create sustainable jobs. Examples of such housing projects, which are in the implementation process, are Cosmo-City and Olivenhoutbosch.

The third key research question was aimed at assessing whether government's approach/ rationale to housing development leads to appropriate capacity for human development. Housing policies talks about skills transfer during the implementation of the housing projects. The respondents gave different and conflicting answers in this regard, as some indicated that there were skills transfers but not sure, whether professional certificates were provided after the completion of a project.

On the other hand, other respondents highlighted that there were totally no skills transfers and that skills transfers to beneficiaries happened during the Khayalami Metropolitan council. This highlights that the Gauteng Housing Department has not considered building capacity of its beneficiaries with long-term jobs so that they can be able to maintain their households. Skills transfer through labour intensive method where local labour is capacitated during the implementation of the housing projects has not taken place in this community. World Bank (2006) says that it is crucial to implement projects that mobilize and develop capacities of the poor communities themselves to take a more active role in building small-scale infrastructure and improving the quality range of social services.

The response given by councillors of this community that government has not embarked on the skills audit of this community reinforces what Thring (in Khan and Thring, 2003) has highlighted in the literature review that government is mainly focusing on the skills development of employees and not of the consumers. Since government has not started implementing sustainable strategies for poverty alleviation and job creation, the poor and the disadvantaged communities as masters of their own circumstances have to come up with their own strategies to relieve themselves from their adverse conditions.

The concern here is that beneficiaries are taking the law in their hands by trying to defraud government by seeking to get another subsidy. If government could assist by providing beneficiaries with skills that could enable them to get

sustainable jobs, such fraudulent behaviours could come to a halt. If the approach to capacitate beneficiaries is taken into consideration it would ensure that peace and stability is maintained in communities such as Madelakufa.

There is a need for the Gauteng Department of Housing to take another approach other than that of skills transfer during the implementation of the projects in building capacity of beneficiaries of the RDP houses. The aim is to address the problem of the sales and rentals of the RDP houses and even the rentals of shacks they occupied before relocating to their new RDP houses. Human development through training to equip beneficiaries of the housing development projects with skills that could serve as passport to the formal sector would be an advantage. This reinforces the statement by Cook (in Fitzgerald, Mc Lennan and Munslow, 1995) as highlighted in the literature review that in people, capacity takes the form of education, training, experience, knowledge, networks, values, etc.

The World Bank (2005) says that to develop an integrated approach to build local capacity in governance, links action-learning methods to empirical diagnostic surveys and policy applications through collective action at local level. This would enable members of the community to fend for themselves, contribute to the economic growth of the country, and not depend solely on government for survival.

From the analysis of the data gathered it is clear that government has a huge role to play to achieve its core mandate of eradicating informal settlements. It is evident that the provision of houses alone to the poor and the disadvantaged communities is not sufficient. One respondent indicated that the provision of the houses to the poor is like “buying a person a car while he/she doesn’t have money to buy petrol.” This means that government also has a social role to play. There is a need for the Gauteng Housing Department to mobilize other sister departments to provide social amenities in the development of the housing projects to create better living conditions for the poor and the disadvantaged communities.

Government need to put in place tight security control on the existing informal settlements to monitor and ensure that there are no further invasions. The mechanism highlighted by respondents of reporting the matter to the police for the management of shacks to curb the mushrooming of informal settlements need to be re-looked and assessed as it would not bring desired results. Municipalities must have their own security mechanisms for the management of informal settlements and shouldn't put this matter into the hands of the policemen. Policemen should provide back-up in cases of emergency and shouldn't take fully responsibility.

Government need to take a stand in the demolition of shacks. An agreement should be passed between the magistrate courts and the legal department in Ekurhuleni Metropolitan Council on the way forward in dealing with the demolition of shacks. Government should identify land to relocate shack dwellers before demolishing their shacks. If shack dwellers are left stranded they will invade another vacant piece of land.

CHAPTER 6:

CONCLUSION AND RECOMMENDATIONS

6.1 CONCLUSION

Through the data collected it emerged that the main reason behind the beneficiaries' sales and rentals of their RDP houses is due to poverty and hunger that is ravaging the poor and the disadvantaged communities. Madelakufa community is highly unskilled and their literacy level is very low and their option to enter the labour market is relatively low. So the only option for them to survive is to utilise any asset in their possession to make a living.

Another factor that makes these beneficiaries to sell or rent their RDP houses and return to the informal settlements is due to the lack of social amenities such as schools, clinics, etc, and has to travel long distances to access such amenities. In order for beneficiaries not to resist relocation from the sites where social amenities need to be implemented in the upgrading of informal settlements such as Madelakufa, beneficiaries need to be made aware of the importance of relocating from their informal shacks in order to give way for the implementation of social amenities.

These beneficiaries should also be given assurance that new RDP houses will be allocated in other housing projects for them. Though relocation to other housing projects creates problems to beneficiaries as they are separated from their social links, government needs to stress the need for their relocation because development that would benefit them has to take place. Furthermore beneficiaries are relocated to houses in the outskirts of towns far from their work places and have to travel long distances to get to their workplaces. These new developments do not have industrial or business sectors next to them.

The study shows that the provision of houses alone is not enough to develop this community and to appreciate the houses provided to them. The World Bank

(2005) says illiteracy and malnutrition are likely to make the poor unable to break through the cycle of poverty. Being illiterate, the poor would not be able to navigate the political and judicial institution that would help them to assert their rights.

Government needs to seriously take into consideration that poverty and unemployment is affecting the majority of the disadvantaged communities. Integrated development approach to housing development is crucial as it will not only create healthy and better living conditions but would also create jobs to the needy and poor communities. In light of this research report, housing delivery approach in relation to building human capacity of the poor and the disadvantaged need to be reviewed.

It also emerged that for government to attain sustainable development of disadvantaged communities, human development through capacity building would ensure that beneficiaries are equipped with the skills that would enable them to enter the labour market and be able to contribute to the economy. Davids et al (2005) say employment is seen as serving the multiple functions of providing an income, conferring legitimacy and granting the individual access to full citizenship rights.

Capacity Building through training for skills development to beneficiaries along with the implementation of housing projects through an integrated development approach is of critical importance in creating stable communities. Training of beneficiaries on various skills will benefit this community as they would break away from the poverty trap they find themselves in. World Bank (2005) says poverty traps tell us about situations where people are at the low end of income distribution and are stuck in a cycle of poverty because lack of resources generate more resources constraints.

The aim of capacity building through skills development is to enable beneficiaries to secure long-term jobs, which would thus contribute to the economic growth of

the country. This would curb the problem that government is facing of beneficiaries who are selling or renting their RDP houses and even of the rentals of shacks that they occupied before moving to their new RDP houses. The implementation of social amenities is also of crucial importance for beneficiaries in uplifting and transforming their livelihoods particularly in the poor and the disadvantaged communities. World Bank Institute (2005) says capacity is best developed and used most effectively and tangibly in pursuit of specific objectives such as delivering services to the poor, improving investment climate for private firms and entrepreneurs, empowering local communities to take part in public decision making, resolving conflict and promoting peace and security. This would enable them to take charge of their lives and ultimately would lessen dependency on government.

Until government takes integrated development of the communities by providing the social amenities such as schools, business and industrial sectors, clinics, etc, and by taking capacity building seriously to develop the skills of this community to enable them to enter the labour market or to start-up their small businesses, sustainable development of this community will not be fully realised. These beneficiaries will evolve in a vicious cycle of poverty and the problem of the sales and rentals of RDP houses and shacks will not be minimised.

6.2 RECOMMENDATIONS

Temporary measures to unemployment are not a solution to the growing poverty amongst the majority of the population in South Africa. It is evident through the data gathered that when hunger strikes people can go to the extremes out of desperation to provide for their necessities. Breaking the law through crime, fraud, selling assets without proper understanding of the housing market are some of the measures that the poor and the disadvantaged communities take for survival purposes.

The analysis of the data collected serves as a fundamental base to highlight that human development is the key aspect in building capacity of the poor and the disadvantaged communities. In providing capacity to the poor and the disadvantaged communities such as Madelakufa, the Department of Housing should take into consider that while providing houses to them it must simultaneously interlink with other sister departments such as Labour, Education, Sector Education and Training Associations (SETAs) and Trade and Industry. The aim would be to provide various skills to this community and avoid duplication of training.

There is a need for the establishment of a unit in the Premier's office at provincial level and the Mayor's office at Local government level to coordinate the integrated development programmes because government departments are not cooperating with each other in the provision of social amenities to the housing projects. The attitude that has been displayed so far is that sister departments are operating in silos without considering what other departments are doing. This could lead to duplication in skills to the same beneficiaries if this issue is not taken into consideration.

Government still has a task to complete in implementing the social amenities to poor communities that have been developed without them. There is a need for further research on how government should implement the social amenities in the poor and disadvantaged communities that have been established without the incorporation of such social amenities. Government needs to come up with an implementation strategy to ensure that communities that were not catered with the social amenities are considered and such social amenities are implemented to enhance their living conditions.

REFERENCES

- Blunt, P 2003, Public Administration Governance conditions, roles and Capacity Building needs in the Rebel-held areas of Southern Sudan : Blunt and Associates, Pty, Ltd; Macksville.
- Clark, 2002, Energy, Sustainability for South Africa's Poor: Weighing up the Alternatives, Cape Town, HSRC.
- CICLASS Report, 2004, Social Protection in SADC: Developing an Integrated and Inclusive Framework; Centre for International and Comparative Labour and Social Security Law; Rau, South Africa
- CDE Research Policy, 1999, Encouraging Small Business: Is Government doing more harm than Good? / CDE Johannesburg: www.cde.org.za
- Cotzee JK et al, 2001, Development, Theory, Policy and Practice, Oxford University Press, Cape Town
- Dauids et al 2005, Participatory Development in South Africa: Van Schaik Publishers, SA.
- Development Outreach, Sept. 2005, State-Building as the Core of Capacity Development, Volume 7, Number 4
- Fitzgerald, P McLennan, A and Munslow, B 1995, Managing Sustainable Development in South Africa: Oxford University Press (Cape Town).
- Gibson, G 2001, Building Partnerships: key Elements of Capacity Building: An Exploration of experiences with mining communities in Latin America; Co-Development, Canada.

Global-Insight, Southern Africa (2004) South African Economic Focus,
www.globalinsight.co.za, www.globalinsight.com.

Guyton et-al, 1996, Practical Approaches to PVO/NGO: Capacity Building: Lessons from the field; Senegal PVO/NGO support project: USAID project #0284.

Handelman, H, 2000, Challenges of Third World Development, 2nd Edition, Prentice Hall, New Jersey.

Healy, P 2001, Training and Public Sector Reform, an Integrated Approach

Human Rights Commission 2000-2002, 4th Economic and Human Rights Report.

Khoza, MM and HSRC, 2001 Empowerment through Economic Transformation, African Millennium Press, Durban.

Khan F and Thring P, 2003, Housing Policy and Practice in Post Apartheid South Africa: Heinemann Publishers (Pty) LTD.

ISRDS (17 November 2000) The Integrated Sustainable Rural Development Strategy, South African Government Publication

Le Grand et al, 1992, The Economics of Social Problems, 3rd Edition, Macmillan Press, Ltd, London.

Leedy, P (1997) Practical Research: Planning and Design, Prentice Hall, New Jersey.

Leedy and Ormrod, 2001, Practical Research: Planning and Design; 7th Edition: Upper Saddle River; New Jersey; Merrill.

Lux, M, 2003, Housing Policy: An end or New Beginning: Local Government and Public Service Reform Initiative, Budapest, Hungary.

Mohr et al 2004, Economics for South African Students: Van Schaik Publisher, Pretoria, South Africa

OECD, 2001, DAC Guidelines: Strategies for Sustainable Development: Organisation for Economic Cooperation and Development Publication, France.

OECD, 2000, Local Development and Job Creation, Organisation, Policy Brief (Feb 2000) www.oecd.org/publications/Pol_brief/

Snyder, M, 2001, Women in African Economics: From Burning Sun to Boardroom, Fountain Publishers, Uganda.

Shepherd, A (?), “Agriculture and Poverty Alleviation” in Sustainable Rural Development

Stevens and Rule, 1996, The Continuing Growth of Informal Settlements on the Urban Peripheries of Gauteng: [http://72.14.104/search? =cache: k4hl4J.](http://72.14.104/search?cache:k4hl4J.) [www.egs.uct.ac.za/sagj/](http://www.egs.uct.ac.za/sagj/Gauteng) Gauteng 16/02/1996

Strigl, A F 2003, Science Research, Knowledge and capacity building: Environmental, Development and Sustainability; Austrian Institute for Sustainable Development; c/o University of Natural Resources and applied life Science, Vienna Lindengasse 2/12, A-1070 Vienna, USA (www.boku.ac.at/oin)

The Constitution of the Republic of South Africa, 1996, Formeset Printers (PTY) LTD, Cape Town.

Thring, P, (2000) Developing Capacity for Housing Delivery, Master of Management Research Report, Witwatersrand Public and Development Management.

Todaro, MP 1994, Economic Development: Longman Group, UK limited.

Tomlinson R, 2004, Breaking New Ground, The Department of Housing of the Gauteng Provincial Government's Proposed Amendments to Enhancement of the National Housing Code and the National Department's Breaking New Ground.

Torres, R, 2001, Towards a Socially Sustainable World Economy: Analysis of the Social Pillars of Globalisation, International Labour Force, Geneva.

United Nations, 2001, Sustainable Social Structures in a Society of all Ages: United Nations Publications, New York.

UNDP Report, 2003, The Challenges of Sustainable Development in SA: Unlocking People's creativity; Oxford University Press, SA.

UNDP Report, 2002, Capacity for Development: New Solutions to Old Problems: United Nations Development Programme; New York, 10017.

UNRISD Report, 2000, Visible Hands: Taking Responsibility for Social Development: United Nations Research Institute for Social Development Publication, Switzerland.

You, N and Waceke, A 2002, Attaining the Millennium development Goals through Good Urban Governance: Paper Presented at the World Summit on Sustainable Development in Gauteng

DPLG and SALGA Partnerships, National Framework for Local Government,
Capacity building.

Department of Housing White Paper, 1994, A New Housing Policy and Strategy
for South Africa, www.gov.za.

The White Paper on Housing delivery on Housing 1997, www.gov.za.

Ekurhuleni Mayoral Briefing Report (2002)

APPENDIX I

Letter requesting permission to conduct interviews in Madelakufa

To: Ekurhuleni Metropolitan Council

Councillors and Representatives of Madelakufa Community

Madelakufa Community

From: Makgato Benny

Subject: Request to conduct interviews for research report purposes

Date: 01 August 2006

Honourable citizens of Gauteng

I am appealing to you for help. All I am asking is a few minutes of your time.

I am currently registered as a graduate student for Masters in Management at Wits University, School of Public and Development Management. In order to complete my degree, I need to submit a research project. The topic of my project is “Capacity Building challenges for Human Development in the Madelakufa Community” as this has been a matter of concern for the government for quite some time.

The study seeks to explore and understand how Madelakufa Community is coping under adverse conditions. Furthermore the study seeks to find reasons why beneficiaries who have been allocated RDP houses in other areas outside of Madelakufa informal settlement are selling or renting their houses and return back to Madelakufa. Government has a mandate to eradicate informal settlements by the year 2014. For government to achieve this target cooperation and commitment of beneficiaries is required. This study aims to come up with recommendations that would assist government in resolving this problem of renting and or selling their RDP houses. Government needs to come up with employment mechanisms to ensure that the poor and the disadvantaged communities are taken care of.

What I, therefore, would like to ask is your candid, honest opinion on your experience of people who are selling and or renting their RDP houses and their reasons thereof. I therefore kindly request permission to conduct the study based on the topic stated above. Upon agreement of the date on which to interviews I will personally come and interact with the participants and humbly request your assistance by completing the questionnaires. I there request to come to meet with you on Wednesday, 2nd or Thursday, 3rd August 2006 if the date is convenient for you.

I am requesting to interview 3-4 councillors or representatives of Madelakufa, 4 to 6 members of Madelakufa Community who have experience with people who are selling or renting their RDP houses and 3-4 Ekurhuleni officials who are directly involved with Madelakufa project.

With regard to the subsequent handling of the questionnaires, I will take the necessary steps to ensure maintenance of confidentiality; no names are required on the questionnaires. I further will be happy to have your responses to all questions asked. Your responses will most certainly assist me to develop a better understanding of the subject. The questions have been designed to take the least possible time.

If you would like to receive a copy of the final report, I will gladly provide upon your request.

Regards

Benny Makgato

Committee Co-ordinator: Housing Portfolio Committee

Gauteng Provincial Legislature

(011) 498 -5562 (W) / 083-296-5870

APPENDIX 11

QUESTIONNAIRE FOR MADELAKUFA COMMUNITY

BACKGROUND

1. How long have you been staying in Madelakufa informal settlement-----

2. Are you employed? -----

If no: How do you provide food for your family? -----

3. How much is the bread winner earning on a monthly basis?-----

4. Do you have dependents? -----

If, yes: Have you received the housing subsidy?-----

If yes: Have you been allocated a house?-----

If yes: Do you like the area where you have been allocated a house?-----

5. Have you ever thought of staying in another area except Madelakufa Informal Settlement?-----

If no: What are the reasons for staying in Madelakufa?-----

6. Have you ever thought of settling in any other area than Madelakufa? -----

7. Is it true that beneficiaries are selling or renting their houses and come back to
Madelakufa Informal Settlement?

If, yes. Why are they selling or renting their houses?-----

8. Are you able to maintain your house? i.e. are you able to pay water and
municipal services?-----

9. If no. Who is paying for water and services in your household?-----

10. How much do you require on a monthly base to support your household? -----

11. Are you receiving free water?-----

If no: how much are you paying for water?-----

12. What kind of toilets do you use? Pit toilets, running water toilets, or basket
toilets? -----

Is it individual communal toilets? -----

13. Are you receiving water from communal or individual taps? -----

14. Does the Municipality collect waste material in your area?-----

15. What is your level of education?-----

16. Would you like to attend Adult basic Education and Training?-----

17. Do you have any skills? -----

18.What kind of job would like to do?-----

19. Do you have any other source of income?-----

20. Are there any programmes or projects that government has initiated to
capacitate beneficiaries to enable them to
enter the job market?-----

APPENDIX III

QUESTIONNAIRE FOR COUNCILLOR OR REPRESENTATIVES OF MADELAKUFA COMMUNITY

BACKGROUND

1. How long have you been a Councillor or representative of Madelakufa
Community ? -----

2. Are you aware of the social and economic problems this community is facing?

If yes: Explain their social and economic status-----

3. Are you actively involved in addressing the needs of Madelakufa Community?

4. Have you approached the Department to assist in addressing the needs of this
community? -----

If, yes. What was the response of the Department? -----

5. Which other institutions other than government are assisting or willing to assist
in the development of Madelakufa? -----

6. What kinds of services are provided to this community? -----

7. Why are beneficiaries selling or renting their houses and moving back to
Madelakufa Informal Settlement? -----

8. How do you deal with beneficiaries who sell or lease their houses and return to informal settlement? -----

9. Are beneficiaries willing to relocate to other housing projects or are adamant to stay in Madelakufa? -----

10. Have you experienced any resistance to relocate to other Housing projects? --

11. Are beneficiaries able to pay for their basic services once they have moved to their houses? -----

12. Has government taken an integrated approach when developing this project (a project with social amenities such as schools, clinics, police stations, recreation centre, sports field, etc)?-----

If no: did government give any reasons why integrated development approach was not taken in implementing this community? -----

13. Has there been any skills transfer to beneficiaries during the implementation of housing projects in Madelakufa? -----

If yes: Were you provided with professional certificates to enable you to seek jobs in the labour market? -----

14. Do you have any records of the employment status of these beneficiaries? ----

-

If yes: What is the percentage of the working group? -----

15. Has government ever done any skills audit in this informal settlement? -----

If yes: what is the level of skills development in this area? -----

16. What kind of jobs would be suitable for the people of this community?

17. What is government doing to capacitate this community to ensure that they
are able to enter the job market? -----

APPENDIX IV

QUESTIONNAIRE FOR HOUSING DEPARTMENT IN EKURHULENI METROPOLITAN COUNCIL

BACKGROUND

1. When did people invade this piece of land which is now called Madelakufa
Informal Settlement? -----

2. How long did government take to start developing this informal settlement?

3. Has government taken an integrated approach when developing this project
(a project with social amenities such as schools, clinics, police stations,
recreation centre, sports field, etc)? -----

If no: did government give any reasons why integrated development
approach was not taken in implementing this community? -----

4. Has there been any skills transfer to beneficiaries during the
implementation of housing projects in Madelakufa? -----

If yes: Were you provided with professional certificates to enable you to seek
jobs in the labour market? -----

5. Does the department have any relationship with other sister departments to
ensure that social amenities such as clinic, schools, police station, recreation
centre are in place in this community?-----

6. Are beneficiaries willing to relocate to other housing projects or are adamant
to stay in Madelakufa? -----

7. Have you experienced any resistance to relocate to other Housing projects? -

8. Why are beneficiaries selling or renting their houses and moving back to Madelakufa Informal Settlement? -----
9. How do you deal with beneficiaries who sell or lease their houses and return to informal settlement? -----
10. Have you provided title deeds to beneficiaries? -----
11. Do you have any records of the employment status of these beneficiaries? -

- If yes: What is the percentage of the working group? -----
12. Has government ever done any skills audit in this informal settlement? -----

- If yes: what is the level of skills development in this area? -----
13. What kind of jobs would be suitable for the people of this community?

14. What is government doing to capacitate this community to ensure that they are able to enter the job market? -----
15. Is it possible for your Department to negotiate with the Department of Education to ensure that Adult Basic Education and Training is provided in this area? -----

16. Are you aware of the social and economic problems this community is facing? -----

If yes: Explain their social and economic status-----

17. What kinds of services are provided to this community? -----

18. Are beneficiaries able to pay for their basic services once they have moved to their houses? -----

19. Which other institutions other than government are assisting or willing to assist in the development of Madelakufa? -----