



**Assessing the Impact of Housing Development Agency (HDA) across the Gauteng
City Region (GCR)**

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Environment, University of the Witwatersrand, in Partial fulfilment of the
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Declaration

I declare that this research report is my own unaided work. It is submitted for the degree of Master of Science in Development Planning (M.Sc. DP) at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any other degree or examination at any other university, nor has it been prepared under the auspices or assistance of any organization or person outside of the University of the Witwatersrand, Johannesburg.

Signature

Name in Full

Date

Dedication

In memory of my dearly departed mother,

Mrs Ajibola, Florence Omoboni
1946 -2004.

She'll Always say to me:

“Always remember the son of whom you are”. I love and miss you mum.

Acknowledgments

First and foremost, I must give glory to Jesus Christ the Lord and Saviour of my soul; without You Lord I would not have achieved this.

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List of Acronyms

ANC	African National Congress
BEPP	Built Environment Performance Plans
BNG	Breaking New Ground
CBO(s)	Community Based Organization(s)
CCMT	Community Construction Management Teams
CDS	City Development Strategy
CDW	Community Development Worker
CHDP	Comprehensive Housing Development Programme
CIMS	Capital Investment Management System
CMIP	Consolidated Municipal Infrastructure Programme
COGTA	Cooperative Governance & Traditional Affairs
CoJ	City of Johannesburg
DBSA	Development Bank of Southern Africa
DLA	Department of Land Affairs
DLGH	Department of Local Government and Housing
DoH	Department of Housing
DoHS	Department of Human Settlements
DoT	Department of Transport
DPLG	Department of Provincial and Local Government
DPW	Department of Public Works
DRDLR	Department of Rural Development and Land Reform
FLISP	Finance Linked Individual Subsidy Programme
GCR	Gauteng City Region
GDS	Growth and Development Strategy
GEAR	Growth, Employment and Redistribution
GPDoHS	Gauteng Provincial Department of Human Settlements
HAS	Housing Allocation System
HDA	Housing Development Agency
HSDG	Human Settlements Development Grant
HSS	Housing Subsidy Scheme

IA	Implementation Agent
ICDG	Integrated City Development Grant
IDP	Integrated Development Plan
IGRF	Intergovernmental Relations Framework
IPTN	Integrated Public Transport Networks
IUDF	Integrated Urban Development Framework
JDA	Johannesburg Development Agency
LaPSis	Land and Property Spatial Information System
MEC	Member of Executive Council
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructure Grant
MoU	Memorandum of Understanding
MSDF	Metropolitan Spatial Development Framework
MTOP	Medium Term Operation Plan
NaHSLI	National Human Settlement Land Inventory
NDHoS	National Department of Human Settlements
NDoH	National Department of Housing
NFSD	National Framework for Sustainable Development
NGDS	National Growth Development Strategy
NGO	Non-Governmental Organization
NHFC	National Housing Finance Corporation
NIUSP	National Informal upgrading Support Programme
NSDG	National Sustainable Development Grant
NURCHA	National Urban Reconstruction and Housing Agency
NUSP	National Upgrading Support Programme
PPP	Public Private Partnership
RAC	Rapid Assessment & Categorization
RDP	Reconstruction and Development Programme
SA	South Africa
SACN	South African Cities Network
SALGA	South African Local Government Association

SDF	Spatial Development Framework
SDF	Strategic Design Framework
SHP	Social Housing Programme
SHS	Sustainable Human Settlements
SIP	Strategic Infrastructure Programme
SIU	Special Investigation Unit
SoC	State Owned Companies
SoE	State Owned Entities
SPLUMA	Spatial Planning and Land Use Management Act
UDS	Urban Development Strategy
UISP	Upgrading of Informal Human Settlements Programme
UN	United Nations
UNCHS	United Nations Commission on Human Settlements
UNEP	United Nations Environment Programme
UNHSP	United Nations Human Settlements Programme
USDG	Urban Settlements Development Grant
WGPL	White Paper on Local Government
WHO	World Health Organization

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CHAPTER 1: INTRODUCTION, RESEARCH PROBLEM

1.0 Introduction

The housing problems facing South Africa are vast, complex and require bold and imaginative solutions. The United Nations (UN)-Habitat (2011) report estimates that three out of ten urban households in South Africa live in slums, despite the resolve to address the problem. The National Department of Housing (NDoH) in South Africa which is now referred to as the National Department of Human Settlements (NDoHS) remains one of the most challenging sectors within different spheres of government. The redirection from the provision of a mere shelter to the provision of a sustainable human settlement can be seen as a worldwide trend.

The transition of the Apartheid government to a democratically elected African National Congress (ANC) government, which was led by Nelson Mandela from 1994 witnessed a lot of changes and promises such as change in policies and legislation which included the promises of ‘shelter for all’. In order to keep up with this promise, various ANC led administrations have proposed numerous policies and programmes towards attaining its commitments. Following President Jacob Zuma’s proclamation in 2009 to change the Department of Housing to the Department of Human Settlements, the focus shifted from the provision of shelter being just a roof over people’s heads, to providing sustainable and integrated human settlements. These human settlements are expected to provide an environment where people can work, pray, play and have access to amenities required for their day-today living (NDoHS 2009).

The mission of the Department of Human Settlements is therefore to facilitate the creation of sustainable human settlement and improve the quality of household life. Its functions are to determine, finance, promote, communicate and monitor the implementation of sustainable housing programmes (*Ibid*). In order to achieve this mission, the Housing Development Agency (HDA) was created in 2009 by the National Department of Human Settlement (NDoHS) under the then Ministry of Housing as a privately-operated entity to handle any activities relating to development of human settlement in South Africa.

1.1 Background

One of the main purposes for the creation of the Housing Development Agency is to fast track accelerate the delivery of housing through different coordination processes amongst the three spheres of government and establishing partnerships with different stakeholders in order to achieve the creation of an integrated, sustainable human settlement (Adler, 2009). Adler (2009) explains that the Housing Development Agency (HDA) will help address weaknesses in the housing chain delivery by cutting through red tape to fast track land and housing delivery while delivering 250,000 units of sustainable housing development within a year.

The Housing Development Agency (HDA) was established on a national level under the Housing Development Act of 2008 to operate on a provincial scale i.e. within different provinces. The HDA's mandate under this act was to work with various provincial department in charge of Human Settlement in order to ensure that land that was previously tied up becomes available for sustainable community housing developments purpose (NDoHS, 2009). The speed at which the HDA was established and processed both at bureaucratic and political levels shows the strong government support, which goes further than a particular minister or local or provincial authority.

The Housing Development Agency (HDA) has been in charge of housing delivery over the past 6 years in a number of provinces such as the Eastern Cape, Western Cape, Limpopo and most recently Gauteng and the Free State. With different human settlement projects and development located within several parts of the country, this research provides diverse information regarding their mode of operation within Gauteng Province.

This research involves the evaluation of The Housing Development Agency's performance within the Gauteng City Region (GCR) which is part of the greater Gauteng province. Closer attention is given to the three main Metros within the region which are Johannesburg, Tshwane and Ekurhuleni. According to Kihato (2013) the HDA was also created to play an important role in identifying and fast-tracking different land for human settlement creation within a province and also develop sustainable housing projects within these identified land as an important component. They are expected to fast track the bureaucratic system established within various autonomic spheres of government that hinders housing delivery by helping to ease any highly complicated and fragmented framework that exist(*ibid*).

Furthermore, the HDA is expected to assist the human settlement departments in provinces and municipalities with creation of short and medium strategic development plans that focuses on integrating the construction of top structures within the three spheres of government. According to Berrisford et al., (2008), Kihato, (2013), Tissington, (2011), Fund, (2011), and Zack and Silverman, (2007) the lack of communication, plan integration and project synchronization are some of the main reasons for the failure or delay ascribed to the implementation of different housing development and will also affect several human settlement projects.

According to the Housing Development Agency (HDA) report (2010), one of its strategies to achieve its mandate and to fast-track different human settlement development plans is to focus on accelerating the acquisition and release of private, communal owned and even state-owned land for human settlements developments. This task involves different forms of negotiation, communication and reaching of consensus between various stakeholders and amongst the three spheres of government which promotes an intergovernmental cooperation and coordination for the realization of this settlements. According to the same report, the intergovernmental coordination process between these spheres of government have been a challenge for HDA because the Agency work in an environment in which provincial and municipal government still exercise their distinctive constitutional powers and functions regarding planning, identification and assessment of land for human settlements.

In addition, Gauteng province according to Berrisford et al., (2008) and in Kihato, (2013) is rapidly growing in population and also expanding in terms of boundaries. Therefore, there is need for the province and most especially the three main metros i.e. Johannesburg, Tshwane and Ekurhuleni to assess the present position in achieving an integrated and sustainable human settlement.

1.2 Rationale for The Study

The priorities in terms of the development of human settlement between Provincial and Local government often varies. For instance, while the provincial government may place importance on the need to develop a sporadic settlement in different areas as a means for diversifying development and growth, the local municipality may have split interests on focusing mainly on a compact development and the concentration of growth within or along a specific area. Mammon, (2011) explains that one of the challenges facing the government at different levels is the lack of proper coordination and as a result it makes it difficult for different private agencies to work smoothly and timely with the government.

The establishment of HDA to mitigate the perceived issue of bureaucracy and autonomy that exist in the functionality and operations amongst the three spheres of government was one of the main reasons for this study. Furthermore, the pace in the implementation of different identified land and location for the development of human settlements over the past six years which has contributed to the backlog of housing delivery is also reason why this study is important. To this regard, this study will be evaluating the impact of the Housing Development Agency (HDA) in coordinating different government departments and relevant stakeholders towards the achievement of a sustainable and an integrated human settlement.

The study attempts to understand whether a relationship exists between HDA, housing department at the local sphere of government and their local implementation agencies in three selected major metros within Gauteng province, these are; The City of Johannesburg, Tshwane, and Ekurhuleni. This study explores issues regarding HDA's coordination amongst these three metros including the system of intergovernmental relationship within these metros. Finally, this study seeks to provide information on any hindrances debarring HDA in achieving its mandate, on the pros and cons “if any” debarring HDA from achieving its desired mandate.

Most importantly, this research will also broaden my intellectual experience on different housing provision strategy in South Africa and enable me as an international student to understand different forms and approaches to housing delivery as a tool for human empowerment, city development and growth. It will expose me to a wide range of viewpoints and information as regards the establishment of new settlement, settlement patterns, and rationale for settlement location and housing institutions in South Africa.

1.3 The Problem

There has been protests around the country concerning the issue of informal settlement relocation and also the backlog in housing and service delivery. Kihato (2013) explains that these protests usually occur in local municipalities therefore, putting pressure on the local government regarding the issue of housing delivery. This has resulted in the local sphere of government whose constitutional responsibility does not include housing provision, to question the provincial sphere of government concerning its housing delivery strategies having been saddled with the responsibility of housing delivery. Kihato (2013) also clarifies that local government has only certain powers and functions which are limited to housing allocation and the provision of other facilities and services which support housing. The municipal sphere of government is hence forced to entreaty the provincial sphere of government to intervene which according to the South African Constitution, certain duties and obligations have been assigned to different spheres of government; this is in accordance with their capability. Therefore, according to Sections 26(2) and 27(2) of the South African Constitution (Act 108 of 1996), the provision of housing delivery has been assigned to the National and Provincial authority, thereby leaving the local municipality incapacitated in this regard.

The Constitution of the Republic of South Africa (Act 108 of 1996) also established the functions and operations that empowers a local municipality to identify and locate land for the development of human settlements through the Integrated Development Planning (IDP) process. Ironically, the same constitution also empowers the Provincial government to create and establish different housing programmes within its state boundaries through its Strategic Development Framework (SDF). These rights according to Harrison (2008), executive director of Development Planning and Urban Management for the city of Johannesburg became a spatial challenge. The conflict arises when the local government is focused on regenerating and re-establishing its inner city with a better housing scheme while the provincial government is focused on the creation of a meagre settlement around its peripherals with easy transport routes to link them together.

According to an article published in 'Housing in Southern Africa' (March 2009), The Director General of Housing acknowledged that the department of housing has been plagued by corruption with the system of housing development and allocation compromised. The Housing Allocation System (HAS) function together with the Housing Subsidy System (HSS) for budget

allocation and project development for housing purpose. According to S.A housing Journal (March, 2009), HAS was identified as one of the means used by the government housing officials in fraudulent activities. The same journal reports that 39,259 government employees are being investigated and have been identified for the Special Investigation Unit (SIU) to target housing irregularities, fraud and corruption related charges. According to the Director General of Human Settlement, Itumeleng Kotsoane (2009), the creation of HDA will serve to checkmate and assist greatly in mitigating fraud and corrupt practices amongst government official and also help in handling the bureaucratic system that exist amongst different sphere of government, especially within the provincial and local sphere of government.

This realignment of focus particularly within the housing sector has been the trend within the government structure according to the Minister of Human Settlements Lindiwe Sisulu (2016). The Minister identifies the lack of intergovernmental coordination, misalignment, fraud, corruption and lack of government fiscal disbursement for housing purpose as some of the issues and challenges that has resulted to the backlog in housing provision and the abandoned or incomplete housing projects.

1.4 Aim

The aim of this study is to evaluate HDA's process and operational strategies towards housing development within the local sphere of Government across Gauteng City Region (GCR).

1.5 Main Research Question

What is the impact of HDA on housing supply and human settlement development within the Gauteng City Region (GCR)?

1.5.1 Sub Questions

- What are the factors being considered in the creation of new settlements?
- What are the challenges of coordination between HDA, municipal departments and other stakeholders?
- What strategy does the HDA explore to ensure the timely delivery of different human settlement projects?

1.6 Objectives of The Research

In order to achieve the above stated aim and to answer the questions above, the following objectives will be explored:

- To examine the methods, approach(es) and strategies used by HDA in the implementation of present and past implemented projects within three major metros in Gauteng (Johannesburg, Tshwane and Ekurhuleni).
- To analyse and explain different implementation strategies used by HDA amongst the three selected metros.
- To access the relationship, process of coordination and networking between HDA and the three selected metros in Gauteng Province.
- To evaluate, understand and provide diverse information using the testimonies provided by HDA senior administrative officials for the rationale behind the construction or selection of different areas for development in comparison with legislation.

1.7 Outline of The Research Report

This research report has been structured into six chapters. The first chapter is the introductory chapter which highlights the research topic and the research problems; the aim of the research; and the research questions. It further stipulates the rationale for conducting the study and how the research report has been outlined.

Chapter two comprises of relevant literature reviews. These reviews have been divided into five different areas which focuses on housing supply and the creation of human settlements in South Africa. This chapter is further categorized into different concepts and theoretical framework which guilds most parts of the research report. The first explanation unfolds the essence and reasons for the involvement of a privately structured agency to assist and coordinate the process of establishing different human settlement forms. The second give a narrative and meaning to the concept of housing as a means of people empowerment and growth development in a theoretical notion and within the South African Housing Policy guidelines. The third part expounds on different intergovernmental coordination strategies with regards to integration and networking. The fourth part of this chapter explains housing delivery mechanisms for an integrated and sustainable development project in accordance with different apartheid reformation policies – post apartheid policies. The fifth part of this chapter provides an operational framework of the

housing institutions within the conceptual boundaries of the South African housing policies while also considering the newly developed guidelines and implementation strategies of human settlement in South Africa. Lastly, a brief summary of how these reviews will aid and guide the entire conceptual framework of this research concludes the chapter.

Chapter three comprises of the methodology section. This chapter presents the research method used in the study; it also discusses how data was collected. It further discusses the research design of the study. It also gives an insight into the Housing Development Agency (HDA) while using a case study approach in relation to different development / study area. It further outlines the data analysis methods, scope of the research and its limitation. Lastly ethical concerns and possible mitigation techniques to these ethical concerns are stated.

Chapter four specifically provide information on Housing Development Agency under review. It provides information on why the agency was established and other rationale behind the existence of the agency. It further provides the background of the HDA based on reports and various literature, it explains reasons why the agency was considered to be an important agency in the provision of housing and necessary settlement support services that will foster a sustainable human settlement development. The chapter further highlights various modification in the agency's mandate, its operational strategies, involvement and coordination ethics.

Chapter five comprised of research findings and discussions. It provides an outline of the outcomes of the research. The chapter unfold issues concerning the establishment and creation of different human settlements, housing provision challenges, coordination amongst the selected metropolitan areas. It also assesses cross cutting integration and coordination issues that are contributed by HDA in respective selected metros. The chapter identifies similarities and differences in the strategies employed by HDA within the three selected metros in a comparative way.

Chapter six deliberates on the entire research discussions. It provides a comprehensive summary and analysis of Housing Development Agency's (HDA) involvement in various housing development programmes in City of Johannesburg, Tshwane and Ekurhuleni. The chapter combines all the initial thoughts, literature, and research analysis into a cohesive discussion. It provides conceptual recommendations and critical perspective on issues regarding policies and public-private partnerships including the opportunities it offers in relation to HDA's operation in Gauteng. The chapter further provides a personal reflection on the weaknesses and strengths of

the research, learning experiences and the implication of the research. This was followed by conceptual recommendations as a way of highlighting areas of improvement that can be adopted by various stakeholders and housing institutions. The chapter ends with concluding remarks that sums up the whole research deliberations.

1.8 Conclusion

Many of the challenges are not a result of a vacuum in policy, but rather insufficient institutional capacity, a lack of strong instruments for implementation and a lack of coordination. There is also a critical lack of trust between different interest groups which reduces the willingness of economic players to commit to the kind of long term investments which are needed to support the development of sustainable human settlements and improved quality of life. In addition, if the above stated challenges are dealt with, it will help increase the quality of life and reduce poverty in households through accelerating the provision of serviced land with secure tenure for low-income households in the large urban areas by supplementing municipal resources which will in turn support sustainable urban growth and economic development.

CHAPTER 2: HOUSING SUPPLY & SUSTAINABLE HUMAN SETTLEMENTS IN SOUTH AFRICA

2.0 Introduction

According to the South African Cities Network (SACN) (2014), the housing delivery effort has shifted in the past seven years from being a single building unit house to providing access to opportunities and resources. This shift is as a result of the sustainability, functionality and durability of these newly developed houses (SACN, 2014). In an effort to attain a sustainable, functional and durable development project, the government came up with a sustainable development initiative policy often known as Breaking New Ground (BNG) in 2014. This BNG initiative, accentuate the need for a sustainable development particularly any development that occurs around major housing projects. One of BNG's key components is the support given to the development of major facilities and amenities that would encourage dynamic interest in the economic, social growth and integration of South Africa (*ibid*).

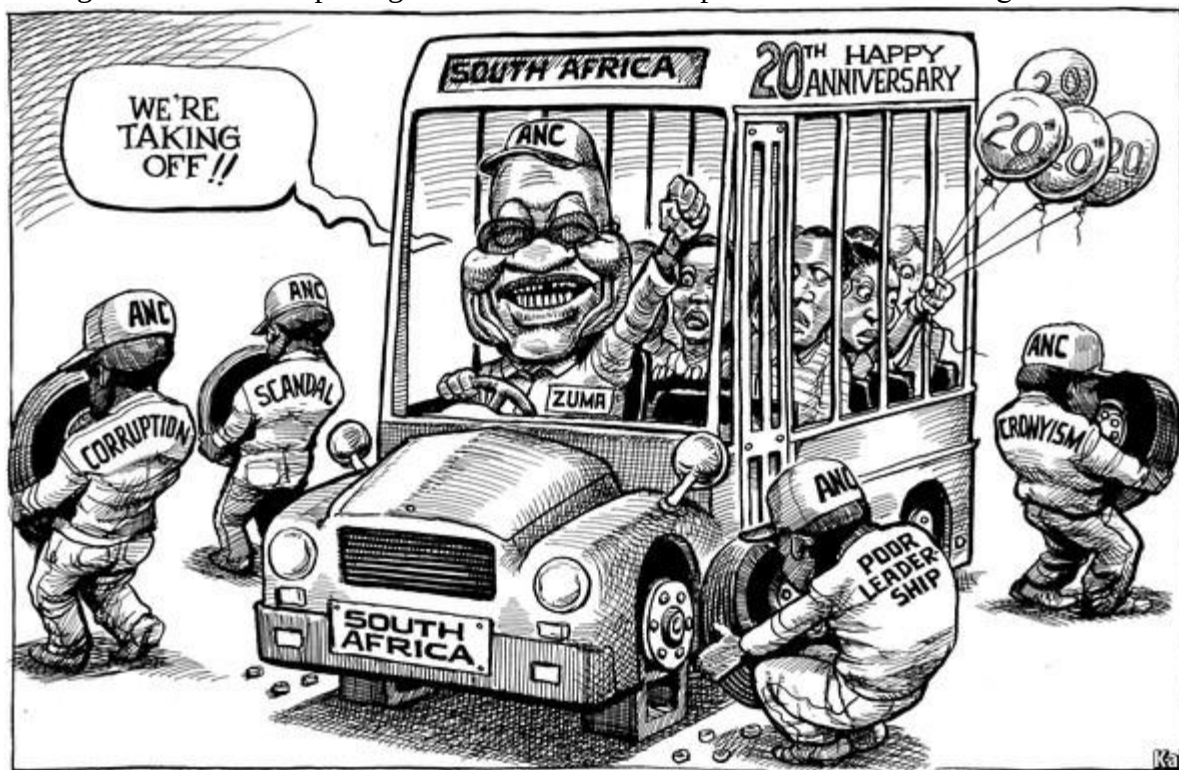
The introduction of a comprehensive BNG policy initiative further encouraged the preparation of a Compressive Housing Development Programme (CHDP) for Sustainable Human Settlements (SHS) purpose in 2004. It further emphasises the need for the change of perception, this was followed by the renaming of the National Department of Housing (NDoH) to the National Department of Human Settlements (NDoHS) in 2009. This change stresses the need to move away from the narrow conceptualization of housing, it paved way for a more holistic development approach of a sustainable human settlements. This development required the involvement of different stakeholders and the creation of partnership with private sector to enable a considerable conceptual, political, and practical adjustment to occur (SACN 2014).

In order to understand the rationale behind this shift, this research examines different literatures and their view points on the mass housing development i.e. quantitative housing supply versus the creation of a sustainable human settlement development. The research also studies and reviews different ideas from relevant literatures on the role and involvement of privately structured government agencies to assist in various capacity with housing development processes. Also, literatures on different housing policies, intergovernmental coordination strategies and housing as a growth development strategy will be examined.

2.1 The Involvement of Agencies and their roles in Development.

In recent years, government agencies serve as the principal means by which governments implement new policies, strategies and initiatives (Hough, 2008). It has often been averred by Obama (2009) that the main problem of socio-economic development in many countries in Africa, including South Africa, is the lack of stable and effective government departments. According to Obama (2009), what Africa needs, at this time, are not strong individual leaders but strong goal driven agencies. In South Africa, in particular, the people are beginning to lose hope in public institutions because of the recent deterioration of service delivery (Otchet 1999).

Figure1: Cartoon Depicting the Failed State of the present South Africa's government



<http://www.economist.com/news/world-week/21601893-kals-cartoon>

Figure 1 depicts the general perception of South African people of the government and its various institutions. This figure depicts a caricature of the present President and his ministers, supposedly moving the vehicle of the nation forward. However, the reality is that the vehicle; which symbolizes or represents the various institutions of government (which constitute the drivers and implementors of government policies) is grounded on concrete blocks (instead of rubber tyres) without the capacity to move. The vehicles tires have been ripped off by different forms of failed and neopatrimonialism practices.

According to Rosenau (2000) the incapacitated state of the government is as a result of inefficiency, lack of commitment, delay due to rigid bureaucratic processes, and corruption. Due to these factors, various government departments are failing to keep up with the increasing demands of facilities, amenities and other life basic needs, particularly housing. However, in relation to housing provision, since 2009, the response has been to set up partnerships with the private sector and to establish private agencies to assist in mitigating the increasing demand of service delivery issues and protests (Alexander, 2010; Hough, 2008). The government alone does not have enough resources to address existing housing issues in the country (Bond, 2003). This is supported and proven by the continuously rising need for housing, riots and protests by people living in informal settlements who lack not only housing but other basic services (water, electricity and basic sanitation) (Alexander, 2010; Hough, 2008). These are also people who are tired of waiting to be allocated the Reconstruction and Development Programme (RDP) houses and who have been placed on waiting lists and have not been attended to for years (The Africa Report, 2010).

The Urban Development Strategy (1995) also states that relative to the needs, the level of resources available from the government is not sufficient to provide the necessary basic infrastructure in municipal areas. The lack of capacity and resources to deal with affordable housing needs brings about the importance of government pulling in private sector resources to help in this regard. The private sector is needed to step in and attempt to help close the gap between the growing need and the supply of affordable housing options. However, Bond (2003) explains that the exploration and development of sound partnerships between municipalities and the private sector in the provision of basic services and specifically affordable housing is a pertinent issue.

Alexander (2010) explains that the involvement of private agencies will help fast track the housing delivery process. The provision of housing together with basic amenities, infrastructures and services (a sustainable human settlement) will assist greatly in the growth and development of the country (*ibid*). Also, Hough (2008) explains the need for government to partner with private agencies in assisting with various service deliveries particularly their involvement in the housing sector. He further emphasized the provision of a sustainable housing development as a unique strategy for poverty reduction, growth development, and entrepreneurial skill advancement and above all people empowerment.

2.2 Housing as people empowerment and growth development

Poverty and homelessness are some of the most discernible issues both internationally and nationally. According to Chambers (1995), poverty includes the lack of physical necessities, assets and income. Various Non-Governmental Organizations (NGOs), Community Based Organizations (CBOs), private and public agencies have focused on the lack of adequate and affordable housing as a major challenge and cause of poverty, crime and other related issues plaguing various communities. Therefore, according to Irurah & Boshoff, (2003), the provision of housing is a step towards fostering people's empowerment which will inevitably mitigate some major community challenges. The dynamics and underlying principles of housing as people empowerment and growth development are examined below. The latest housing policy in South Africa, also known as Breaking New Ground (BNG) was implemented in 2004. Its aim is to rework and change housing policy and ideologies towards a shift from focusing on the quantitative to the qualitative. This policy introduced the idea of sustainable human settlements which will "alleviate poverty and improve quality of life through creating access to basic services within the new settlements" (Institute for Housing of Southern Africa, 1999; cited in Charlton and Kihato, 2006: 257). Some strategies in this policy include the acquisition and release of land in good locations for the development of a sustainable housing development as well as the upgrading and formalization of informal settlements in suitable locations. The policy also took a step towards not only accommodating the poor by increasing the income band of those eligible to benefit from housing programmes and subsidies schemes to those earning up to R7 500 (NDoH, 2004; Charlton and Kihato, 2006).

This policy was developed due to government identifying the need for a strategy to shift housing delivery towards a more sustainable and efficient mechanism which will promote growth and alleviate poverty (Charlton and Kihato, 2006). This is not to say though that the new plan disregards past policy fundamentals, they remain relevant but the main focus is to improve better housing delivery which will encourage and foster peoples' growth and development through rentals, and other entrepreneurial strategies. This new plan uses past policy visions which aimed "to promote the achievement of non-racial, sustainable and integrated society" and aims to achieve this "through the development of sustainable human settlements and quality housing" (NDoH, 2004: 7). According to the National Department of Housing (2004), this broader vision is committed to meeting the following specific objectives (NDoH, 2004: 7):

- Accelerating the delivery of housing as a key strategy for poverty alleviation

- Utilizing provision of housing as a major job creation strategy
- Ensuring property can be accessed by all as an asset for wealth creation and empowerment
- Leveraging growth in the economy
- Combating crime, promoting social cohesion and improving quality of life for the poor
- Supporting the functioning of the entire single residential property market to reduce duality within the sector by breaking the barriers between the first economy residential property boom and the second economy slump.
- Utilizing housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring.

One of the important features of the new policy is that it introduced a new allocation mechanism to ensure the availability and accessibility of those who were previously excluded, people like the poorest of the poor, the middle-income households. This new feature is aimed at addressing the problem of segregation and lack of integration in the society and also to encourage social diversity and access to economic potential. Other underlying objectives of the new housing paradigm include a shift from the prior production of uniform so called match box housing towards the production of housing which responds to demand patterns of the people. The new housing paradigm also takes into consideration economic development, spatial planning, transport policies and above all land allocation policy with regard to ownership and title deeds.

2.3 Intergovernmental coordination

Inter-governmental relations are defined in the framework of South Africa's laws such as the White Paper on Local Government (WPLG 1998). Rucker and Gabrielle (2006) explains that principles for cooperative governance clearly sets out in the law and how these laws can be applicable to the relations between national, provincial and local government. The framework states that all three spheres of government, namely national, provincial and local, as well as all relevant stakeholders and communities, have a role to play in service delivery.

According to Rucker and Gabielle (2006) South Africa has service-delivery backlogs inherited from apartheid. However, the Constitution provides for certain basic rights that underpin the notion of service delivery. Many of these ultimately become matters of human right, particularly with regard to issues of housing. "The challenge to achieve the delivery of these rights relies on a good working relationship between the three spheres of government which are inter-dependent" (National Treasury PPP Unit 2007: unpagged). According to the White Paper on Local Government (WPLG) (1998), co-operative governance acknowledges the autonomy and integrity

of each sphere of government and all spheres of government are intertwined but independent and are expected to complement each other by working together. However, Nel (2000) and Sender (2000) both recognize the complex nature of government, its sovereignty and bureaucratic processes as being a major problem for an integration to occur. The White Paper on Local Government (WPLG) (1998) further emphasises the need for various spheres of government to function as a cohesive whole in order for South Africa to adequately meet its goals. The White Paper on Local Government (1998: 50 – 51) envisages that:

“a system of intergovernmental relations is expected to promote and facilitate co-operative decision-making”; “...To co-ordinate and align priorities, budgets, policies and activities across inter-related functions and sectors”; “...To ensure the smooth flow of information within government, and between government and communities, with a view to enhancing the implementation of policy and programmes”.

If within the framework of the Constitution, the WPLG (1998) establishes the basis for a new developmental local government system, which is committed to working with citizens, groups and communities to create sustainable human settlements then one may ask; what is missing and why is there still lack of service delivery? According to Mirafat (2004) who explains that the capacity for the delivery of some services are lacking in many local governments. However, there are also other factors affecting the pace of service delivery. Bond (2002) in his review on Intergovernmental relationship, identifies that the fiscal relations is one of the factors that plays a crucial role in the management and co-ordination of governmental relations.

People's individual behaviour was also identified in the works of Bond (2003); Mirafat (2004) as a crucial factor contributing to the challenges of coordination amongst the three spheres of government. Human factor contributes to the non-delivery debacle. It is necessary to ensure effective teamwork and collaboration for successful implementation of interdepartmental programmes because people are needed for effective and smooth implementation of programmes. Also attributed to this human factor is the issue of communication amongst different cultures within the work place. Communication here does not only speak to language but also to how information are shared and distributed amongst officials themselves and further communicate decisions to the electorate.

According to Nel (2000) and Sender (2000) the role of intergovernmental departments and agencies was also identified as a problem in South Africa. There are various ranges of

departments and agencies in place to strengthen the arms of government but in most cases, these departments and agencies struggle to achieve this purpose because of the conflicting interest that exists amongst them such as being assigned the same task or responsibility. The struggle for power and function based on their autonomy within any sphere they exist in also contributes to non-acceptance of who should be in charge but there is need to take joint responsibility and act together in responding to the crises of poor service delivery.

2.4 Housing as a means of integration and development

The Breaking New Ground (BNG) policy proposes a shift from the provision of RDP houses on distant peripheral locations where there is low or no socio-economic infrastructure to provision of a sustainable development plan which focuses not only on housing delivery but aims to address multidimensional needs of households. The BNG aims to enhance household living condition, promote wealth creation and enhance the standard of living (NDoH, 2004).

The Comprehensive Housing Development Programme (CHDP) under the BNG policy also aims to move towards a more effective and efficient plan of working with people and partner organizations in order to achieve sustainable human settlements (Goebel, 2007). A sustainable human settlements according to the National Department of Human Settlement (NDoHS, 2009) is a well located and well managed housing project where access to economic growth which fosters wealth creation and alleviate poverty, promote equity and social development are in balance with the carrying capacity of the systems on which they depend for their existence.

The core idea behind the sustainable human settlements development initiative is the change in perception of informal settlement and the integration of informal settlements into cities in order to overcome their social and economic exclusion and also the right to live in the city. The BNG policy proposes various national upgrading support initiatives such as the formalization of some informal settlement using the Upgrading Informal Settlements Programme (UISP) as a tool to do this. Settlement upgrading occurs through on site upgrading of informal settlements in suitable locations and relocation of households where in-situ upgrading is not possible or feasible. In-situ upgrades occur on well-located land and to optimize location value, preference in these projects is given to social housing (medium-density) solutions (NDoH, 2004).

According to the World Bank Institute (WBI), approximately ZAR44.8billion has been committed by the South African government into different forms of settlement upgrading since 1994 (WBI, 2011). The Upgrading Informal Settlements Programme (UISP) has not been taken

as a national housing subsidy policy programme; which is expected to benefit approximately 1,400 identified informal settlement and servicing roughly 2.3 million households across the country (*ibid*). The dynamics and underlying principles of housing as a means of integration and development are examined in the succeeding subsection.

2.4.1 Inclusionary Housing

Inclusionary housing in South Africa means the “harnessing of private initiatives in its pursuit of housing delivery to poor\middle income households” (Ndoh, 2007: 9). The inclusionary housing also provides (include) affordable housing opportunities for various income brackets in order to achieve a better socioeconomic balance in residential developments and contribute to the supply of housing (*ibid*).

In 2005, government and key private housing development sector stakeholders including South African Property Owners Association (SAPOA) in the country made an agreement and signed a social contract geared towards the rapid delivery of housing (Ndoh, 2007). This contract called for “every commercial development including housing developments that are not directed at those earning R1500 or less, spend a minimum of 20% of project value on the construction of affordable housing” (Ndoh, 2007: 3). Since then, many local authorities including Johannesburg and EThekweni have begun requiring developers to include affordable housing units in their development projects (S.A Housing Journal, March 2015).

It is important to understand that South Africa has some of the highest income inequality levels in the world which has made it difficult to achieve equal inclusionary provision for everyone. Private developers are often concerned with retaining project durability and viability thereby providing for a certain income bracket of those that can afford it. The country’s built environment is also highly segregated in terms of race and class; there are black RDP housing developments on one side and largely white private gated village developments on the other. This is evident for example in Johannesburg; the north is predominantly white private gated communities while the south is occupied by blacks mostly living in RDP houses. According to Sihlongonyane and Karam (2003), this spatial segregation is often being ascribed to apartheid planning but ironically, the development ethos either from private developers or public provision can still be categorized as working with such trend of segregated development either consciously or due to other economic reasons.

The inclusionary housing programme is aimed to address the issues of segregation and divisions. It is therefore very important for housing policy goals to be geared towards addressing these socio-economic issues and inclusionary housing is one of the tools which can be used to address these issues (Ndoh, 2007). The provincial and local government together with key private housing development sector stakeholders such as South African Property Owners Association (SAPOA), are committed to meeting the following specified objectives; (Ndoh, 2007: 11):

- “To make a contribution towards achieving a better balance of race and class in new residential developments;
- To provide accommodation opportunities for low income and lower middle-income households in areas from which they might otherwise be excluded because of the dynamics of the land market;
- To boost the supply of affordable housing (both for purchase and rental);
- To mobilize private sector delivery capacity to provide affordable housing and;
- To leverage new housing opportunities off existing stock at the same as contributing to the densification of South African cities;
- To make better use of existing sustainable human settlements infrastructure”.

The aim of Inclusionary Housing Policy (2007) and Breaking New Ground policy (2004) is to work towards the redistribution of income and integration of segregated cities and also house people (Tissington, 2010). South Africa has moved away from merely seeing housing as a common structure which is just to shelters people. The country is currently trying to move away from its previous housing strategy where houses were provided for the poor on the outskirts of urban areas without no social or economic amenities. The emphasis on any development since 2014 is the BNG Policy which is focused on the provision of a sustainable housing development as part of the bigger social fabric and sees the importance of housing for the poor integrated into the society as a whole. This policy obliges any housing provision to quintessence housing development close to economic centers and social infrastructure integrated into its plans such as shopping centers, education, health and safety facilities. The country has tried in formulating new housing policy which is directed at fixing the mistakes of the past government (the apartheid regime) and to be effective in meeting set goals and objectives as a means of addressing housing, racial and economic segregation and equalities.

2.5 Housing Policy: Operational Framework of Housing Agencies in South Africa

The present situation in South Africa shows that the entire housing delivery structure relies on housing agencies and they serve as the pillars on which housing development rests (Agbola, 2007; Harrison, 2015). The importance of adequate institutional framework for the housing sector is underscored in the assertion of Onajide (1998: 47), in that “without effective and adequate machinery for the execution of any policy, that policy may be frustrated”. Agbola and Odunola (2007) supported this assertion, stating that institutional framework is responsible for the structure of the entire housing delivery system, providing the structure within which housing policy is carried out, thereby, strongly influencing the success of housing delivery effort.

The right to housing is one of the most vital basic human rights recognized in the Constitution of the Republic of South Africa, (Act No. 108 of 1996). Section 26 sub section 1 of the Bill of Rights reiterates as it states that “everyone has the right to have access to adequate housing”. This manifests the importance of housing. Since 1994, the post-apartheid South African government has been trying to provide basic housing through the development of various housing and urban development policies and projects. Regardless of this, there are still large and increasing numbers of people who lack adequate housing not only in Gauteng but the country as a whole (NDoH, 2009).

In 2003 it was documented that due to the government’s inability to match the demand for housing because of the numbers of people in need was rising, and due to the increase in the growth of household’s number; migration to urban areas which has resulted to high rates of urbanization and continuing high unemployment (NDoHS, 2009). The department of human settlement pursue the need for an amendment in the housing policy in order to accommodate private sector involvement and intervention. This policy appealed to private sector, created the framework for which various government agencies and private sector operates (Harvey and Jowsey, 2004). The government has been working together with various private agencies on mitigating the issue of housing backlog. This has been the case in the country since 2003 as post 1994 policy has been directed towards addressing problems which resulted from apartheid government policies (Harvey and Jowsey, 2004). The country has gone through a number of housing policies designed to deal with historical housing issues and problems such as informality, urban decay and the disintegration of urban systems emanating from apartheid (Huchzermeyer and Karam 2016).

According to Huchzermeyer (2014), housing is also historically rooted and linked to poverty and race in South Africa. The South African Housing and Urban Development policies acknowledge these historical roots through understanding the links between the lack of adequate housing, income poverty and the apartheid regime. The country's policy "implicitly asserts that people are inadequately housed because they lack sufficient income to participate effectively in the market for housing" (Baumann, 2003: 92-93). Urban development policies have also been geared towards addressing urban fragmentation caused by the apartheid regime due to the separation of people by race and allocation of finance and developing those areas where white minority groups were located ignoring black township areas (Jones and Datta, 2000; Baumann, 2003). The subsections below look into important policies that are relevant to the operational framework of various housing institutions within the South African Housing policy and in relation to the development of affordable housing provision and the development of a sustainable human settlement.

2.5.1 White Paper on Housing 1994

South Africa's first post-apartheid housing policy adopted in 1994 was the Housing White Paper which has since been amended and changed into a comprehensive housing policy containing many elements (Huchzermeyer and Karam 2016; Charlton and Kihato, 2006). One of the basic principles of the Housing White Paper was the attraction of private investment in the provision of housing (NDoH, 1994; Miraftab, 2003; Goebel, 2007). The Housing White Paper acknowledged the involvement of private investment and also private agencies involved in the provision of housing. The association of private investment in the provision of housing was introduced in line with housing subsidies initiative from the government in order to cater for the poor and the middle class. (NDoH, 2004).

The private investment collaboration with the government also referred to as Public Private Partnership (PPP) market approach to the development of affordable/low-income housing had some negative consequences which ranged from: favouring the private sector developers' projects, focusing on people with higher incomes who qualified for mortgages, and neglecting other areas as they were not willing to develop "in conflict-ridden areas where the need for housing was greatest" (Bond, 2003: 47). The focus on the lower end of the low-income band resulted in the creation of "a housing finance gap for those between R3 500/month and R6 000/month, the latter being the minimum amount of income against which banks had by 2002

determined they could lend safely” (ibid: 46). With this attempt in providing housing and basic services to people, it became clear that government was not meeting the demand due to the increasing backlog which was continuously growing while they were attempting to address it. According to Huchzermeyer and Karam (2016), in 1995, the Department of Housing released the Urban Development Strategy (UDS). This strategy echoed the fact stated in the Housing White paper; that relative to the needs, the level of resources available from government is not sufficient to provide the necessary basic infrastructure in municipal areas.

Huchzermeyer and Karam (2016) further elucidates that social housing and subsidy housing was introduced in form of rental system to cater for low income housing type under the Urban Development Strategy (UDS). Even though this type of housing was first introduced in 1994 in the Housing White Paper, “...this form of housing took some time to get off the ground and it was delivered through partnerships and the help from outside governments during the 1990s” (Charlton and Kihato, 2006: 266). Ironically, in 2009, this form of housing is being considered as a solution to the critiques of the RDP housing development.

According to Charlton and Kihato (2006), social and subsidy housing have been able to reach different cadre of low income people when compared with the RDP houses. Since this policy acknowledged that government did not have the capacity to deal with housing shortages and address backlogs on their own, other forms of delivery mechanism were instituted. In 1996, the National Housing Finance Corporation (NHFC) was established and its main objective was to “facilitate the involvement of banks in housing finance, and to develop funding models for non-bank lenders and for institutions lending for non-freehold tenures” (NHFC, 1996: unpaginated). Jones and Datta (2000) explains that the NHFC acts as a secondary mortgage financier by buying existing debt from banks in order to allow banks to be able to release more funds into their systems and the corporation also has the responsibility of raising capital through international loans and grants.

Another of such corporation instituted was the National Urban Reconstruction and Housing Agency (NURCHA), this agency “provides guarantees of between 40% and 75% to institutions providing bridging finance to developers, including NGOs and community builders, and end-user finance guarantees to allow households to improve upon the basic housing subsidy” (Jones and Datta, 2000: 404). NURCHA is reliant on international donors and this has caused the agency to be forced by donors to shift from providing bridging finance to developers towards

providing rental accommodation and the agency does not have much skill in this field. The main cause of this is that the subsidy provided by government is too low to help developers acquire land, put in site services as well as build houses which can be afforded by the poor (Jones and Datta, 2000).

With government interventions and call for the private sector and financial institutions to be involved in the provision of affordable housing, “the private sector conditioned its commitment to make housing loans to low- and moderate-income households on effective operation of these institutions” (Miraftab, 2003: 233). Regardless of these incentives provided by NHFC and NURCHA, the financial sector failed to provide and approve the 50 000 bonds which they had committed themselves to providing and they only managed to approve and grant 20 000 bonds in the affordable housing sector (*ibid*). Other problems encountered in dealing with the private sector and financial institutions are that they favour higher income groups when compared to low income people as higher income groups provide better security when it comes to repayment of bonds. It also became evident that banks preferred to grant loans to applicants who came through private developers rather than mortgage loans to individuals due to the lower operations costs associated with this. Miraftab, 2003 states that the greatest false impression contained in the country’s housing policy was that they assumed that “the relationship among the private sector, communities, and government would by default be one of cooperation, partnership, and complementarity” (Miraftab, 2003: 235). It turned out though that the private sector tended to dominate in relationships and the people and communities aimed to benefit from projects were marginalized and did not benefit from projects. Reasons behind this are the lack of clear cut conditions for relationships between the different stakeholders in housing projects (Miraftab, 2003). Due to the weaknesses and failures from this policy, government continues to adapt it and develop other strategies to work hand in hand with it to ensure success in the delivery of affordable housing. One such policy was the Local Government White Paper.

2.5.2 Local Government White Paper

The Local Government White Paper (LGWP) was passed in 1998; the policy brought forward three specific techniques for housing. These were “service subsidies...support to community organizations in the forms of finance, technical skills or training...linkage policies to directly link profitable growth or investment with redistribution and community development” (Bond, 2003:45). Bond (2003) acknowledged that South Africa was under threat of seeing the

development of a new geographical order which would not be based on race anymore but based on income. Government saw the growth of a new spatial order where areas were no longer divided on the basis of colour but were now divided according to class (low, middle and high-income class groups). Government realized that this jeopardized the socio-economic objectives of the post-apartheid government and released this policy to attempt to counteract this (*ibid*).

In addition, The White Paper also provided support for PPPs in service delivery and “...acknowledges that privatization carries risks of ‘cherry picking (refusal to provide services to low-income areas), poor quality services and unfair labour practices” (*ibid*: 45). This was a step forward from the Housing White Paper as it failed to foresee these possible issues from the start.

Pillay and Tomlinson (2006) explains that discrepancies and problems still ensued in the affordable housing fields and strategies explored were still not successful in addressing housing backlogs and affordable housing needs. Hence the need for a further review and development of a new strategy to deal with the housing issues at hand. The need for a review in the housing strategy resulted in the development and implementation of a comprehensive housing plan for the development of integrated sustainable human settlements(*ibid*)

2.5.3 Breaking New Ground Housing Policy (BNG)

This is the latest housing policy which was implemented in 2004 and was further review in 2014. The BNG policy review in 2014 emphasizes the need to rework and change housing policy and ideologies towards a shift from focusing on the quantitative to the qualitative. The BNG policy introduced the idea of sustainable human settlements which will “alleviate poverty and improve quality of life through creating access to basic services within the new settlements” (Charlton and Kihato, 2006: 257). Some strategies in this policy include the funding land in good locations for low income housing, the provision of services as well as the upgrading and formalization of informal settlements in suitable locations. This policy was developed due to government identifying the need for a strategy to shift housing delivery towards a more sustainable and efficient mechanism. This is not to say though that the new plan disregards past policy fundamentals, they remain relevant but had to be improved for better housing delivery (NDoH, 2004).

2.6 Lessons Learnt from Literature

The above literature reviews unveil the pros and cons to the intervention and involvement of the private sector in housing. Although, different views have ranged, as shown in the review, that the involvement of the private sector means the passing of government tasks to the private sector. While others argue that the involvement of private sectors calls for the shared allocation of resources, risks and responsibilities between the private and public sector in order to achieve public private goals. The literature reviewed have examined and critically analysed various housing policies with regards to the three spheres of government, highlighting reasons why various policies seem to be unsuccessful or the need to be reviewed.

The literature further unveils the importance of sustainable housing provision as a means for poverty alleviation, social integration and economic equity. Various literatures explain how the national housing policy undermine social integration and equity development even though they are stated as part of their strategies. It highlights why the correct implementation of policies and their objectives have been unsuccessful and are not being realized spatially. It explains the need for policy and urban reform that allows for inclusivity and social justice as well as a need to revise public-private partnerships as they tend to develop social enclaves through their input and investment in certain areas.

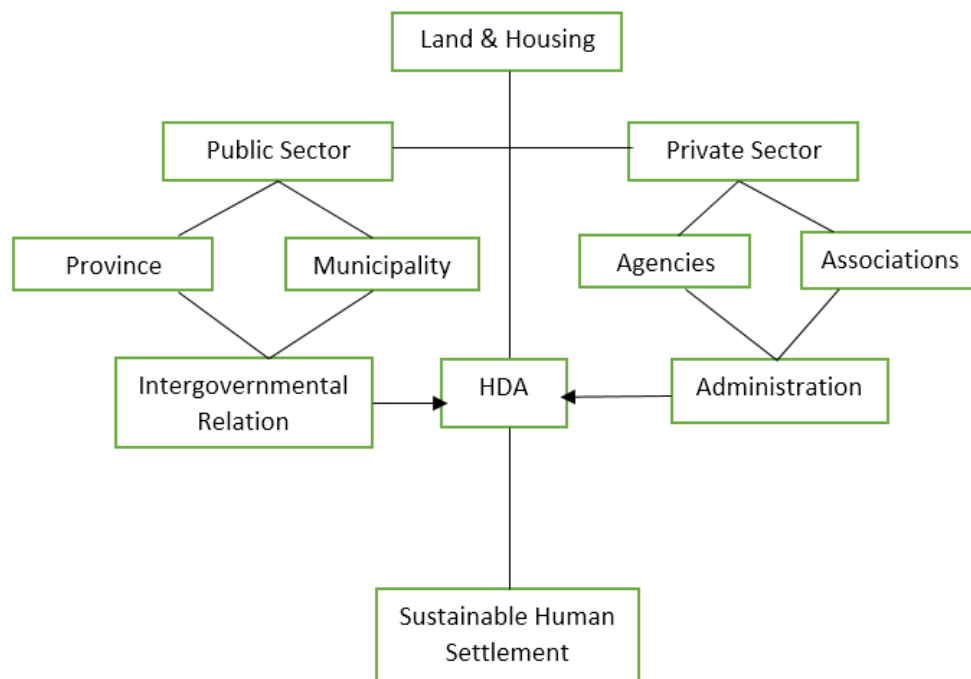


Figure 2: The Conceptual Structure of HDA networking platform (Ajibola, 2017).

Figure 2 highlights a conceptual means through which human settlement development is achieved through the Housing Development Agency's (HDA) networking platform. It highlights the structure of public and private sectors and the means of coordination that exist amongst them. The basic features of PPPs are a collaboration among public, private and third sectors in joint decision-making, resource commitment, sharing of responsibilities, risks and benefits, a division of labour and comparative advantages as well as interdependence (Miraftab, 2004). Some authors (Alexander, 2010; Bond, 2003; Rosenau, 2000) have suggested that PPPs consist of networks of heterogeneous interdependent actors involved in governance and socioeconomic development. Others (Charlton & Kihato 2006; Chamber, 1995; Hough, 2008) have viewed PPPs as values, processes and institutions adopted in addressing intricate societal challenges. PPP institutions in this context relate to a system of interacting and interdependent organizations designed by people for the purpose of collaborations within established norms, rules and constitutions. The HDA can be categorized as such institution in this case. They are known to play significant roles in the progress, development and stability of a society (Charlton & Kihato 2006).

2.7 Conclusion

Post 1994 restructuring policies have also created problems of their own such as leading to low income housing being located on the outskirts of urban areas (Todes, 2003). These developments put low income people at a greater disadvantage than when living in decaying inner city housing and informal settlements as they find themselves burdened with high travelling costs to and from work. Old policies have since been amended and the new policy trend is attempting to reverse these effects through the creation of sustainable housing solutions (Todes, 2003). In housing provisions, for instance, institutions have been identified as vital components in the formulation, implementation and monitoring of housing policies and programmes, while in community development the role of associations (e.g., South African Property Owners Association) have been linked to efficient operation of a sustainable housing system and also in relation to a sustainable housing delivery.

CHAPTER 3: RESEARCH METHODOLOGY

3.0 Introduction

This chapter presents the research method used in the study. The research method employed in this study is that of analysis assessment. An analysis assessment was used during this research because of its focus in understanding a particular agency which is the Housing Development Agency (HDA). This research also used different evaluation approaches and theories to explore case studies of different projects which the HDA have done or is involve in during the course of this research.

This research has extensively use a qualitative method in order to try and describe, explore and understand questions about the functionality of HDA partnerships with the local government most particularly in the development and provision of housing. Although, Trochim (2006) explains that qualitative research is often said to be exploratory, but I find it useful in substantiating specific claims, hypotheses and propositions.

A case study is used for this research; a case study is an intensive study of a specific individual or specific context. There is no single way to conduct a case study, and a combination of methods can be used (Trochim, 2006: online). As a research strategy, the “case study is used in many situations to contribute to our knowledge of individual, group, organizational, social, political, and related phenomena” (Yin, 2003: 1). This type of research design is preferable for this study as it explains and gives a clear narrative into the operational code and conduct of Housing Development Agency HDA towards the location and development of human settlements projects. This will give more understanding and contribute towards current knowledge of HDA success stories or failures and the reasons behind these.

A multiple case study approach is taken in order to learn and be able to determine similarities and see what was done differently in studies which were a success as opposed to unsuccessful ones. “Researchers study two or more cases – often cases that are different in certain key ways - to make comparisons, build theory, or propose generalizations, such an approach is called a multiple or collective case study” (Leedy and Ormrod, 2001: 149). Two case studies were used in this study due to time and resource constraints to be able to explore more cases than this.

Cases used are based within the Gauteng City Region (GCR) area ranging from Johannesburg to Ekurhuleni and Tshwane metros in order to avoid bias, these three metros which serves as the

major metros to represent GCR areas but a closer look is given to the proximity of these locations to the city centers, accessibility and the different housing typologies

3.1 Research Method

This study uses a qualitative research method and the nature of the qualitative research method is known as inductive case study. This is because qualitative research will be a useful method to evaluate and describe the shift while evaluation various housing development cases from the provision of mere shelter to the development of a sustainable housing provision which goes beyond just the provision of houses to the provision of basic utilities, facilities and amenities for the inhabitant of these settlements. Also, qualitative research is useful in a comparative study as well as in studies which aim to examine or evaluate certain events, beliefs, or operation from participants' views. According to Pellissier (2011), qualitative research technique has been seen as a good method of investigating, exploring or understanding complex research areas most importantly when the researcher is in the process of understanding certain event or occurrences as well as understanding certain operational phenomena.

Though qualitative research is often exploratory, such research is also useful in substantiating specific hypotheses, claims and propositions (Trochim, 2006). Such a qualitative study provides verification – to allow a researcher to test the validity of certain assumptions, claims, theories or generalizations within real-world contexts; evaluation – to provide a means through which a researcher can judge the effectiveness of particular policies, practices, or innovations (Peshkin, 1993). An exploratory research is useful as it aids in questioning the dynamics of HDA operation in the development of a sustainable human settlement and help develop an understanding of them (Harrison 2015).

Trochim (2006) states that it is important to ask specific questions before undertaking qualitative research. These are whether the aim of the research is to generate new theories or hypotheses or if the aim is for a deeper understanding of the issues surrounding the research area. Qualitative research is valuable when evaluating or investigating the complex issues and dynamics faced by HDA in the provision of Housing and towards the establishment of a sustainable human settlement. This study uses the qualitative approach as it aims to provide diverse information and to develop a deep understanding of the issues surrounding coordination / networking issues in the provision of a sustainable human settlement projects. To gain a detailed understanding of what

people think when engaging in such qualitative studies, in-depth interviews play an important role (Trochim, 2006).

One of the strengths of qualitative research is that it is very good at producing detailed information. Quantitative research can also do this but has the weakness of data tending to shape and limit the study analysis. Qualitative research is therefore considered to be better for detailed studies because data is more ‘raw’ and in most cases, is not pre-categorized. This means that the researcher has to be ready to organize collected raw data (Trochim, 2006).

In conclusion on my choice of qualitative research method, I acknowledge that it also has its own weaknesses even with its detailed nature of studies as it sometimes might lead to generalization of information which I am aware of and will try as much as possible give a narrative built on the specific description of the phenomena based on the particular subject being researched. This is why it is better to “use qualitative research telling the story from the participant’s viewpoint” and providing the rich descriptive detail that sets results into their human context (Trochim, 2006:26).

3.2 Sampling Procedures

“Sampling is the process of selecting units (e.g., people, organizations) from a population of interest so that by studying the sample we may fairly generalize our results back to the population from which they were chosen” (Trochim, 2006: 27). The group which is generalized to is known as the population. There are theoretical populations which you wish to generalize to and the actual accessible populations which are actually available for the study (*ibid*). The population for this research is the decision makers and senior administrative officials of Housing Development Agency (HDA) involved in the location and development of Human Settlement projects.

The sample is therefore the group of people chosen to be in the study but this does not mean that all of them were eventually involved in the study as some of them may not be contactable or may not respond to given questions. For this study, purposive sampling was used and “in purposive sampling, we sample with a purpose in mind” (Trochim, 2006: online). Purposive samples most likely result in opinions of the target population, but are also likely to overweigh subgroups in the population that are more readily accessible (*ibid*).

For this study, the key informants are five senior administrative officials from the HDA who were involved in various Human Settlement Development projects developing. The selection was made before the actual interview was schedule based on the senior managerial and administrative position they occupy within the agency and also based on the necessary information required for this study. However, only two out of the five previously selected people were part of the final five interviews conducted, this was due to the involvement, practicality and experience of the previously selected five in the development of the chosen study area.

3.3 Data Collection Process

This study is a qualitative research with the use of case studies, the research type and design calls for the extensive collection of data on HDA, the development of various human settlement and related programmes and projects HDA is or was involved in. This information was collected through observation, document review (articles, journals and books) and interviews (Leedy and Ormrod, 2001).

For the purpose of this study, data collection methods used was written notes, documents and in-depth and unstructured interviews involving senior administrative individuals within HDA. During these interviews, data was collected using a voice recorder; audio recording; and a few written notes were taken with the approval from the interviewee. Unstructured interviews are much more flexible and allow the interviewer to be able to control the direction in which the interview takes according to what comes up during the conversation with the interviewee. Such interviews method helps the researcher to explore the ideas of the interviewees regarding the phenomenon of the research (Trochim, 2006).

As the interviewer, I had relevant and specific guiding questions which directed the whole interview. It is of major importance when using this structure that the interviewer ensures that interviews cover similar issues as the weakness of this structure is that it tends to produce unique interviews which become difficult to analyse, transcribe and compare across all respondents (*ibid*).

3.3.1 Data Collection Technique (Relevant Research Methods / Literature)

Based on reports from present, past and future development strategies from HDA and in comparison, with the three local implementation agencies strategies, diverse qualitative information was collected and analysed in relation to the location of the identified human settlement projects within the GCR areas. Furthermore, information's were deduced from various interview sessions using a conversation analysis which involves highlighting relevant information provided during the interview without jeopardising its context.

3.3.2 Case Study and Interview Questions Outline

When looking into case studies and setting out research questions, the focus was on issues around coordination, management, networking, communication, finance and other developmental processes as well as lessons learnt by different stakeholders involved and what they feel could be improved. This goes back to addressing the research questions set out in the first chapter, section 1.5 as well as meeting the objectives of this study set out in section 1.6.

Interview questions were structured as an open-ended question which started with a general question in the beginning to start the interview and ease the interviewee's into speaking and answering questions. Such questions were focused on the interviewee and their personal experiences as decision makers, how long they had been in the company or organization they work in as well as what he/she does and how many human settlement projects they have personally been involved in.

The second group of questions is structured around the coordinating processes and procedures of operation with the identified metros, the nature of partnerships in the development of human settlement projects. These questions aimed to find out how HDA maintains and manages its relationships between the different stakeholders in various projects as well as how different operational structures are chosen and used on the different stakeholders such as whether the public sector prefers to work with private sector or other public-sector entities and why this is the case.

Questions in this section also were focused on drawing out the issues faced in the projects and how these problems can be addressed. Answers to these questions helped to discover how partnerships relationships in project delivery have changed as well as what and how they can be enhanced for better efficiency and delivery of a sustainable human settlement development projects.

Other questions looked into the location (proximity to city centers), the delivery aspect of the projects in terms of time, quality and numbers as well as the financing of the project. These include how and who gets allocated into these developments, the financial responsibility when conducting such developments which also leads to the risk sharing between the different partners/stakeholders involved. This led to questions around the quality of the housing products and the entire project as a whole. Methods to analyse the data collected are now discussed in the following section. These methods were used to analyse the information gathered in the case studies and interviews conducted. The analysis and findings are discussed in chapter four of this document.

3.4 Data Analysis

Two analytic strategies are used in the analysis of the evidence from studies and collected data. The first strategy is based on the theoretical propositions in which the study is based and the research question, literature and new insights. The second analytic strategy is the development of a case description. Here analysis is based on the description of the characteristics and operational mode of HDA in relation the coordination and working together with local municipalities in the provision of housing and other basic infrastructure for the development of a sustainable human settlement (Yin, 1994).

Most research involving social issue normally uses three major steps in its data analysis. These are: data preparation that is cleaning and organizing collected data for analysis; descriptive statistics which is describing the collected data and lastly; Inferential statistics where developed hypotheses, models or propositions are tested (Trochim, 2006). Analytic techniques used are: pattern matching and explanation building analysis. Pattern matching involves the linking of two patterns which are normally a hypothetical pattern and practical pattern. Such an analysis strategy involves an attempt to relate, link or match theoretical and observation patterns. In such cases where the study uses a case study design, pattern matching involves the analysis of case study patterns and their comparison with predicted patterns (theories, propositions and hypotheses) and whether or not there are any alternative explanations or patterns (Trochim, 2006; Yin, 1994). Figure 3 outlines the thinking process which goes with the pattern matching approach

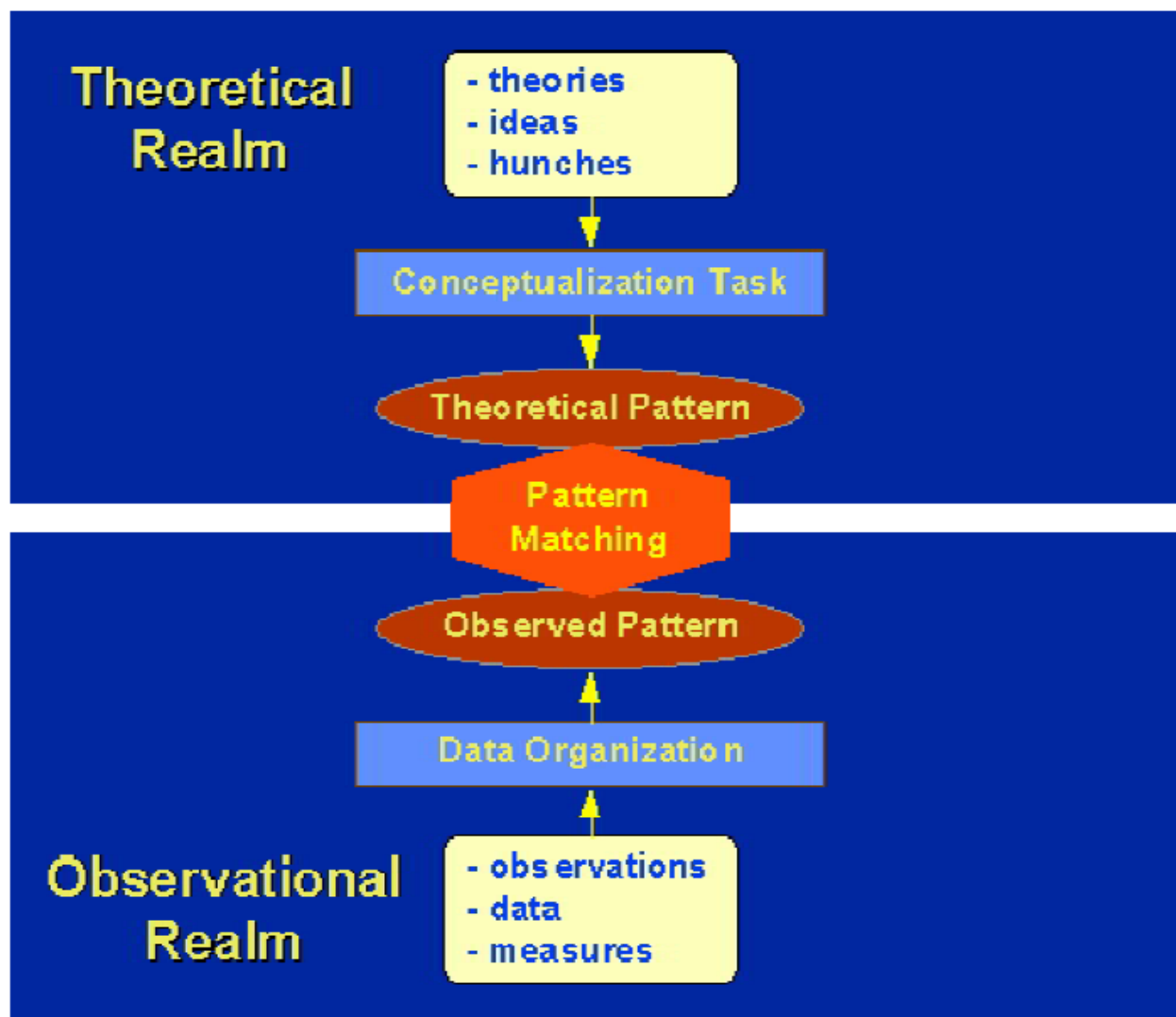


Figure 3: Pattern matching theory (Trochim, 2006: online)
<https://www.socialresearchmethods.net/kb/pmconval.php>.

The explanation technique requires collected data to be analysed by building an explanation about the case and identifying a set of causal links. When using the explanation building strategy researchers have to be careful not to drift away from the original topic as this is one of the potential problems when using this strategy (Yin, 1994; Trochim, 2006).

First and foremost, the analysis on written documents is done and this is known as content analysis. This can be quantitative, qualitative or both. This is a broad analysis which aids in the identification of patterns in the text. An important part used in this study is that of thematic analysis of text, which identifies and pins down major themes found in the reviewed documents. These documents include field notes, newspaper articles, articles in journals and technical papers or organizational memos collected during the data collection stage (Trochim, 2006).

The analysis done in a study determines the units of analysis therefore the units of analysis used in this study is a group of studies in various locations. The study is also looking into the number of housing projects undertaken by HDA together with local governments partnerships. The table below summarizes the case study research design and describes the aim of case study, method of conducting a study, data analysis as well as the type of research in which the case study method can be used

Table 1: Case study research design

CASE STUDY	Study an individual programme or event in depth. Suitable for a little known or poorly understood situation. Also to study changes over time, possibly as a result of intervention
	<u>Method:</u> collect extensive data on the individual, programme or event. Observations, interviews, documents, past records or audio-visual material. Details about the context surrounding the case – social, historical and economic circumstances.
	<u>Data Analysis:</u> organise details, categorise data. Interpret single chunks of data, identify patterns, integrate findings and generalise results.
	<u>Research report:</u> reason for studying the case, describe the facts and the data, discuss the patterns found and relate this to the larger scheme of things

(Pellissier, 2011).

3.5 Validity and Reliability

Validity refers to the truth contained in proposition, presumptions and conclusions made in the research. External validity is about whether conclusions made in the research can be applied or generalized and hold true for other people or places at other times (Trochim, 2006). External validity has three major threats that could make conclusions drawn in research hold untrue in other contexts. These are people, places or times.

To improve external validity, it is important to use a great sample in research and this involves the random selection rather than a non-random sampling procedure. Once sample is chosen it is also important to ensure that chosen participants participate and do not drop out or not respond.

To improve external validity of this study, the study is done in a number of places, that is three cases although these three cases involves asking questions from the same set of people from HDA however, these cases have different varying circumstances and challenges and each of

these cases involves different local municipalities and stakeholders. Studies were also undertaken on cases which were developed at different times to strengthen the studies external validity. This makes the external validity/ability to generalize the study stronger (Trochim, 2006).

Internal validity is about the accuracy of conclusions regarding cause-effect or causal relationships. Internal validity is important for this study as it aims to assess the socio-economic effects of the location of various human settlement development to city centers and the implications to various stakeholders. For internal validity, the key issue is whether observed changes in sustainable human settlement development projects are due to the programmes and policies discussed in the previous chapter and not due to other causes (Trochim, 2006; Yin,1994).

3.6 Ethical Considerations

The issue of ethics plays a very important role and is very relevant to any research study. The ethical issues important and relevant to this study are voluntary participation whereby participants in the research do so voluntarily and are not forced to participate in any way. Also making different participant aware of the protection of their integrity while voluntarily participating and contributing to the research, this will help to safeguard that participants are not put in any risk due to their participating and involvement. Another issue is that of informed consent where the participants are informed about the research and what it entails and get their consent to use their ideas and inputs when they are fully aware of what the research is for and what will be done with it. This is to ensure that participants are not put in any danger due to participating and being involved in the research.

Ethically a researcher has the duty to also protect the privacy of research participants by ensuring confidentiality and making sure that no personal information is made available to people not involved with the study (Trochim, 2006).

Ultimately, I intend to prevent the crucial issue of plagiarism during my research. Making sure that different knowledge is attributed to their authors' and my citation is properly done. Also trying to make sure that my references are not omitted, missed and are properly done while adhering to the University of Witwatersrand format of "Harvard" referencing.

3.7 Limitations to Study

The organization under study (HDA) is a newly established agency with an operational period of 7 years and during this period, no research such as this has been conducted on them. Based on the aforesaid, the agencies ethical code and conduct require senior staff members not to disclose some vital information to a research of this capacity. Another limitation I experience was the fact that I was an international student understudying this newly developed agency therefore one of the major challenges were that of communication and lack of willingness to provide vital detailed operational information.

Another limitation to this study is that the agency selected for the study is not a representative of the whole privately-operated agency responsible for the provision of housing development in Gauteng. This means that findings are not likely to be able to be used and generalized across the province or country. What the study does is lay a foundation for future research to be done in various private agencies in charge or assigned with the provision of housing and look into much broader contexts such as the whole country at large. Other important limitations here are the lack of sufficient and unlimited information from the agencies officials. Time is also a major limitation as research has to be done and completed in less than a year hence the limiting of case studies to three.

In addition to the above limitations, several articles, journals, books and other vital information are overloading the website, libraries and media houses thereby creating an unreasonable but vital limitation to me personally because several expectations are required from various readers however, a research of this magnitude being a report of a study or an investigation can only do so much based on the time frame required to complete the research which is one academic session (less than nine calendar month). The problem of information overload is considered here as there are so much to cover but limited time and this might lead to the summary of some vital information.

3.8 Conclusion

To conclude, the study uses a qualitative research method which is exploratory and inductive in nature. Such studies are good as they provide detailed information. A case study design in the form of multiple cases approach is employed to be able to learn and be able to compare studies and determine similarities and differences between different cases. Therefore, a purposive sampling will be used. This is supported in the writing of Trochim (2006) which explains that “in purposive sampling, we sample with a purpose in mind”.

The interview selection approach was five different sources in order to enable me understand various views of the official points. This has helped to foster a well-articulated view analysis while contrasting these views to various publications and articles on housing provision and human settlement development.

CHAPTER 4: THE HOUSING DEVELOPMENT AGENCY

4.0 Introduction

The previous three chapters have grappled using various literatures to analyse, review and adopt what research methods need to be followed. The following chapters provides information using interviews from senior administrative officials from HDA Gauteng office couple with a case research study. These officials handle the operation and management of various department within Housing Development Agency in Gauteng and have also handled different sustainable Human Settlement projects in Eastern Cape, Northern Cape and Western Cape. Reports and analysis presented in these chapters have been amalgamated from interviews, use of Lapsis software, case study and site report including observations from the three selected metros.

Chapter Four and Five outlines some intertwined viewpoints from operational managers at HDA Gauteng office, these chapters provides edited interviews in order to protect the interest of my informants without compromising the academic integrity of the research. Chapter four provides the background of HDA based on reports and various literature, it explains reasons why the agency was established and considered to be an important agency in the provision of housing and necessary settlement support services that will foster a sustainable human settlement development. The chapter further highlights various modification in the agency's mandate, its operational strategies, involvement and coordination ethics.

4.1 Background

The Housing Development Agency (HDA) came into being based on the events of the post 1994 apartheid reform programmes. The ANC lead administration that took over after 1994 understood the need and importance of housing provision for people that have previously been underprivileged and disadvantaged during the apartheid regime. For this reason, the Department of Housing (DOH) now being referred to as the Department of Human Settlement (DoHS) tried to establish various integration and development programmes such as the National Reconstruction and Development Programme (RDP). This integration and development programmes affected several sectors of the South African Economy particularly, the housing sector (Bhaila, 2013). Various RDP housing projects were initiated in order to achieve the revitalization and redevelopment of the housing sector. The RDP initiative encouraged the building and development of mass houses in and around townships and also on various vacant peripheral lands (*ibid*). The RDP housing provision then, was more focused on the numbers

(quantity) of houses provided rather other basic supporting facilities and amenities such as the roads, electricity, access to economic means and job accessibility that is supposed to cater for the sustainability of these big housing development projects (Turok, 2015). This RDP housing provision overlooked a lot of other factors such as the ownership and title deeds that goes with housing rights. These factors were not the main concern during the massive development of this housing programmes

From 1994 to 2005 there were several complaints, riot and debate about the quality, access to economic potential, enabling environment for wealth creation and social integration that was expected with these housing provision (Tissinton, 2010; Shapurjee and Charlton, 2013). These complaints were based mostly on the size and quality of these houses, people started complaining that the houses were not meeting their needs and the location of these houses to their work place was far (Tissinton, 2010). This led to the need for the ruling party (the ANC) administration to review the housing provision strategies. This review lead to the development of the National Department of Human Settlement to oversee and monitor the development of human settlement particularly the provision of housing alongside other facilities and amenities (SACN, 2014).

The newly established Department of Human Settlement (DoHS) in 2009 encountered a lot of issues and challenges one of which was the acquisition of land for the development of human settlement. Also the DoHS was faced with the issue of the laws, legislation and regulations surrounding the accessibility and acquisition of land and land management (Savage, 2014). Based on the aforesaid, according to the African Report (2010), in 2009 the DoHS along with other relevant department such as the department of rural development amongst others had a discussion on the need to establish a Housing Development Agency (HDA). HDA was created in order to assist with some of the issues and challenges DoHS was facing mainly the acquisition and release of potential lands for the development of human settlements, hence the coming into existence of HDA. The creation of Housing Development Agency (HDA) is to assist the DoHS in fast tracking the process of land acquisition and release them for the development of a sustainable housing. Attention were given to potential and well-located land in cities and built up areas with economic promises, either publicly or privately owned suitable for the development of sustainable human settlement.

4.2 Housing Development Agency's (HDA's) Mandate

The HDA was established in terms of the HDA Act, 2008 (Act 23 of 2008), in April 2009 with a single mandate to acquire land on behalf of government for human settlement development purpose. According to DoHS (2009), its target then was to acquire 6 025ha for the provision of 500,000 homes by 2014. However, according to the human settlement committee report (2015) before the end of 2014, HDA surpassed its expected requirement. Sequel to the agency's outstanding performance, the agency's mandate was expanded / reviewed (*ibid*). The Minister of Human Settlement Lindiwe Sisulu in 2015 appointed HDA to act on land matters with regards to overseeing the process of construction and management of top structures such as building of houses, roads, drainages, and other suitable services necessary for the sustainability of the human settlement (HDA, 2015). The Agency has been tasked with being in-charge of any housing construction or development in South Africa as a whole. They are expected to take over some of the functions that the provinces and metros were involved in with regards to housing provision (DoHS & SACN, 2014). For this reason, HDA is presently busy restructuring and re-strategizing on its functional and operational mode of coordination in order to be able to deliver on its present mandate. The agency's new mandate according to HDA (2015: 9) report; is "to identify, acquire, hold, develop and release state- and privately-owned land for residential and community purposes and for the creation of sustainable human settlements".

As part of the newly expended / reviewed mandate, the agency was expected to facilitate and fast track the acquisition and release of suitable land by cutting through obstacle and red tapes in order for it to be used for the development of human settlement projects (HDA, 2015). This agency was earmarked between 2009 and 2013, to specifically deal with issues of land acquisition, investigation on the feasibility of the land and propose possible sustainable development suitable for the land (DoHS, 2009).

According to HDA report (2015), since the creation of HDA in 2009, the agency has operated at an outstanding performance in various capacity towards the land acquisition and development of human settlement projects including informal settlement upgrading in different provinces. Such province includes; the Eastern Cape, Western Cape, Northern Cape, Limpopo, Free State etc. The agency's responsibilities were further expended to oversee the design, development, project management, provision of programme support and packaging. HDA is also expected to offer various supporting roles such as the appointment of contractors and developers for the construction of the needed facilities and amenities required for the sustainability of the human

settlement development projects. Furthermore, HDA has been assigned the responsibility of providing project-management expertise for the development of various facilities and services in the construction of human-settlement projects through accelerated and innovative project packaging (*ibid*). The HDA also facilitate specific housing and housing-related needs of the market, in addition to the role provincial governments and municipalities play. The agency is accountable to the Executive Authority of the Department of Human Settlements.

4.3 Housing Development Agency: Involvement and Coordination Strategy

The information provided in this section is based on the interview conducted with senior operational managers within HDA Gauteng office. It provides information on how HDA gets involved, assists and works with various provinces. Officials from HDA explains that the agency serves as a support partner to provincial and municipal government in various capacity. However, for any support service to be rendered by HDA, the agency first goes into what it refers to as the Implementation Protocols (IP). The IP is the creation of a formal relationship that is established with an organ of state, it describes the kind of support that is needed to operate in the formal realm of the relationship. The HDA also supports the province by forming an ‘Assistant Partnership’, this Assistant Partnership is presented in form of a Medium Term Operational Plan (MTOP). The MTOP is a funded agreement that outlines specifically, the services to be provided, its cost and duration. it provides in details various support and operational services needed for assistance while stating the financial implications for its execution. The MTOP as its name suggested is a medium-term agreement, usually between three to five years. The MTOP is crucial to HDA because it serves as a mobilization document or agreement through which the agency is allowed to offer its operational assistance and services to any organ of government most especially the Province. The HDA is expected to assist and support the provincial sphere of government by working together with relevant departments towards the development of a sustainable housing development. However, the agency is often times being engulfed with handling the entire development process; from land acquisition and release till allocation and hand overs.

The agreement and consent approval of the MTOP by the HDA and a provincial government creates an avenue for HDA to establish its offices within the said province. The signing of the MTOP establishes an official legal agreement between the province and HDA, it provides the means through which HDA is allowed to operate or practice within any space. Subsequent to

MTOP approval by both the Province and HDA, the agency is then required to collect, collate and analyse data from the province by synchronize its geo-spatial system with any information provided by the province.

4.4 Housing Development Agency: Operational Strategy

The Housing Development Agency has categorized various projects it involves in into two.

1. The Catalytic Projects and
2. The Upgrading support projects.

The Catalytic Projects are public projects that are planned and designed to cause a corresponding and complementary development reaction on surrounding properties. They are projects of sufficient magnitude to stimulate the redevelopment of underdeveloped properties or major rehabilitation of underutilized buildings. Catalytic projects range from mega scale inclusionary neighbourhoods to seemingly small but high impact interventions. The underlying principle of all of these is that they are all spatially targeted interventions whose main objective is to intervene and deliberately restructure settlement patterns and impact on the environment. The HDA designs and prepares plans which provides a comprehensive spatial framework to guide investment from all state departments, state-owned companies and the private sector in the human settlements environment. It includes principles for spatial development, spatial targeting, criteria for human settlement development, the identification and mapping of broad investment areas. HDA has developed some unique criteria which is laid down in the spatial investment framework to guide catalytic projects towards restructuring the spatial configurations of apartheid settlement patterns. These criteria include; “prioritize, target and focus resources (financial and other) in the human settlement sector towards scale delivery, Mobilize Inter-governmental support, co-ordination and alignment (using “PHDA” mechanism); Demonstrate Impact and Integrate in terms of the spatial environment and as envisaged by the MSP; Support & encourage government & private sector collaboration/integration in delivery; Promotion of job creation especially among the youth located in the project areas” (HDA, 2015: un-paginated). This set of criteria calls indicates the need for stakeholders to collaborate and coordinate their operations in order to transform human settlement development in South Africa. The Housing Development Agency (HDA) assists the Department of Human Settlement (DoHS) towards achieving an appropriate spatial planning by indicating where to invest in human settlement through project pipeline. A team comprising the Housing Development Agency and the

Department of Human Settlement (DoHS) assessed the proposed project proposals to ensure that the projects are compliant with the principles of Intervention, integration and impact and that the projects are technically sound and feasible.

The Upgrading support developments are projects that deal with rapid formalization and upgrading of informal settlements. This programme is under the National Informal Upgrading Support Programme (NIUSP). The HDA engages this programme with the use of its Rapid Assessment and Categorization (RAC) criteria in order to determine the most efficient and effective strategies of formalization, revitalization and upgrading of basic infrastructure and service. The agency uses its various systematic methods together with community engagement to assess, determine and locate how important and necessary services can be integrated into the living and existing limited space. The integration of necessary services requires specific strategies such as the layout preparation with the introduction of roads within the existing living communities. This is an incremental approach which is divided into phases. The first phase may require the provision of services such as roads, water, electricity, town halls or community centers which can also be used for educational purposes while the second phase is considered for the in-situ planning, formalization and registration of the settlement i.e. through township layout and establishment, and issuing of title deeds which serves as the security of Tenure. The upgrading of informal settlement consumes time, efforts and money; it is often frustrating and requires a lot of tactical strategies.

Either for a Catalytic Project or for the Upgrading support project, HDA explores two unique technical approaches and methods in its operation particularly with the commencement of sustainable Human Settlement development project. These two unique systems are

1. The National Human Settlements Land Inventory (NaHSLI) system and
2. Land and Property Spatial Information System (LAPSIS).

These systems are mostly adopted and improved for various projects handled by HDA, however, these systems are fully developed and operational for the development of various Human settlement projects.

NaHSLI system is computerized software which stores and process land records of all comprehensive, multidimensional catalogue of habitable land. NaHSLI system is programmed to query and provide insight into the development potential of habitable land and lends itself to the

functions of choice, governance and sustainability. LAPSIS is computerized programmed software that is synchronized with various data such as population, provincial and municipal geographic boundaries, roads and so on, it presents a national tool based on the geospatial analysis of the natural, regulatory, structural and social environment context within which a habitable land profile for South Africa is being developed. These two systems operate highly on a very technical manner with skills in order to facilitate the identification of suitable, available, accessible land that can be used to earn a livelihood and for the creation of a sustainable human settlement development. It also helps to demarcate non-habitable land and risk-prone areas. It gives details on the various land potentials and can be used to generate reports particularly for national and provincial (regional) purposes where human settlements could be located best.

4.5 Conclusion

The HDA continues to improve its planning, delivery and business processes, and through the dedication and commitment, it has established itself as an essential contributor to the human settlements value chain. Alongside this, the Agency has also done extensive work on the National Land Assembly Strategy, which will speed up the acquisition of land and its development. Technology is playing an increasingly important role in the Agency's work. The agency has borrowed from global best practice in developing local solutions through its LaPsis and NaHSLI systems. These innovative GIS-based systems have made easy the process of assessing the housing need and finding suitable land for development is taking place at a much more efficient and effective pace, contributing to a greater pace of delivery. The HDA was appointed as implementing agent by the National Department of Human Settlements from its inception in 2009 and has been delivering on various project along with provincial government and local government. The HDA is currently seen as the partner of choice in relation to land assembly and housing services, and are active in all nine provinces.

The HDA officials reports that the agency subscribes to good corporate governance and recognizes the need to conduct the agency with integrity in accordance with the King Code of Corporate Governance. To this end, the Corporate Governance Programme provides operational efficiency and service excellence, providing organizational support services to operate and function as an organization with a track record of quality, effective delivery and professional services. The Corporate Services Department includes human resources, training and development, legal services, document and record management, facilities management and information technology — with a particular focus on improving human resources and IT over the years. HDA sees Inter-governmental relations as increasingly important in ensuring an integrated approach to human settlements development, the agency continually tries to strengthens its relations with all nine provincial governments and with a large number of municipalities.

CHAPTER 5: HDA'S INVOLVEMENT AND OPERATION IN GAUTENG; ISSUES AND CHALLENGES

5.0 Introduction

Chapter Five consist of various case study reviews and analysis. It substantiates the reasons for HDA's exclusivity through the analysis of various development sites identified within Gauteng province particularly, The City of Johannesburg, Tshwane and Ekurhuleni. Its outlines and describes the context of Gauteng City Region GCR which harbors the three selected case studies of this research. It gives the description of the case studies in relation to their location, land areas and the indications of the specific areas the HDA is developing. These specific areas have been acquired and surveyed by HDA for the development of a Sustainable Human Settlement (SHS) projects and are indicated below using different maps. It also analyses and takes a critical view of the issues and challenges faced by HDA in Gauteng province and within the three selected metros.

This chapter further explains various implementation strategies adopted by HDA in the three identified areas of development within the metros. The chapter is divided into sections and subsections that explain how HDA handles specific projects in relation to their "operational approach" and their continually changing mandate and mode of operation in the provincial and municipal spheres of government towards a Sustainable Human Settlement development project.

This chapter also provides a comprehensive detail of my findings based on various interview sessions with senior HDA administrative officials, project managers and implementation officers. These individuals provided me with diverse information on the new plan of government to hand over various housing (particularly shelter) plans / projects mainly the provision of new human settlement development to HDA. This new plan envisages a continuation and deepening of the partnership between government and the private sector vis-à-vis the development of sustainable human settlements.

5.1 Identifying the questions to be addressed

With reference to the first chapter of this research report, section 1.5 highlights the relevant questions this research aims to answer.

Recall: “What is the impact of HDA on housing supply and human settlement development within the Gauteng City Region (GCR)?”

Other relevant questions also include;

- What are the factors being considered in the creation of new settlements?
- What are the challenges faced by HDA in the coordination and implementation process?
- What strategies do HDA explores in ensuring the timely delivery of different human settlement projects?

5.2 Background: HDA involvement in Gauteng

The provision of housing or the development of human settlement largely depends on how it is financed and budgeted for. Apart from being a constitutional obligation to the national and provincial government, the ruling party’s (ANC) belief that it is politically imperative to boost the supply of houses on a national scale which is assumed to be effective when anchored by various provincial governmental sphere. The Housing Development Agency was invited by Gauteng Provincial Government in 2013 based on its outstanding performance in other provinces. The HDA existence in Gauteng for the past three years have not been smooth because of several reasons such as the signing of the MTOP by the Province and the synchronization of various information from various departments and particularly information from its local governmental sphere i.e. local districts, municipalities and metros. The standard operational system of HDA has been delayed by Gauteng province, making it handicapped and limited in its operational scope. The Implementation Protocol (IP) was signed but, the MTOP was not signed up to the time this research was conducted. However, the Housing Development Agency Act No. 23 of the 2008 on which the HDA was established gives it authority to operate without undertaking its internal standardized procedures for operation. This legal framework guides the functionality and operation of HDA.

This Act empowers the HDA and provides it with the necessary legal jurisdictions to operate without waiting for further paper work from the province. Based on the aforesaid, the HDA is then allowed to become proactive by engaging ‘directly’ with the local government i.e. the municipal authorities either the metros or the districts for the presentation and introduction of

necessary support service they can provide within any said Province. The Housing Development Agency protocols and operational set up in Gauteng have not really seen a good start as the province slow pace to reach necessary agreement has debarred the agency's capacity in this regard. However, the agency still strives to establish possible networks and coordination strategies for its operation.

Gauteng province like every other province within the country is funded by the national treasury through the division of revenue act. A certain percentage of this fund is earmarked for the development of human settlement purpose. Other funds that come from the national Treasury include the Human Settlement Development Grant (HSDG), Urban Settlement Development Grant (USDG), Informal Settlement Upgrading Grant (ISUG), services upgrading and community empowerment. Once the services that need assistance are identified by the Province, the necessary implementation protocols are initiated. Although HDA support service depends on various proposed development programme the province decides to embark on. Some of these support services are the BNG programme, Finance Linked Individual Subsidy Programme (FLISP), Bond programme, Comprehensive programme or informal settlement upgrading programme.

5.2.1 Housing Development Agency (HDA) Operation in Gauteng

The present operation capacity of HDA at the provincial government is limited. According to senior administrative officials from the HDA, the HDA operational strategies in Gauteng deal with defining the roles and responsibilities of all stakeholders in details; the strict definition of roles adopted by HDA is due to the slow establishment of a contractual relation with the Gauteng province. The definition of roles highlights who has to do what within various programmes.

First, the agency is involved with land identification process which involves complex spatial analysis. Second, it is involved with the feasibility studies of the identified land which comprises of the synchronization of various geo-spatial data. However, these data are easily processed and analysed with the help of the National Human Settlements Land Inventory (NaHSLI) system and the Land and Property Spatial Information System (LAPSIS). The use of this spatial information system allows the HDA to visualize, analyse and match various properties in terms of different indicators such as the population, migration, economic status and other relevant potential development indices of the area. Finally, once the land has been identified, the HDA further

assist with its acquisition, holding, preparation and release in collaboration with the Gauteng department of human settlement.

This ‘potential’ land is then released back to the province either for the development of provincial housing projects or alternative released to an appointed developer, agency, and public benefit figures for bond, subsidy or social housing scheme. The allocation of a ‘potential’ land for the development of any development scheme is based on provincial prerogative but often done with the need identified by the Integrated Development Plan (IDP) of various municipalities. More often than not, the municipality allocates completed housing development because of the autonomic right as local service delivery entity. However, this allocation is also done in line with HDA verification system.

After the identification, acquisition, preparation and release of ‘potential’ land, HDA then proceeds to sign a Memorandum of Understanding (MoU) with the municipality where the allocated land falls. This MoU often defines the roles and responsibilities of all the department or local government agencies involved within the entire Sustainable development projects. The MoU accentuates HDA as the principal agency responsible for appointing, coordinating, assembling, monitoring and evaluation all the team players in the development project. These responsibilities are included in the MoU together with a draft proposal with suggested names of reliable contractors and developers. The municipalities are then expected to either accept, reject or amend this proposal with various inputs and suggestions. Municipalities also have the autonomy to amend the task, roles and responsibilities listed by HDA, this is depended on the level of financial ability and local accreditation capacity of such municipality.

In Gauteng presently, the HDA has managed to initiate three major megaprojects which are located within the three major metros in the province. These megaprojects are located in the City of Johannesburg, City of Tshwane and Ekurhuleni with various Breaking New Ground (BNG) development programme housing. The HDA development scope, approach and adopted strategy for various projects in Gauteng vary depending on the location. HDA operation in Gauteng province is to support and assist the province only on the development of top structures on land that has been fully acquired and released with necessary title deed and ownership rights acclaimed to HDA for the development of a sustainable human settlement project. This is because several hectares of land are being identified by the province for the development of human settlement projects without the consent of the municipalities involved. Lands that are not

within the jurisdiction of the province are often proposed and monitored by HDA for the development of other housing programmes such as FLISP housing, Bond Housing and sometimes social housing. This form of housing developments is often undertaken by the local implementation agency such as Johannesburg Housing Company (JHC) and Johannesburg Social Housing Company (JOSHCO), or other private contractors and construction companies. Also, depending on the funding available, if money was released by the Treasury for the development of the BNG policy, then HDA carries the responsibility on the identified land for which BNG project has been proposed.

5.2.2 Housing development Agency Strategy for Location of Suitable Land

The HDA has adopted three different methods for the identification of land suitable for the development of human settlement. These three methods according to HDA (2015) report are –

1. The systematic use of geo-spatial software such as LAPSIS and RAPID assessment system developed by HDA. This system is based on various data collected, collated and synchronized from different departments. Information such as the economic potential, development benefits, social impact, integration are highly considered as determining factors during the use of this application.
2. Physical consultation with the province and Municipalities through a discussion and meeting forum on their business plans, housing sector development plans, Spatial Development Framework and their Integrated Development Plan (IDP). These plans are used to understand and ascertain the present housing requirement and backlog. It provides details on the type of housing provision required and the categories of people requiring these houses.
3. Land offers from individuals, private institutions such as Eskom Telkom, Transnet and other parastatal organizations. The land offers by individuals or private institutions are often acquired with various conditions such as outright purchase, tenure lease, compensation and percentage partnership amongst other. These land are often used in accordance with the mode of acquisition i.e. donation, partnership or outright purchase from the institution responsible.

After the Identification of land by any of the above-mentioned systems, my informant explains that, the geographical location of the land is defined accordingly i.e. its location in terms of area,

size and the district where it falls into. The HDA then subjects such land to its internal simulation criteria also known as ‘HDA selection criteria’. These criteria evaluate the land based on

1. Its spatial fitness, compatibility and availability of bulk services and infrastructural proximity.
2. The impact of socio economic integration of the land. I.e. what possible impact will this land development have on its surrounding environment? Its physical, social, economic and financial impact and above all how the land is connected in terms of transport route, other settlements and digital networks is highly considered.
3. The geo-technical and environmental impact assessment of the land based on the implication on existing plants and animal, the adaptive features or condition for which the land is able to acclimatize the proposed development.

These studies are further done in order to assess, certify and propose accordingly suitable and sustainable development for the land. For a land to be strategically well located, the land needs to be certified in different categories such as social, economic environment, physical connectivity and accessibility to other areas. This reflects the major shift from the RDP housing project to the comprehensive housing development programmes also known as the BNG housing programme focuses on the development of a sustainable human settlement. It reflects the dignity of human settlement rather than just units in terms of numbers of houses provided. The quality of the houses is checked alongside with the provision of basic services and infrastructure such as the provision of civic and community center, roads, hospitals, sport facilities, religious facilities and socio-economic facilities such as markets and schools, are accessible within a certain minimum distance to cater for these houses development project; proximity of these services to the development or provision of these services within the development.

5.2.3 Housing Delivery Process and Strategy Adopted in Gauteng

The nature of various human settlement development programmes varies slightly from one to the other. Depending on the programme for which the development has been scheduled to be implemented under e.g. Comprehensive Housing Development Programme (CHDP), Finance Linked Individual Subsidy Programme (FLISP), Bond, and Social Housing, bulk infrastructure and services depends greatly on the programme scope and proposed development package. HDA engages with relevant local government department whose services and supports are needed for

the provision of the proposed infrastructure or services. Two types of agreement are then reached. First, various local government departments will solely provide the infrastructure and service for which they are responsible. Second, with the consent of various local government departments and depending on the capacity of these departments, a conclusion is reached for and with HDA to involve varying capacity of private developer and contractors to assist or support different departments towards the provision of these infrastructure and services. These two options greatly depend on the volume of infrastructure and services needed vis-à-vis various local government department capacity.

The above bulk infrastructure provision strategy can also be combined depending on programme integration. The HDA is responsible for designing a layout and appointing various identified stakeholder whose competence and experience is known to undertake the provision of different aspects with the integrated development programme. Usually the private contractors are employed for infrastructure and service provision on FLISP and Bond housing programmes because these programmes are not based on free allocation and are dependent of various qualification criteria.

HDA also adopts the use of the Redbook volume II (2005) as a guideline on the necessary infrastructure and services needed to support the socio – economic sustainability of a certain number of people, land mass and density within a particular development area or a proposed development area. The Redbook is based on the National Treasury policy document which is focused on ensuring a safer and sustainable financial sector towards the provision of housing in South Africa. The financial sector is expected to be involved in funding of housing development by issuing home loans to qualified individuals within a salary range bracket.

The HDA shoulders the feasibility investigations on the land by using various means and methods such as the sourcing for various developers, contractors and stakeholders to partake in project support, project implementation, finance, and property management. The outcome on the feasibility determines whether a land is suitable or not suitable to be developed. A council report is then generated by the mayoral committee, and all pre- approvals (human settlements elements) are done and included in the report. Human settlements elements are the shelter, infrastructure, and services required to sustain the development. The report is sent to Member of Executive Council (MEC) for approval, and to treasury for funding. Once there is an approved budget the construction of the houses will commence.

5.2.4 Issues and Challenges

South Africa's history has woven a complex legal framework which has resulted in parallel systems, overlapping laws, burdensome administrative procedures and high development standards. The Housing Development Agency (HDA) provided an update on the challenges faced in relation to purchase and release of land for sustainable human settlements.

One of the challenges faced by HDA is the issue of land ownership. The HDA states that it is difficult to acquire prime land owned by the province for the development of housing hence the reason why most of the lands they acquire are located in the peripheries. Very few prime land are identified within economic benefit and these lands often fall into the categories of privately owned land therefore there is delay in the negotiation of a suitable market value for these land. The prevalence of individual ownership is often depending on government expropriation or donations by the owner were possible however, the land owners often demand for compensation. Individual ownership dominates the implementation of bond and FLISP housing subsidy scheme. Currently in 2016, nearly 84% of the total lands acquired were recommended for bond and FLISP housing subsidy approved because they were individually owned.

Another challenge faced by the HDA in Gauteng province is the conflicting Geo-spatial information. The synchronization of various data obtained from different governmental department are often conflicting and mostly, they do not overlap. More often, a manual investigation process is initiated to verify the data obtained. It takes a longer period to investigate title deeds, land establishment, zoning regulations and existing situation of the land as indicated on the spatial information registry.

The acquisition of public land posed challenges in relation to the turnaround time. The necessary steps for verification were time consuming. The HDA also faced competing claims from other state departments, such as education, justice and police sectors who might also be seeking land. Sometimes land acquisition could also be compromised by change in specific pieces of land, like changes in departments. The process whereby HDA put forward proposals and motivations was also time-consuming and have negative impacts. It was important, to remember that the decision whether to release land is vested with the owners, so the mandate of HDA was limited to identifying and then negotiating for release of the land.

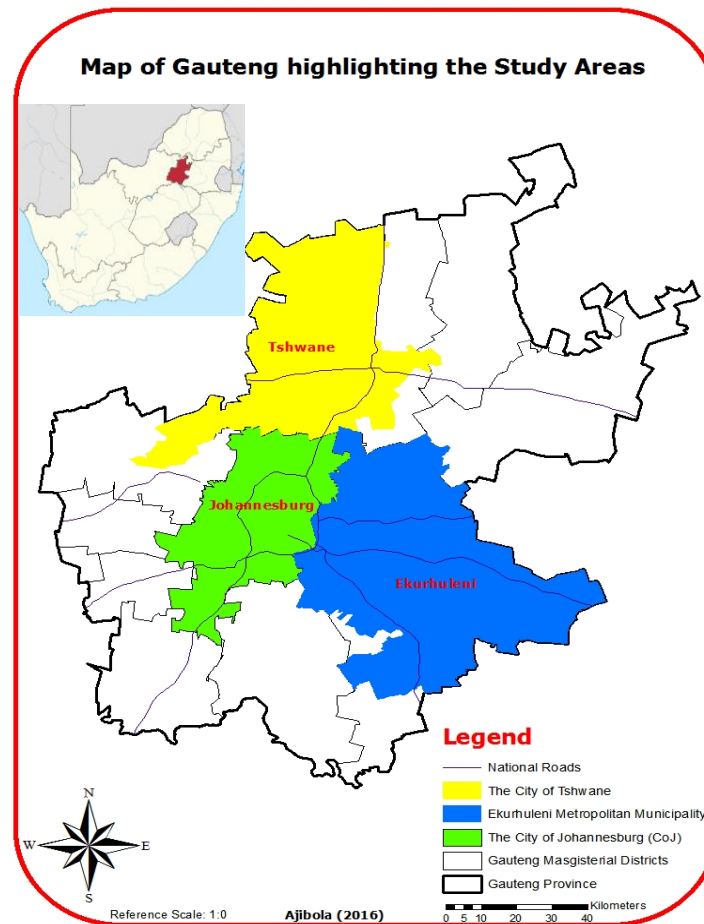
Also, expressed as a challenge, is the issue of coordination amongst various departments. HDA officials explain that there were still several grey areas around rights and title. This was

particularly so for the communal lands and it was also a major issue in settlement development. Different legal processes were involved at a national level; the three major custodians of public land were Department of Public Works (DPW), Department of Rural Development and Land Reform (DRDLR) and State-Owned Companies (SOCs). SOCs were mentioned in particular because there was a difference between how HDA dealt with them and other government departments. A SOCs land or buildings had to be acquired in a market-related transaction, therefore funding was required. At a provincial level, Housing Boards and various Provincial State-Owned Entities (SOE) also held land to be purchased. At the municipal level, there were Municipal-owned land, commonage, and assets of Municipal Entities such as the Johannesburg Property Association.

Funding is another challenge the HDA is facing. Funding in context of how money is distributed within the government. The bulk of funding received was from provincial grants and HDA private funds. However, HDA does not have a capital grant and this funding had been acquired by savings accumulated over a three-year period, from the Treasury Committee. Funding plays a very vital role and become a challenge whenever there is need to buy private land.

5.3 Case Study: The Present Situation

Housing development in relation to shelter provision in South African urban centers poses a bigger challenge because they vary in dimension and purpose depending on the preconceived provision initiative.



Map 1: Map highlighting the three selected metros in the context of Gauteng Province and in relation to South Africa (Ajibola 2016)

Gauteng being one of the provinces in the country presently have over 79% of its population living within three metros which are the City of Johannesburg (CoJ), the City of Tshwane (CoT) and Ekurhuleni (HDA, 2016). Interviewed Senior officials from the HDA envisage based on the continuous expansion and sporadic growth rate in Gauteng that these metros might be amalgamated with their adjoining smaller neighbouring municipalities which are in closer proximity to them. These metros are expected to guzzled or merged with smaller local authorities while still having their individual autonomy and local municipal jurisdiction to form the Greater Gauteng City Region. This amalgamation strategy according to a senior HDA official (2016) will help forester regional economic growth and integration; planning instruments and economic

policies lies at the heart of a collaborative governance strategy which will in turn accommodate a good sustainable human settlements development.

The development of sustainable human settlements in Gauteng is categorized as one of the spatial restructuring framework initiative, incorporating the principles of the National Strategic Development Plan (NSDP) and the National Growth Development Strategy (NGDS). Gauteng human settlement development is more geared towards attaining the national and provincial economic development plan. For this reason, the development and construction of new human settlement is carried out on various peripheral lands spread around the province. These developments are mostly initiated from the provincial government with commitment and input spread between the Departments of Housing (DoH), Department of Land Affairs (DLA) and most often the Department of Provincial and Local Governments (DPLG), with significant aspects being addressed by the Department of Transport (DoT) amongst another relevant governmental department. The coordination and alignment of these various governmental departments particularly the DPLG pose a huge challenge to the provision of a sustainable human settlement projects. For instance, the housing development strategy and proposed initiatives varies greatly between the provincial government sphere and the local sphere. A typical example is the variation that exist between Gauteng province and the three selected metros which will be discussed and analysed below. This is because the provincial and municipal sphere of government gives more priority to various subset within the Housing Development Policies vis-à-vis the Sustainable Human Settlement Development Framework.

While Gauteng Province establishes a holistic approach towards addressing the entire housing shortage in the province, municipalities like the City of Johannesburg and Ekurhuleni embrace fractional, achievable and more specified projects in handling housing shortage issues. Gauteng provincial approach involves a spate of megaprojects developments with large numbers of housing units designed to accelerate the delivery of housing where land is readily available and cheaper with a great benefit from economies of scale than in built-up areas. This initiative and development approach of building dispersed megaprojects in peripheral land around the province is not totally accepted by most local municipality. But ironically, provincial megaproject strategy fortunately received a huge national interest with the appointment of a new minister of housing in 2014 - Lindiwe Sisulu. Being an influential politician couple with the problem of housing shortage, the ministers perceived this megaproject housing development with a sense of urgency.

Megaprojects are of great importance to her in order to tackle the limited or collapse of housing provision programme. She sees the megaprojects as some kind of ‘Marshall Plan’ for housing: ‘The delivery of houses has dropped by 25% over the past five years ... [this] is very serious especially against a backdrop of increasing urbanization and promises made’ (Sisulu 2015). This requires more than mere co-ordination between departments, but instead suggests the need to develop a single overarching planning authority and/or instrument to provide macro-level guidance to support the development of sustainable human settlements.

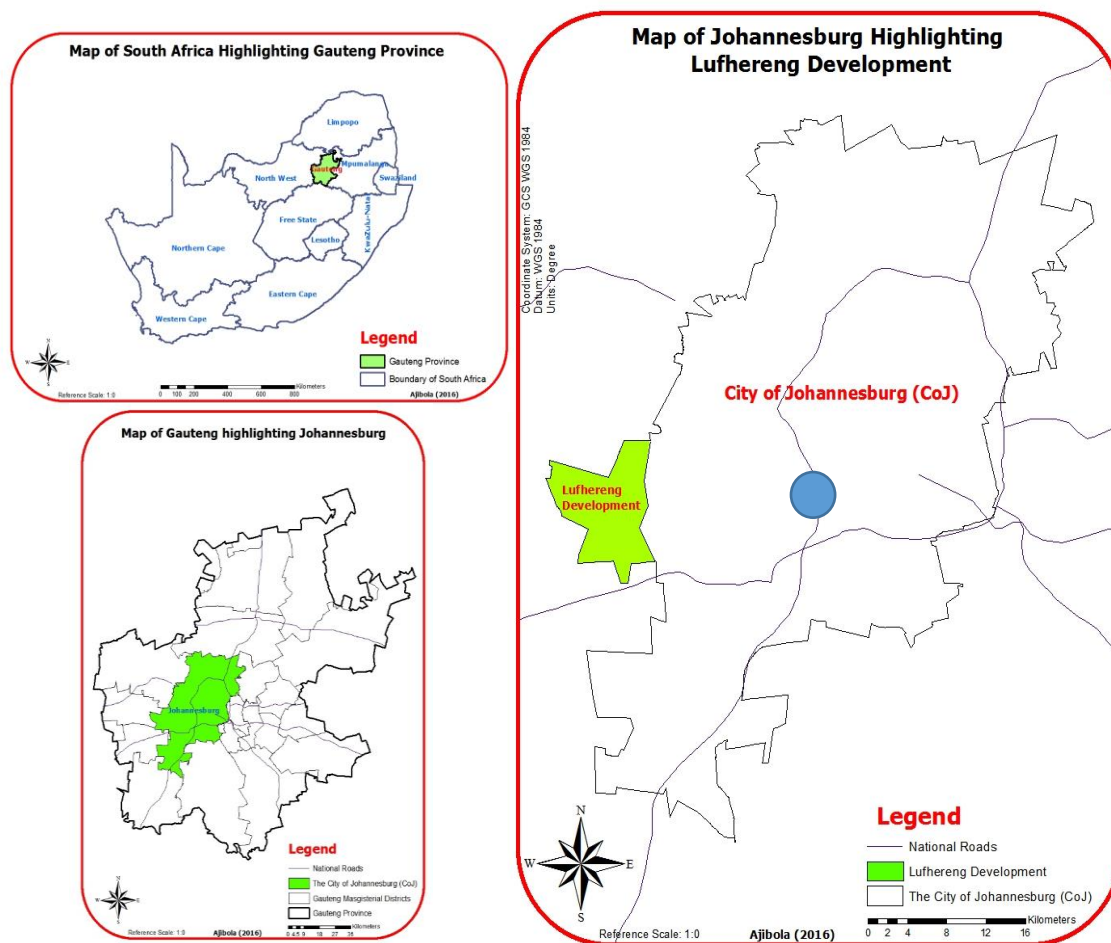
Strangely, in response to the wider yearnings of Gauteng’s citizens for improved quality of life through housing provision, the local (municipal) sphere of government which is mostly responsible for service delivery particularly the City of Johannesburg gives a different development approach and plans in addressing the housing issues on a municipal level. CoJ approaches housing shortage with quite a different urban agenda that is based on longer-term considerations and a broader view of efficiency. The City of Johannesburg (CoJ) pursues a key objective of urban compaction, densification and integration by encouraging new housing on well-located land ‘within’ the city and improving public transport connections between neighbourhoods and jobs. To CoJ, urban concentration promotes human interaction and enhances productivity, which is vital for social cohesion and national economic competitiveness. Proponents of this approach are the National Treasury and the metropolitan municipalities. Sequel to my observations and findings, it was discovered that the three selected metros tackles the provision of housing differently, this is largely dependent on past and present political history and will.

The present South African housing policy is focused on achieving integration and the restructuring of towns and cities which are expected to enable equal growth and development to foster an even wealth generation and distribution. The key objective is to integrate previously excluded groups into the city and the benefits it offers, through various strategic measures such as densification, rezoning, infill development, land swap, consolidation and subdivision amongst others. Also, to ensure the restructuring, upgrading and development of previously excluded settlements and townships for economic growth and benefits to basic infrastructure and services within them. The policy also focusses on the development of more integrated, functional and environmentally sustainable human settlements, towns and cities. In order for the Housing

Development Agency (HDA) to achieve its required mandate, its operation and coordination approaches vary depending on the level and capacity it needs to function.

5.4 City of Johannesburg

The City of Johannesburg is located at 26 degrees, 12 minutes and 16 seconds south latitude and 28 degrees, 2 minutes and 44 seconds east longitude. Johannesburg is the provincial capital of Gauteng and it is situated at elevation 1767 meters above sea level. The city covers an area of 1 644 km², below is a map showing the location of the study area within Johannesburg and Johannesburg within the boundary of the Gauteng province.



Map 2: Map highlighting Lufhereng study area in the context of Johannesburg and in relations to South Africa and Gauteng Province (Ajibola 2016)

The present involvement of HDA within the City of Johannesburg is characterized by acquisition and transaction management as well as land and property asset management. The agency is involved with development, SWOT and feasibility analysis of potential human settlement areas with the municipality.

Furthermore, HDA is delegated to oversee socio economic integration and ensure its compliance with sustainable housing development framework and the national housing policy.

The proposal put forward to HDA by the city of Johannesburg (CoJ) reveals that CoJ has decided to approach housing provision within the city by looking into the regeneration and revitalization of the city, majorly focusing on integrated growth, development, reconstruction, redistribution and reconciliation of its inner city with the rehabilitation of old building and the construction of new ones within the city. This housing approach according to the inner-city regeneration report published in July (2015) will be allocated to people of various income group, however, preference will be given to people within the income bracket of R3500pm – R10000pm. This approach is expected to tackle racial separation, segregation, spatial discrimination and mitigate the inequality created by apartheid policies.

Although the city has a short and long-term plan towards the provision of a sustainable housing, the present focus deals with the provision of houses in and around the city's Central Business District (CBD) areas. Example of such development can be seen around the New Town area and towards the Maboneng precinct development (Highlighted in blue on Map 2). The City of Johannesburg housing approaches seek to redress the apartheid division legacy. Its focus is to reduce the situation in which the poorest were housed furthest from economic opportunities. This housing approach is in line with the present housing policies and housing provision framework drawn to rebuild and develop the country.

Highlighted in Green on Map 2 is one of CoJ's ongoing BNG policy programme that focuses on the creation of a comprehensive human settlement development in the Lufhereng area. This area is a green field development located at the western part of Soweto. Lufhereng was identified for development by the City of Johannesburg in 2012 but the process of township establishment was only concluded in 2014. In the same year, HDA was invited by the Gauteng Department of Human settlement (GDHoS) to draft a comprehensive sustainable housing plan for the area. The development was expected to cater for 2,384 housing units after completion. However, this development has experienced a slow pace due to lack of commitment and interest from various

stakeholders particularly Eskom and some departments from the City of Johannesburg. According to some HDA's operation managers (2017), the Lufhereng development was expected to have been concluded and handed over to the city in November, 2016 but as of March, 2017, this development still lacks the installation and construction of some basic services such as electricity, clinics, community centers amongst others. The slow pace of this development has been associated with the diverted interest and the lack of willingness by the city to develop in peripheral edges couple with comments and objections from various community elites and public institutions (HDA's operation manager 2017). Also, the city's present focus on the inner city's revitalization and upgrading is identified as a problem hindering Lufhereng development as most departments from the City tend to pay attention and allocate resources to inner city development.

5.4.1 The Strategy Adopted by HDA in the City of Johannesburg.

The HDA work both on a provincial level and also on the local municipal level, they operate with The Integrated Development Plan (IDP) together with the National Housing Development framework. These documents have made it possible for COJ to prioritize its resources, efforts and plans to various subsets in the Human Settlement Development Framework Policy. The city has been able to combine its resources both from National Treasury and its internally generated revenue into funding two different housing programmes, these housing programmes are the BNG programme and the Urban Renewal / Upgrading programme.

Urban renewal is a targeted intervention by City of Johannesburg local municipality to resuscitate declining urban areas. The Housing Development Agency (HDA) plays an important role in a range of urban renewal interventions focused on urban centers and exclusion areas such as encouraging Social Housing – Social Housing is generally medium-density and this housing intervention makes strong contribution to urban renewal and integration. HDA uses Social housing interventions to facilitate the acquisition, rehabilitation and conversion of vacant office blocks and other vacant/dilapidated buildings located within the CBD as part of a broader urban renewal strategy.

HDA emphasizes the need for CoJ to move away from a housing-only approach towards a more holistic compact development which promotes the principle of sustainable human settlements. HDA highlights the need to create room for the provision of social and economic opportunities within facilities and vacant buildings acquired for rehabilitation and intended for housing provision. The Housing Development Agency (HDA) envisaged that a multi-purpose cluster

concept applied to incorporate the provision of primary municipal facilities such as parks, playgrounds, indoor sport fields, crèches, community halls, taxi ranks, satellite police stations, municipal clinics and informal trading facilities.

The Housing Development Agency (HDA) works with the City of Johannesburg and act as an Implementation agency on issues relating to housing development. The HDA submit housing development plans together with socio-economic and business plans proposed on behalf of the city of Johannesburg for approval to the Gauteng Department of Human Settlement. This process is followed in order to endorse the principles of intergovernmental relation framework and source financial support for housing provision. The process also serves as a way for the city to inform the province on proposed plan and development towards mitigating issues on housing backlog and service delivery. HDA further provides technical support and project programming, capacity assembly and project packaging as well as project management support services for the city of Johannesburg.

In relation to housing provision, the City works together with Housing Development Agency (HDA) aiming to create sustainable settlements and good neighbourhoods that offer a wide range of quality accommodation opportunities that are adequately serviced and well-located. It assists the city in analysing the operational and maintenance costs highlighting various ways on how facilities may be managed / operated by agency such as JOSHCO and other Community Based Organizations including Private Owners Associations active within the beneficiary communities. Housing Development Agency (HDA) assists the City of Johannesburg in adopting designs and plans that promotes the principles of sustainable developments within an already existing precinct. The agency works as a channel of communication amongst various departments responsible for the provision of efficient service and infrastructure for housing. It also serves as a bridge and provides platforms which encourages and promotes collaboration amongst the city, the province and private institutions towards achieving a sustainable development.

For the residence of the City of Johannesburg to access a sustainable development which includes a well-integrated, safe, reliable and affordable infrastructural service within a revitalized development, HDA encourages the development of various levels of mix use construction. Priority is given to the provision of basic services such as housing, water and sanitation, electricity and solid waste services. Over the past three years, HDA has been working with the

city of Johannesburg towards improving and providing adequate housing and basic services within various urban renewal / upgrading programmes.

Another housing provision strategy adopted by HDA is ‘The Formalization and Upgrading of Informal Settlements’ this programme is focused on upgrading area formally classified as informal settlements. Most of these informal settlements are invaded land usually government owned, occupied by people with the construction of make-shift building. These areas often lack basic services and infrastructure such as roads, electricity, water etc., and are often located closer to an existing developed settlement. The basic aim of this housing provision strategy is to bring dignity to the poorest citizens of the City by accommodating their housing development style, identification and allocating house numbers to settlers while providing decent infrastructural services to them and promoting a conducive living condition which eradicates the informal settlements status. With regard to the informal settlement upgrading project, the Housing Development Agency (HDA) is presently working within the City of Johannesburg on areas such as Ivory Park, Diepsloot and Orange Farm amongst others. These areas are being provided with basic services such as the construction of hospitals, schools and roads including helping the legal residents accelerate the acquisition of title documents. The agency works through partnerships with the city and other public and private stakeholders in achieving these goals.

5.4.2 Issues and Challenges in Johannesburg

Township location in Johannesburg such as Soweto, Orange Farm, Roodepoort and Lenasia have been criticized for their lack of sustainable economic opportunities which has resulted in people having to travel from these townships to the city’s center in search of economic opportunities. The development of RDP houses on vacant lands in and around these townships have been ascribed with reinforcing apartheid spatial settlement patterns. The Draft National Urban Strategy makes it clear that restrictions will increasingly be placed upon the number and scale of future peripheral subsidized housing projects, whilst acknowledging that a lack of funding provides very little manoeuvring space for the acquisition of land that are well-located and are at close proximity to the city center to be bought and used for housing development.

The City of Johannesburg is challenging the megaprojects initiated by Housing Development Agency (HDA) in collaboration with Gauteng province proposed for construction along the city peripheral areas and are isolated from the city center. Support from City of Johannesburg on developments in peripheral areas is facing neglect or a slow pace because of the peculiar reason

of reproducing and entrenched the apartheid spatial pattern of dormitory settlements in isolated locations. Comprehensive construction such as the Lufhereng development is being faced with this is challenge hence forcing HDA to adopt contingency strategies towards the provision of infrastructure and service provision. Comments and concerns from various stakeholders have associated them to being incubators of poverty rather than assets to help lift people out of hardship. It allegedly traps poor families on the periphery with having to bear the brunt of long and complex journeys to work and school.

According to HDA, megaprojects are often framed as a response to poor communities' impatience at the slow pace of socio-economic progress. Megaprojects are seen as great threat to major cities, where population growth is strongest and the demands for enhanced socio-economic housing provision are loudest. Although, political leaders particularly at national and provincial sphere still announce various plans to develop megaprojects in a systematic string needed for major urban expansion schemes and satellite towns. Megaprojects are expected to accommodate tens of thousands of urban residents in better living conditions. However, it is very difficult to shift the pattern of private investment in industry and tradable services. Businesses such as Malls, supermarkets, petrol stations and other formal retail outlets take decades to open there, let alone tradable activities.

The HDA identifies beneficiary allocation and administration as one if its biggest challenges in Gauteng province and particularly the city of Johannesburg. This problem is intertwined with factors such as migration, poor data management and variation in data capturing and management system of different government housing programmes. Mass movement of people from previously segregated township, homelands and provinces to CoJ in search of economic opportunity and greener pasture has resulted to the inadequacy of the department of housing to keep track of people who have been allocated houses in other provinces. Different systematic programmes where used to capture various government housing programmes. An example is the system used for the registration of RDP house is not the same for social housing as well as subsidy housing. Hence, this creates conflicts and challenge particularly for HDA because of the congested programme. Extra effort is then needed to be put into the verification and background check of various individuals in order to ascertain the authenticity of first time beneficiary.

The mining situation in Gauteng particularly the southern part of Johannesburg stream of mining belt is dolomitic in nature which makes it difficult for the development of new housing project

around these areas. The land use implication of developing a mixed used development within an already dense environment also has its economic impact on health and safety of pedestrians.

Furthermore, Eskom is faced with power distribution which affects electricity supply to most newly developed or proposed human settlement projects. They also often require the outstanding bills of any upgraded building renovated for housing purpose to be cleared off before reconnecting such building is forms part of the challenge being faced by HDA towards the provision of sustainable human settlements.

5.4.3 Conclusions

A related risk surrounds financing of parallel urban agendas between the provincial government and the fiscal position of the metros. Anaemic macroeconomic performance implies a constrained medium-term fiscal outlook. The City of Johannesburg struggles to acquire the capital required to invest in bulk infrastructure that will cater for peripheral development. Lufhereng developments amongst various other BNG projects are hampered because of the financial implication required by the metros for the provision of infrastructural services. Also, the City of Johannesburg is likely to be concerned that the megaprojects will divert public and private resources from core built-up areas.

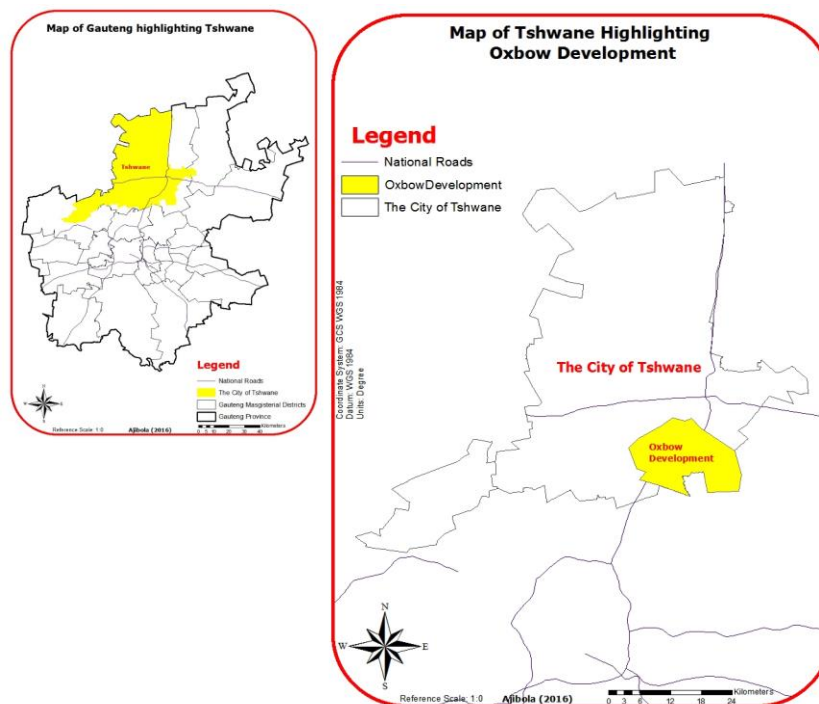
The political priority attached by the province towards the development of human settlement on large greenfield in the urban periphery could persuade private residential and retail property developers to follow suit. Hence, this would compromise the viability of the City of Johannesburg investments in rapid-transit bus systems and other urban infrastructure designed to increase the population density of city cores.

5.5 The City of Tshwane

The City of Tshwane forms the local government metropolitan region located at the northern area of Gauteng Province, South Africa. The City land area increased from 2,198 square kilometres (849 sq. mi) in 2010 to 6,368 square kilometres (2,459 sq. mi) in 2015 after the incorporation of Metsweding (See map 3 Attached).

In 2014, the Housing Development Agency (HDA) established partnership with the City of Tshwane. The partnership was agreed and concluded in August, 2014 when the Implementation Protocol (IP) and Medium Term Operational Plan (MTOP) were signed. HDA have been involved with various BNG projects within the metro since late 2014. One of such project is the Oxbow Sustainable Housing Development project highlighted in yellow (See map 3) which is located on the north eastern peripheral land of the city. This programme involves the construction of 3756 housing units and the development of site and services scheme around its adjoining areas.

Although, CoT proposed medium term housing plan identifies that by the year 2020, a total of 70 000 housing units are expected to be developed in order to attain their Millennium Development Goal (MDG) and in accordance with the National Strategic Development Framework (NSDF).



Map 3: Map highlighting Oxbow study area in the Context Tshwane and in relation to Gauteng (Ajibola, 2016)

Housing Development Agency (HDA) is actively involved in housing within the City of Tshwane with about 750 square kilometres of land acquired and 453 square kilometres released for various development purpose between 2014 and August 2016. The agency has also been involved with extensive housing feasibility studies on these lands, by undertaken various S.W.O.T analysis on the socio-economic integration without jeopardizing on the compliance of the land based on Spatial Planning and Land Use Management Act (SPLUMA) and also the Sustainable Housing Development Framework. The City of Tshwane together with HDA have started the construction of various top structures at the Oxbow area. HDA is presently handling the entire project management schedule and some city responsibility such as the appointment of contractors for various construction and service provision purposes. The city is only responsible for financing and the preparation of title deeds.

5.5.1 HDA Development Strategy Adopted in the City of Tshwane

HDA is involved with the processing and facilitation of the release of well-located public land to the municipality to be developed in co-operation with the Department of Land Affairs and the Department of Public Works. The facilitation of Public land and land held by para-statal organizations, which were deemed suitable by HDA for the development of human settlement housing purposes, is to be transferred to municipalities at no cost. The acquisition of land to enhance the location of human settlements constitutes a fundamental and decisive intervention in the Apartheid space economy, therefore, the city of Tshwane with the help of HDA agrees that the cost of land acquisition should not be borne by the poor, but should be treated as a broader social cost. As a result, funding for the acquisition of land will no longer form part of the housing subsidy in Tshwane. Rather, the acquisition of well-located private land will be funded through a separate funding mechanism which is expected to come from the National Treasury as part of the National Sustainable Development Grant (NSDG).

HDA together with the City of Tshwane is presently engaging with SARS and Treasury to investigate the introduction of fiscal incentives (and disincentives) to support the development of well-located land allocated through Gauteng province. This will also require engagement with the Department of Provincial and Local Government (DPLG). The strategy will be coupled to the Public Land Register, which is expected to enhance the coordination of land assembly at project level. The City of Tshwane in co-ordination with Gauteng provincial departments, will request land parcels for vesting and transfer. Prior to the commencement of the Oxbow housing

project, HDA advertised using the tender method to secured reliable constructors, developers, and Business Development Possibilities from or around the province. HDA screens and selects competent applicants and allow them to negotiate the conditions for the operation of the partnerships and subsequently signed a Memorandum of Understanding (MoU) and a Medium Term Operational Plan (MTOP) with the successful ones.

5.5.2 Issues and Challenges in Tshwane

HDA identifies intellectual capacity and experience as one of the significant constraints currently being experienced in the city of Tshwane human settlement department. To this regards, most HDA resources are channelled to assisting the metros harness the implementation and delivery of housing projects and programmes alike. Also, HDA teams provide skills transfer and training to Tshwane municipal employees in order to take on the responsibilities of evaluating and monitoring on the project and several other projects. The need for outsourcing will depend on the capacity across government and is not the same everywhere. Although the minister made some pronouncement and recommended that as part of the Operational Capital Budget Programme, a portion of the Urban Settlements Development Grant should be made available for operational expenses and outsourcing planning, engineering, project management and social facilitation to HDA to ensure delivery in the short term. However, this recommendation from the minister is being hindered due to the present unstable political terrain i.e. Democratic Alliance (DA) Versus African National Congress (ANC).

Tshwane is experiencing high population growth due to urbanization and migration. The increase in the Tshwane's urban population is due to the following components of urban growth: urban natural growth in areas such as Pretoria expansion, urban net migration from neighbouring underdeveloped municipalities such as Ekangala, and the reclassification of parts of the rural population into the category 'urban', due to the sprawl of existing urban areas into their rural surroundings or the development of new towns in formal rural areas such as Oxbow development. This has resulted in the crossing of the boundary of a predefined spatial unit such as people crossing from Metsweding and other surrounding environment to experience a change of residence within the city center.

HDA identifies the expanding rate in terms of boundary and population as one of factor contributing to the incapacitated condition of the metro's ability to cater for the ever-increasing population. The expending rate of boundary and population has also resulted into various

documentation adjustments which the Tshwane in particular have to deal with in order to be plan, budget, and propose efficiently its housing needs and other development projects. Also, the legacy of the apartheid segregation system is still being restructured hence, people are laying claims to land ‘historically’ particularly in Tshwane. Therefore, boundaries keep changing; the change of boundaries requires several papers works because of the mechanism of social integration it requires.

HDA also identifies the reason for massive population growth and urbanization in Tshwane is characterized by not only internal movements of migrants, but increasingly by immigrants from other Africa countries and parts of the world which also requires housing either renting or outright purchase.

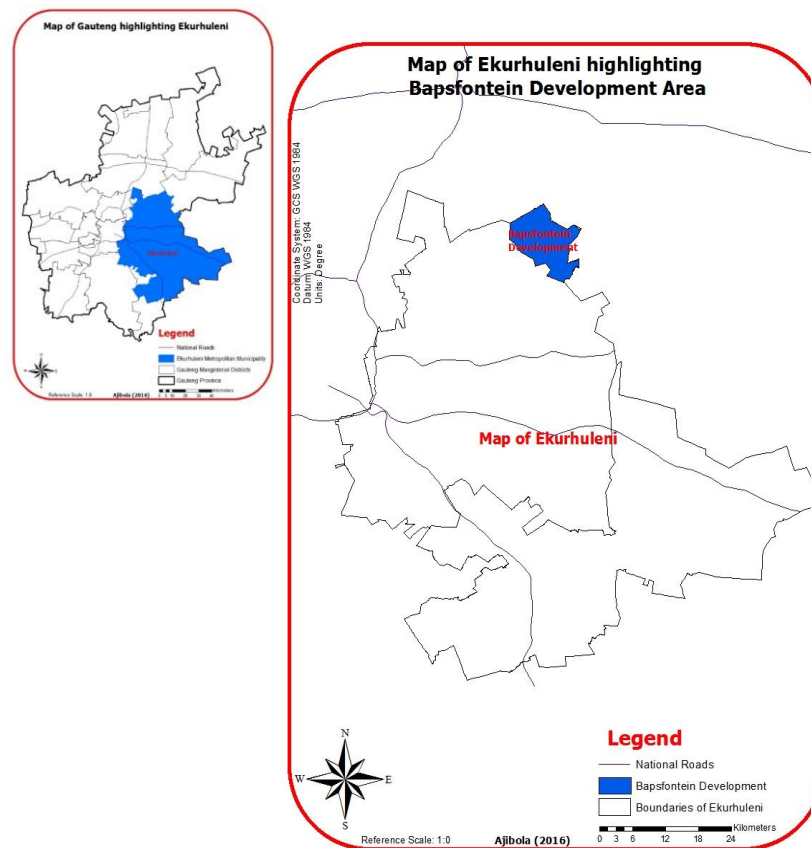
The identification of legal, qualified and suitable beneficiary was also one of the problems HDA identifies in Tshwane. This problem is intertwined with factors such as migration of people from one province to the other, variation in names and other information captured, poor data management system of different government in housing allocations. Sequel to boundary adjustment and massive population growth, identification, management and allocation of various government housing programmes became difficult for HDA to merge provided information without manually investigating and verifying the true identity, origin and housing claim of these people. The investigation and verification period takes a lot of time, manpower and resources that would have been used on other potential projects.

5.5.3 Conclusions

From the points raised above, it is clear that the government of Tshwane and HDA are facing a bigger challenge when it comes to housing delivery. Investigations have been made to check what may be the cause of backlog and some findings lead to administrative processes. Local government remains a sphere of government and has to deliver its mandate through their processes. For every function that a government department performs there is a process involved. The processes of an organization determine its effectiveness and customer satisfaction. An effective business process will result in a positive outcome. All communities have housing needs and transparency in processes is important.

5.6 The City of Ekurhuleni

The City of Ekurhuleni local municipality is a metropolitan municipality that forms the local government of the East Rand region of Gauteng. The City land area increased from 1,198 km² in 2010 to 1 975km² in 2015 after the incorporation of Lesedi Local Municipality, which will be abolished, making Ekurhuleni the local government of both the East Rand and the rest of south-eastern Gauteng. (See map 4). OR Tambo International Airport is in the Kempton Park area of Ekurhuleni. The City of Ekurhuleni Municipality covers an extensive area from Germiston in the west to Springs and Nigel in the east. The former administrations of the nine towns in the former East Rand were amalgamated into the metropolitan municipality, along with the Khayalami Metropolitan Council and the Eastern Gauteng Services Council. It is one of the densely populated areas in the province, and the country. The economy in the region is larger and more diverse than that of many small countries in Africa. It accounts for nearly a quarter of Gauteng's economy, which in turn contributes over a third of the national Gross Domestic Product. Many of the factories for production of goods and commodities are located in Ekurhuleni, often referred to as 'Africa's Workshop'.



Map 4: Map highlighting Bapsfontein Study Area in the Context of Ekurhuleni and in relation to Gauteng (Ajibola, 2016)

In 2013, both the Department of Human Settlements (DHS) and The Housing Development Agency (HDA) were requested by the mayor Mphahlele to support and assist Ekurhuleni with the responsibility to oversee several housing delivery and implementation. HDA's mandate was to specifically to reposes, acquire and make available for housing construction, land that are closer to the airport, the municipality was focused upon development around the airport and creating an "Aerotropolis". The City of Ekurhuleni Municipality had engaged with the Built Environment Performance Plan (BEPP) that was required by National Treasury and involved HDA to be involved in the plan with the signing of the Memorandum of Understanding (MoU). HDA was required to draw up a business plan and land required for a sustainable "Aerotropolis" development.

There was also other municipal land, and land for strategic development, that were owned by the Ekurhuleni close to the airport for the development of an "Aerotropolis". Such land included Tswelapele Extension Eight (also known as the Winnie Mandela Park) and Chief Albert Luthuli Park in the Ekurhuleni Metro and OR Tambo Airport as the essential planning point. The concept of "Aerotropolis" meant that the City planned around the airport, and is expecting to capitalize on the economic development and job creation opportunities around the airport. This concept applied primary nodes with linkages in a 20 to 25-kilometre radius between areas.

HDA was also assigned to ensure that intergovernmental relations and cooperative governance was being taken seriously amongst all departments. HDA was expected to harmonize the relationships between municipal officials, contractors and developers, to fast track development, and to pay attention to cooperative governance. The City of Ekurhuleni Municipality has worked with HDA for the past 5 years on massive housing development projects in five geographical areas. In Tembisa there were 46 267 informal units, Daveyton had 47 879 units, the mining belt area had 46 236 units, Kathorus had 27 411, and Kwatsaduz had 29 557 units. Ekurhuleni Municipal Housing Plan is based on the Metropolitan Special Development Framework (MSDF), which would reflect densification in housing, and development closer to economic opportunities.

HDA is expected to provide for comprehensive and integrated spatial planning, as well as to ensure that attention was paid to bulk infrastructure. Planning in the past, had involved talking to people where there were no services or economic activity, but now HDA must present plans, budgets and strategies of implementation while also exploring their experiences and challenges to ensure the success of every project.

5.6.1 HDA Development Strategy in the City of Ekurhuleni

The HDA is currently executing both the BNG and the Site and service scheme programmes within the municipality. This programme involves the construction of 2500 Units of housing in Bapsfontein area (See Map 4 Attached). The HDA assumed the position of a project management specialist, construction evaluator and monitoring support based on the guidelines stated in the IP which was amended by Ekurhuleni Local Municipality. A Memorandum of Understanding (MoU) was signed with relevant local departments saddled with the responsibility of services and infrastructural provision within the municipality.

HDA adopted the use of Cooperative Governance and Traditional Affairs (COGTA) as a system that respond to ideas of developmental local government that allows flexibility Integrated Urban Development Framework (IUDF). The HDA identifies this framework as a better system of dealing with the issue of coordination amongst various spheres of government and specifically within Ekurhuleni which seems to have a problem amongst its local departments. The IUDF is a policy framework that guides the development of inclusive, resilient and liveable urban settlements, while addressing the unique conditions and similar challenges facing various local governments. It advocates the effective management of urbanization so that the increasing concentration of an economically active population translates into higher levels of economic activity, greater productivity and higher rates of growth, thereby transforming its local districts into engines of growth. The HDA adopts this framework because it addresses, defines and identifies a better system of dealing with various local projects challenges within various settlement structure either urban economy or the development of rural economy vis-à-vis the moment of people, the provision of economy opportunities amongst others.

The HDA also capitalizes on the Intergovernmental Relations Framework (IGRF) to coordination development and various activities between the municipal official, developers, contractors, and other sphere of government. The agency distances itself from various political gimmicks while trying to remain true and focused on its responsibilities and mandate. This intergovernmental framework mitigates the occurrence of various organ of government or various departments to operate in isolation. The HDA uses the Intergovernmental Relation Framework (IGRF) to amalgamate various level of planning that occurs at different sphere. It ensures that plans that are done at the municipal level supports and are in line with the plans that are done at the provincial level.

The Ekurhuleni municipality make use of provincial plans together with the information collected through various community participation process and also the its IDP process to draw up their development plan highlighting in details the development location and strategies. The municipal plans according to the Intergovernmental Relation Act is expected to support the Provincial plans such that it is expected to provide details information on where, what and how the municipality is proposing its developments. Its gives the logistics, financial implications and implementations strategies. Municipal plans are drawing from provincial plans making the blunt vision of the provincial government come to reality by the municipality government. The provincial plans are passed down to various municipalities for them to draw up their own plans based of the broad developmental framework proposed by the province. HDA assist Ekurhuleni municipality in designing plans specifically for the development of a sustainable human settlement. These plans are designed in accordance with the financial budget period of the province and are submitted back to the province. These plans assist the province to get a better understanding on what is happening, and what project are being proposed in various municipalities.

The Intergovernmental Relations Framework (IGRF) mandates the three organs of government to comply with plans from higher sphere of authority i.e. the municipal plans need to comply with plans from the provincial sphere. Although, the IDP and other municipal plans are often synchronized, discussed, changed and amended by various provincial and municipal officials before they are implemented because most municipal plans are the true reflex of people's wants, needs and desire.

5.6.2 Issues and Challenges

The Housing Development Agency (HDA) encountered a couple of challenges in Ekurhuleni, one of which is; gaining the consent and participation of all departments and municipal officials. The major cause of this was that HDA might not be capable enough and there was a need for various departments to be autonomous. Another challenge HDA is facing in Ekurhuleni municipality is allocation issues. The increasing housing backlog in the City of Ekurhuleni has resulted in many challenges; amongst them is the need to ensuring that there is a fair and transparent allocation of housing opportunities to communities. There are numerous national, provincial and local government policies, systems, databases and processes in place to determine the allocation of houses to qualifying beneficiaries.

Statements from HDA officials revealed that various inefficiencies and poor administration of the process and the need to be supported in upgrading processes in order to have an effective system in housing allocation and delivery activities. Findings from this research reveals that:

1. Separate systems are used to capture data; the municipality manually captures beneficiary information; this information is then sent to Pretoria where it is captured electronically by different consultants from the provincial. This information is then stored on the national housing needs register. The municipal staff doesn't have authority to effect changes on the captured and information and therefore there is no control on alignment of information.
2. Lack of a coordinated structure; different parties are involved in the allocation process. National, provincial and municipal official get involved in the collection, storage of data and selection of beneficiaries. There is no clear guideline on the application process therefore resulting in duplication of activities. A single source of information is required, there needs to be a system that can incorporate the involvement of all parties and allow for access in the same way. This would assist in eliminating discrepancies.
3. Lack of consistency in the system; the municipal database is not aligned with the provincial database. This creates a challenge in tracking of applicant's and potential beneficiaries.
4. Lack of information sharing; observation from the findings highlighted that communities are left in the dark during the process. There is also poor communication between municipality and provincial. Officials mentioned that they sometimes have to wait for longer periods to get feedback on information captured on national housing need register. There is a lack of clarity on roles and responsibilities.
5. Lack of transparency; there is no system in place that describes the entire allocation and selection of beneficiaries. This leads to disruptions on service delivery as communities are misinformed about the entire process.

5.6.3 Conclusion

Moving from provincial to municipal, municipalities had to learn to work with the system designed for provincial level. From the interviews it was clear that the housing database is controlled at the provincial level instead of local. The processes set up for allocation is not aligned with the municipal information and needs. These processes were designed for provincial department of human settlement and these results in poor allocation in the process. There is lack of information sharing, transparency and communication on the process. Communities do not understand how beneficiaries are selected. The process used in allocating houses has enormous potential implications for client wellbeing, backlog, efficient management, the form and structure of urban areas and associated quality of life. Allocations processes have to meet municipality's objectives and deal with high expectations about fairness, efficiency and transparency.

The allocation process has shown that there is a need for an improved process to serve the communities. To establish this, there is a need for a review of the process and investment in respect of an information gathering process. Process improvement is thus one of the most difficult and challenging tasks in housing development.

The conflicting views between Gauteng Provincial government and the City of Johannesburg Municipality is the problem of infrastructural development into these peripheral areas where the provincial authority deems it suitable for development and the municipal authorities cannot afford the cost of provision and subsequent maintenance of these infrastructure was a major concern.

HDA explains that most human settlement development that are implemented are natural extensions of other settlement based on available space. They are often satellite development based on growth and expansion of various existing settlement. More often than not, most new developments that are implemented by either HDA or municipalities starts up naturally and are then quickly identified and proposed for development by municipalities with the support of HDA to avoid informal structure and future problem on the land.

CHAPTER 6: OVERALL DELIBERATIONS, INSIGHTS, AND RECOMMENDATIONS FOR FUTURE STUDY.

6.0 Introduction

In this concluding chapter, research summary, discussions and analysis of Housing Development Agency's (HDA) involvement in various housing development programmes in City of Johannesburg, Tshwane and Ekurhuleni is provided. These discussions will combine all the initial thoughts, literature, and research analysis into a cohesive whole. It provides conceptual recommendations and critical perspective on issues regarding policies and public-private partnerships including the opportunities it offers in relation to HDA's operation in Gauteng. The chapter further provides a personal reflection on the weaknesses and strengths of the research, learning experiences and the implication of the research. This will be followed by conceptual recommendations as a way of highlighting areas of improvement that can be adopted by various stakeholders and housing institutions. The chapter ends with concluding remarks that sums up the whole research deliberations.

6.1 Summary

The Housing Development Agency (HDA) plays a significant role in the provision of a sustainable housing development projects. Apart from being actively involved with land acquisition and release, they are also involved in project viability studies, project management and managerial support. HDA also handles the design, and are often tasked with the provision of funds for the provision of basic amenities towards the implementation of the various housing development programmes, when such amenities are not planned or provided for by any obligated sphere of the government. This study indicates that formal partnerships between government and privately managed housing agencies such as HDA and other private housing developers are the dominant type of housing provisions in South Africa currently.

6.2 Discussions

The findings from this study have indicated that HDA's sustainable human development strategies are aimed at reducing the level of public sector involvement in the design, implementation and management of housing provisions. This is in view of the agency taken advantage of government access to land to attract the financial resources, managerial competence and technical know-how of the private sector mostly financial institutions in providing housing for South African citizens. Although HDA has produced a relative quantity of sustainable housing for South African citizen in other provinces, very little has been done in Gauteng because of its historical thread, the local municipal capacity and the autonomy of local government towards service delivery for its resident. The table below gives a summary of HDA operation & involvement highlighting the agency's performance despite various issues and challenges faced within the three selected metros.

Housing HDA		Urban Renewal / Informal settlement upgrading			Comprehensive Housing Development Programme (CHDP)			Development of new settlement (FLISP)			Development of new settlement (Bond)			Development of new settlement (Site & Services)		
		Poor	Fair	Good	Poor	Fair	Good	Poor	Fair	Good	Poor	Fair	Good	Poor	Fair	Good
The City of Johannesburg (CoJ)	Project Packaging		✖				✖			✖			✖			
	Capacity Enhancement			✖	✖				✖				✖	Not		
	Promoting IGR			✖		✖			✖				✖			
The City of Tshwane (CoT)	Project Packaging		✖				✖						✖			✖
	Capacity Enhancement			✖			✖	Not				✖				✖
	Promoting IGR			✖		✖						✖			✖	
Ekurhuleni Metropolitan Municipality	Project Packaging			✖			✖					✖			✖	
	Capacity Enhancement			✖		✖		Not				✖			✖	
	Promoting IGR		✖			✖						✖		✖		

Table 2: A comprehensive summary of HDA's Operation & Involvement (Ajibola, 2017)

The table 2 gives a summary of how HDA has assisted the city of Johannesburg, Tshwane and Ekurhuleni on various human settlement development initiatives. It shows how HDA is fairing on their role and involvement in line with their mandate which has been categorized into three; project packaging, capacity enhancement and promoting IGR.

In Gauteng, the development of a sustainable human settlement has been categorized in the table above under five different programmes. These five programmes are:

1. Urban renewal and informal settlement upgrading,
2. Comprehensive Housing Development Programme (CHDP),
3. Development of FLISP,
4. Development of bond housing and
5. Development of Site and Services.

Although, not all programmes are applicable to the three selected metros because some departments inability to partner with various private agencies, developers and financial institutions. The varying technical and financial capacity, environmental conditions, experience, development priorities and political will, has contributed to the agency's incapacitated abilities to undertake a particular programme.

This incapacitated ability affects the services, support and involvement of the agency and how it operates in the province. However, HDA has been assigned and is mandated to assist with coordinating and monitoring of the entire operation in order to align with the requirements for a sustainable human settlement development.

HDA being the principal national entity entrusted with the sole mandate of land acquisition for human settlement development, with its role being progressively improved towards that of a developer of choice for the sector. To the latter end, and in acting as a project developer of sustainable, integrated human settlements on behalf of government, the new organizational strategy repositions the agency towards (HDA, 2014):

1. Accessing land from settlement projects
2. Providing packaging service of human settlements projects
3. Establishing delivery partnerships with the private sector

4. Mobilizing, coordinating and investing funds on behalf of the public sector
5. Facilitating the resolution of blockages
6. Monitoring the implementation of human settlements projects

The above according to HDA report (2014) is to be done, with the overall approach being:

- a. Incremental expansion of the developer capacity and expertise within the HDA focused in the short-term on real achievable projects with delivery potential.
- b. The objective of HDA as a developer is to implement strategic / catalytic projects that aim to achieve:
 - the delivery of formal housing,
 - private sector mobilization (finance and capacity)
 - mixed income sustainable integrated developments
- c. Each project should be undertaken as a partnership with relevant entities that will enable their implementation with such partnerships including:
 - the relevant municipality and province under whose jurisdiction the project falls
 - private sector developer(s)
 - key financiers and support agencies such as National Housing Finance Corporation (NHFC), Development Bank of Southern Africa (DBSA), Municipal Infrastructure Support Agent (MISA).

This provides sufficiently broad scope for HDA practice and clearly indicates the key stakeholders that would have to be engaged.

Housing Development Agency (HDA) has adopted four approaches in order to achieve their mandated role in Gauteng and particularly amongst the three selected metros.

- Preparation: A piece of land is identified, and government agrees that people are able to settle on this land in a planned and organized manner.
- Basic development: Government provides residents with some form of basic tenure recognition and with access to basic services. Basic facilities, such as roof-on-pole community halls and parking spaces for mobile clinics, can also be provided.

- Development support: Households are helped to improve their own living environments, through (for example) housing support services and the establishment of savings and loans schemes. Development support also includes helping small businesses through training and access to affordable finance; and social, cultural and special needs groups such as women's groups, sports clubs, early childhood development centres, and people infected and affected by HIV/Aids. At the settlement level, upgrading steering committees are established to monitor and steer the upgrading process.
- Consolidation: At a later stage, government comes back and provides additional support, such as upgrading tenure (e.g. from certificates that recognize occupation to individual title deeds) and services (e.g. from communal ablution facilities to water and sanitation per house). During this consolidation phase, top-structure funding is made available to households that qualify for housing subsidies. The housing subsidy is used to supplement what the household has already built for itself. Consolidation also includes the upgrading of community facilities, e.g. a mobile clinic becomes a permanent clinic, a community hall becomes a multi-purpose centre and a containerized construction site office becomes a business advice centre.

Thereafter, development support continues: households improve and maintain their houses and plots, and government continues to maintain and improve the neighbourhood.

6.2.1 Urban renewal and informal settlement Upgrading

The Urban renewal and informal settlement upgrading is a version of housing development programme adopted by the three metros which operates as an incremental in-situ settlement upgrading system in informal areas. It has received much attention from the three metros recently, with the establishment of the Upgrading of Informal Settlement Programme (UISP) within the National Housing Code of 2009 and the work of the National Upgrading Support Programme (NUSP) and the Housing Development Agency (HDA). HDA is presently assisting the three metros to re-strategized their approach and agree that people can stay on the inviolated land and, over time, the area is incrementally upgraded. In contrast, much less attention has been given to the Development of a comprehensive BNG programme. However, the city of Johannesburg and Tshwane local implementation agency have structured, prepared and is handling the programme development approach, while HDA has been assigned to assist the city

of Ekurhuleni with providing approaches and packaging services suitable to handle of renewal and informal settlement upgrading projects.

6.2.2 Development of a Comprehensive Housing Development Programme (CHDP),

A Comprehensive Housing Development Programme (CHDP), is part of Breaking New Ground (BNG) housing policy proposed for housing provision in South Africa. The CHDP involves the combination of various housing provision scheme and the development of several housing typologies. The CHDP aims to promote an integrated society by developing sustainable human settlements and quality housing within various housing provision scheme for different income groups. The programme focuses on building an equal, socially integrated and economically viable housing development, planned and implemented in a holistic and integrated manner. The programme involves an algorithm of coordination amongst a wide range of entities to plan for and develop houses, schools, clinics, religious areas, business offices, and other social and economic facilities and services. Such holistic development programme has received little attention from the city of Johannesburg and Ekurhuleni government department because of the coordination dynamics and the complexity of managing and organizing a wide range of stakeholders and role players over a longer period of time.

According to the BNG policy (2004), the CHDP incorporates principles such as:

1. integrating subsidized, rental and bonded housing.
2. providing municipal engineering services at a higher level and being applied consistently throughout the township providing ancillary facilities such as schools clinics and commercial opportunities.
3. Combining different housing densities and types, ranging from single-stand units to double story units and row houses. Its immediate realization is often categorized as unrealistic hence most municipalities claim it's a long-term programme which most they are working towards.

6.2.3 Development of Finance Linked Individual Subsidy Programme (FLISP)

The Finance Linked Individual Subsidy Programme (FLISP) is one of the housing development scheme the Housing Development Agency (HDA) is involved in. FLISP is a form of housing development initiative that involves various private housing finance sectors and is coordinated by HDA together with various government departments. It's a programme specifically intended for a certain market segment whose income ranges between R3501 to R15,000 per month. This income range exceeds the maximum limit applicable to access Government's 'free basic house' subsidy scheme and also regarded as low for mortgage finance (FLISP, 2015).

In September 2014, the Gauteng Department of Human Settlement (GDoHS) appointed the Housing Development Agency (HDA) as its implementing agent responsible for facilitating the roll out FLISP by centralizing its administration and processing together with various local departments. HDA plays a multiple role as an Innovator, Financier and Facilitator by ensuring viable housing finance solutions; sustainable human settlement growth and engagement of relevant partnerships. The City of Johannesburg tasked HDA to administer, and facilitate delivery and access to FLISP. According to HDA report (2015), the agency is acting in the capacity of an implementing agent for the City of Johannesburg and is currently executing a FLISP project at Lufhereng which involves:

1. Standardize, streamline, align and centralize all the processes around the planning and the administration of FLISP.
2. Introduce a 'one-stop shop' with Provincial Human Settlement Departments, financial institutions, property developers and other role players in order to FLISP accessible to targeted beneficiaries.
3. Together with relevant Stakeholders, undertake FLISP awareness campaigns, to make the public aware of the FLISP.
4. The introduction of FLISP project in other municipalities.

6.2.4. Development of Bond Housing

The bond housing development programme is a form of housing development scheme that operate in the three metros. Its operation is anchored and coordinated by the Housing Development Agency (HDA). Bond housing is a system of housing loan issued by the local or state government to finance a municipal construction or rehabilitation. This system of housing loan operations in form of rental housing and are generally free from income taxes. These bonds provide financial aid to low-income individuals and families so they can purchase a home while paying at regular intervals usually monthly. The HDA assists the City of Johannesburg, the City of Tshwane and Ekurhuleni municipalities in ensuring a smooth and transparent project development and allocation. For example, in the City of Johannesburg, the agency's involvement ranges from active administration and facilitation of a sustainable human settlement through working together with relevant stakeholders and building of institutional capacity with various private housing developers. The Housing Development Agency is involved with inviting and promoting the financial benefits of bond housing to various investor, stakeholder, housing intuitions and beneficiaries.

6.2.5 Development of Site and Services

The Site and Services programme is another form of housing development project which is only adopted by the two metros i.e. Tshwane and Ekurhuleni. HDA ensures that various site and services projects involves the complete construction, installation and preparation of basic infrastructural services and amenities on the specific area earmarked for the development of a sustainable housing project. The agency monitors and evaluates Erf and Stand are plotted to various sizes for different housing size, density and income groups. It assists with the coordination of site and services programme by ensuring that all other local housing agencies, departments and authorities within Tshwane and Ekurhuleni are moving in the same direction. Although, this scheme is presently not receiving a lot of attention from both local government i.e. Tshwane and Ekurhuleni, the focus of the site and services scheme is to encourage the development of the People's Housing Process (PHP) which will generate positive housing outcomes, increase beneficiary input, and greatly enhance beneficiary commitment.

This form of housing development programme is difficult to achieve in the city of Johannesburg because of its geotechnical conditions. This is a constraint to such housing initiative as most of the city's vacant areas are on the mining belt or on dolomitic land. Consequently, the larger part of the city cannot be zoned for residential housing.

6.3 Personal Reflection

For HDA to make any significant impact in addressing the housing needs in South Africa, more attention should be given to improving the agency's intergovernmental relation and coordination amongst local department of government.

Although, housing delivery approaches vary from region to region and are influenced by the historical trends, population, landscape and the characteristics of individuals within a particular jurisdiction (Turok, 2015). In Gauteng, the involvement of HDA to oversee the development of housing and the provisions of a sustainable human settlement is linked with the need to address the poor housing situations; particularly, housing development built on the peripheral areas. Therefore, the current efforts by HDA should involve more efficient communication and collaboration between the provincial and municipal housing department vis-a-vis their housing development programmes. Also in collaboration with reliable, well scrutinize, investigated, examined and experienced contractors, housing institutions, financial institutions, commercial and private agencies (Turok, 2015). This would then be seen as a clear departure from the previous arrangements, where government departments dominated public housing provision in South Africa with various rage of corruption, mismanagement and misappropriation and above all without much to show for it (*ibid*).

One of the weakness of this research was its focused on HDA's view point. The research only placed emphasis on the agency's involvement, implementation and coordination strategies amongst three selected municipalities in Gauteng. This serves as one aspect of evaluating the significant effect of introducing a private agency to oversee housing provision across different sphere of government, particularly towards the development of a sustainable human settlement development. Whereas, both the agency's and local municipality viewpoint should be combine and considered in analysing and evaluating the present situation of housing provision and the development of a sustainable human settlement project in the province. The combination of these viewpoint I believe will inform each other as to what needs to be done to hastened housing supply in South Africa as a whole.

Another possible weakness of this research would be it focus on three municipalities within a single province. The information gather from this research might differ in content and terms when compared with other provinces. This might be due to various historical context and land formation. However, the research was shaped in such a way as to apply the concept of

generalizability that can be adopted to guide private entities in housing developments partnership. Also, the range of sources and methods used in this report provide it with a sturdy foundation. These sources ranged from secondary to primary data such as policies, magazines, newspapers, and YouTube videos to interviews, questionnaires, GIS maps and applications including software applications customaries by HDA. The sources used provided the research with a written as well as a graphic component that was able to graphically identify and depict ideas which added a vibrant and realistic quality to the report.

6.4 Learning Experience

The research report has provided me with invaluable knowledge and experiences that will be carried forward into furthering my career. I have learnt how to conduct professional interviews with people in and out of my profession. I have been given the opportunity to talk to people from various backgrounds and collect, collate and analyse their ideas, experience and desires, integrating them to form a cohesive report with a conceptual recommendation as well as learnt from them and their profession. It has taught me how to amalgamate information provided by different people without compromising their identity and without jeopardizing the academic integrity of the research.

The research also provided me with the opportunity to investigate and take into account different perspectives that might contradict my shallow perception on the reason behind the increasing housing backlog and the continuous change in housing policy. This study gave me a holistic view on the circumstances surrounding the issues and challenges confronting the provision of housing in South Africa.

Furthermore, this research has reinforced my ability to conduct a research report and design it layouts in addition to developing and structuring an academic argument substantiated by evidence collected by me. It has also made me realize that the research process is cyclical instead of linear as I often had to retrace my steps and initial perceptions in order to discover truth. The report has also enhanced my critical thinking skills where I am able to ask and answer the question of ‘what is the problem?’ With the research I have been able to collate, collect and analyse various information formats and research literatures into a cohesive and comprehensive argument.

6.5 Implication of this research

My research will contribute to the body of literature by having reviewed, discussed and provided diverse information on Housing Development Agency's operational approach in relation to a consistent change of its mandate. It provides information on how the agency have assisted three metros in coordinating five housing schemes in order to reduce social, physical, technical and financial barriers. It highlights these barriers as obstacles debarring the acceleration of housing delivery and as the sleuth behind the increasing housing backlog.

Thus, this research identifies major concerns, issues and challenges that needs attention and provides a local example and context as well as local ideas rather than adopting and applying international initiatives. This research provided a critical perspective that needs attention in order to tackle the increasing protest on housing provision and housing backlog.

6.6 Recommendation

The poor performance of the Housing Development Agency (HDA) as indicated in this study can be attributed to; lack of commitment, unstable political will and terrain within the provincial and municipal sphere of government. Also, the entrenched principles and importance of privately managed agency, such as the HDA to assist in housing provision in the country. In order to improve the performance of any other housing agency, the unlisted points need to be given adequate consideration and its concepts can be amended to fit in with varying circumstances.

6.6.1 Institutional arrangements and Capacity Building with municipalities

Institution and capacity building is a critical component of the new human settlement plan. Although capacity building is a cross cutting theme that underpins other objectives, it is also being articulated as a separate focus in the development of human settlement plan. The comprehensive programme for capacity building should not only focus on education and training but includes organizational development issues such as the appropriate institutional arrangement support, systems and procedures training and adequate resourcing.

For a sustainable housing project/programme to thrive, evidence from various studies have indicated that it needs support from a solid institutional capacity on a local level i.e. the adequate municipal consent. This is supported by previous research findings (Payne, 1999), which indicated that formal partnerships with various private intuitions/agencies have made modest contributions to improving the accessibility to housing in other Countries such as Egypt, India, Pakistan, Kenya and the United Kingdom. This similarity may be linked to the assumption that

HDA involvement towards housing provision in South Africa draws on the rich experiences of some countries, such as the UK and India, which have very strong ties with South Africa. In contrast, there is evidence (Abdul Aziz and Hanif, 2006; Abdul Aziz et al., 2007) indicating that the provision of housing in Malaysia and Nigeria, for instance, was basically through formal partnerships between the states and markets. Again, the varying contextual situations and the different roles of the partners in these two countries may have accounted for the disparities in the outcome of Private Partnership in housing in South Africa.

It is also evident from this study that the role of various spheres of government in the housing provision schemes was mostly focused on the development of guidelines, policy and regulatory frameworks which facilitates an environment conducive for the private housing agency to the provision of land. These roles may have been derived from a number issues, namely: (1) the recognition of the vital role that an appropriate policy framework and access to land plays in increasing the capacity of the private agency to deliver decent and sustainable housing, (2) the desire to relieve the government of some level of financial, managerial and operational burden it has hitherto experienced in housing delivery, (3) the trust and confidence government has regarding the expertise and competence of the private sector in addressing the challenges (e.g., finance, bureaucracy, mismanagement of resources, inefficiency, etc.) that marred previous public housing strategies in South Africa and (4) the need to provide an enabling environment necessary to enhance private sector participation in housing provisions, as advocated in the enablement strategy of housing and infrastructure provision.

Therefore, the roles of public agencies particular HDA towards housing provision in South Africa, as identified in this study, appear to be similar to those performed by public sector organizations in formal Public Private Partnership (PPP) arrangements in housing provisions in other countries, as indicated in the literature (Payne, 1999; UN-Habitat, 2006b). Among other factors, these may have influenced the practice and outcome of HDA housing provisions in South Africa.

6.6.2 Promoting inter- and intra-governmental co-ordination and alignment

The new human settlements plan envisages increased inter- and intra-governmental co-ordination. The following specific interventions are proposed in this regard: (DoHS, 2015)

1. Integrated development and budget planning; Housing development plan must be consolidated, and simplified where necessary by all spheres of government. This is help to promote integrated delivery, coordinated funding (including the Municipal Infrastructure Grant (MIG), prioritization and targeting delivery to meet the unique sets of challenges faced by municipalities and provinces.
2. Intergovernmental co-ordination; There is a need for greater co-operation and information sharing between the provincial and municipal government departments.
3. Bilateral co-operation; There is a need to maintain and deepen cooperation amongst various departments at municipal and provincial sphere. This will influence partnership between various stakeholder and government departments, particularly in the municipalities.

6.6.3 Settlement Consideration

As a general guideline, settlements should be planned as places with a variety of urban activities, containing workplaces, schools, shops, recreational and community facilities, and dwellings. Where this is not possible, strategic objective which should be taken into account in promoting and planning for the use of nonmotorized transport so as to facilitate trips by bicycle or on foot. They should also have movement networks which permit direct pedestrian access to activities and public transport facilities. Settlements should rather be located as close as possible to places of work and other urban activities. A far more desirable target is to develop a settlement where every dwelling place is within seven minutes of a public transport boarding point (around 400-500meters). Settlements should be located close enough to work destinations to enable public transport vehicles to make two or more trips from the settlement to the work place or school in peak-hour periods. Finally, public transport travel distances and times from any settlement to work places should be limited to about 40 km, or one hour in all directions. This means that new settlements should be located no further than 40 km from any major work destinations.

6.6.4 Participation

In these modern times, private housing agencies should provide an enabling environment for consumer participation and consultations on housing provision matters. Thus, consumer involvement here means taking into account the views of the end users. Tonkin (2008) defines a ‘sustainable development’ as a form of development which is holistic in addressing needs and where different actions support each other and set up positive relationships with each other. In a sustainable development approach, the development objectives and process is responsive to the needs and shape through the direct participation of those who the development is intended to benefit. Participation can also be enhanced through community development activities by increasing off line social network of its consumer through friendship interactions and other social activities, which promotes social cohesion in form of allowing the end users to make consumer committees, social clubs or deliberately promoting user competitions or open day activities by providing the proposed users with recreation or leisure social facilities within development project.

6.6.5 Change in Megaproject development approach

The increasing population of Gauteng province has made it one of the targets for megaprojects development. Unfortunately, the location and development strategies of these megaprojects are predetermined by either the provincial or municipal government. This predetermined location approach has been identified by the research to produce various consequences such as access to economic opportunity and segregation amongst other. A conceptual recommendation on megaproject development is a gradual satellite town construction that is caused by natural growth expansion. A satellite town or satellite city is a concept in urban planning that refers to the gradual development of human settlement in close proximity usually not more than 3-5 kilometres away from the major metropolitan areas. The development of satellite town occurs in larger metropolitan areas as a result of population growth and expansion creating a natural urban sprawl in close proximity to the city. The concept of satellite town can be adopted to build megaprojects in Gauteng. Although, the issue of land ownership plays a vital role in this regards, the principles of a trade-off and acquisition for the purpose of the public good can be applied in handling this issue.

6.7 Concluding Remarks

Public housing institutions are integral in transforming the lives of individuals who cannot access accommodation on market prices. In this study it has been learnt that housing fulfils both social and economic needs. However, I view that when formulating housing policies private housing agencies should be a mechanism of promoting social integration in neighbourhoods and should be used much to structure the city and neighbourhoods. This is based on their effective and efficient mode of operation. Inequality and segregation are mainly the effects of failure from various public departments to handle social integration and deal with housing provision issues particular land issues. However, the introduction of private housing agencies is ensuring both social integration programmes and sustainability features are linked with social inclusion objectives. This will assist in ensuring equal opportunities to everyone regardless of their background and include policies and actions that promote equal access to housing for every income group and race.

The paragraphs below summarize the deliberation as regards to HDA strategies towards a sustainable housing development as follows:

In a nutshell, HDA and state public housing institutions are mechanisms for housing delivery South Africa. The research also highlights on issues and challenges faced by HDA in Gauteng context. It understood that the provision of a sustainable housing development is a priority for this province, however, the introduction of various housing provision programmes couple with local municipal autonomy and capacity is mitigating private agency like HDA to perform to its required capacity. It has further been noted that various municipalities are striving to achieve a sustainable and socially integrated housing development but the stereotype cross cutting issues like gender, race, disability and income are serious challenges HDA or any private agency needs to deal with in order for it to achieve any given mandate.

6.8 Further questions for research

The energetic commitment to tackle the poor state of many urban settlements is laudable. However, the assumption that megaprojects are the appropriate solution needs careful scrutiny. Therefore, the question that arises is

1. Whether the housing issue is being tackled in a way that promotes urban efficiency and social justice.
2. The involvement of private agency in the housing market creates monopoly and affordability issues therefore, is the government trying to pass its responsibility to private agencies?

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APPENDICES

Appendix 1 Ethics Clearance Certificate



SCHOOL OF ARCHITECTURE AND PLANNING HUMAN RESEARCH ETHICS COMMITTEE

CLEARANCE CERTIFICATE PROTOCOL NUMBER: SOAP56/24/06/2016

PROJECT TITLE: Evaluating the impact of Housing Development Agency (HAD) across the Gauteng City Region (GCR)

INVESTIGATOR/S: Olalekan Olufemi Ajibola (Student No. 1171872)

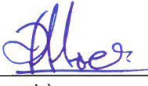
SCHOOL: Architecture and Planning

DEGREE PROGRAMME: Master of Science in Development Planning (MSc DP)

DATE CONSIDERED: 08 September 2016

DECISION OF THE COMMITTEE: APPROVED

EXPIRY DATE: 08 September 2017

CHAIRPERSON 
(Professor Daniel Irurah)

DATE: 09.09.2016

cc: Supervisor/s: Prof. Aly Karam

DECLARATION OF INVESTIGATORS

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

Signature 

Date 25th Oct, 2016.

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Appendix 2 Interview Guidelines

Thank you once again for making out time to meet with me. My name is Olalekan Ajibola and I am student doing my research for the Master of Science in Development Planning. The title of my research is: Evaluating the impact of Housing Development Agency (HDA) across the Gauteng City Region (GCR). This interview forms a major part of my research project aimed at evaluating the impact of Housing Development Agency across the Gauteng City Region (GCR). The main focus is to see how the agency manages to coordinate and establish relationship between the three main metros within the Gauteng City Region.

This interview will be analysed and developed to form part of my research report which will be published and made available online for the use of different academic purpose.

Interview Format / Process

In order to properly document and understand your views, can I record the interview? We can stop the interview if you feel you do not want to continue or you may want to not answer certain questions.

This interview is expected to last for about 1 or slightly over and will be structured into 3 different part.

The first is to understand the rationale behind the establishment of the agency and its mandate, second is to unpack how the agency establish, build and coordinates relationship between different local agencies amongst these three metros and the third is to reflect on any concerns, challenges or problems (if any) during the implementation of any past projects within Gauteng province.

Please kindly note that the questions below are open ended questions and you're allowed to explain further if you see the need to.

Part One: The Agency

1. History of the Agency
 - a. Please kindly explain how this agency was established
2. Structure of the Agency
 - a. Please kindly explain the administrative structure of the Agency

- b. What is the hierarchy form of its Agency?
3. Within HDA context explain what you mean when you say your vision is to provide a sustainable human settlement

Part Two: Establishing Networks

1. How does the agency establish relationship locally?
 - a. What strategies does the agency use to build and seal this relationship?
 - b. How does the agency coordinate affairs amongst different departments?
 - c. How does the agency manage to work amongst various department locally?
2. How does the agency identify projects within a province?
 - a. What strategy does the agency use in the identification of projects?
 - b. What criteria are used in identifying suitable land for human settlement
3. How does the management of these projects work amongst different stakeholder?
4. What are the processes of implementing these identified projects?
5. What does the implementation of a particular human settlement entails?
6. Project Specific scenario.
 - a. Drawing from the project you just mentioned, please kindly tell us:
 - i. How did you get involved?
 - ii. Who approached you and why?
 - iii. Was there a term of reference?
 - iv. How did you understand your reference as against your mandate and how did you define your own objectives in this process?
 - b. Please explain to us: What were the resources made available for you?
 - What was your budget, and how was it framed?
 - Who funded the project?
 - When did this project start?
 - What time frame where you given?
 - c. How you prepared for this Project
 - Prior to the project, did you have any knowledge about the area? (The Local need of the people)
 - How did you access the situations?
 - What did you expect?
 - What were your Constrains?
 - d. Please explain to us: What was your personal role and contributions in the project?

- e. You mentioned earlier the means in which you identify local needs based in your objective and mandate: I will like your narrative on how you did this?
 - Describe to us how you were able to mobilize and get the involvement of the concern departments and community stakeholders
 - How did you create relationship considering their complexity and divisions within different local department and community stakeholders?
 - How were you able to manoeuvre? (Please explain to us in details).
 - What were your communicative platform / forum with the community and the city?
- f. Outcome of the project
 - In your opinion, what is the present outcome of the project?
 - What difference did HDA have on the outcome?
 - What do you consider were successes, and what do you consider was less successful?
 - What gives you concern or worries about the present situation of the project?

Part Three: Concerns, Challenges or Problems

1. What are the concerns of the agency in the management of various projects?
2. What surprises or unexpected happenings did you encounter?
3. How do you overcome this and what influenced does this have on the projects?
4. As an agency under government mandate, what challenges do you face in the implementation of various human settlement projects?
5. How does your agency sustain affordable housing provisions without affecting its operation?
6. How does the agency manage communication amongst local agencies?
7. Please kindly explain the current projects that the agency is conducting
8. Explain any future programmes that the agency intends to implement in the near future
9. In your opinion do you think this agency is playing a major role in the provision of human settlement?

Appendix 3: Interviews

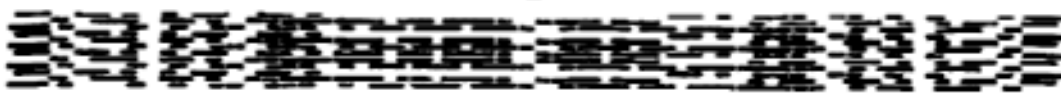
All five interviews took place at the Housing Development Agency (HAD) office in Johannesburg. The interviews were held between 21st August to 26th September, 2016. This interview provided information on the development, processes and procedures of HDA in Gauteng and also gives a comprehensive detail on why the Agency was established and how the agency operates.

The interview provided information on the operation and strategies adopted when it comes to the development of sustainable housing projects. The interviewees gave examples using various projects they were involved in developing all of which were located in Gauteng and Western Cape. They all spoke of lessons learnt, what they have found to work well and what can be improved.

Targeted / contacted Interviewee

1. Pascal Moloi (CEO) Housing Development Agency
2. Johan Minnie (General Manager: Policy, Research, Information, Monitoring, Communication and Intergovernmental Relations)
3. Tumisi Kgomo (Planner: Land Acquisition & Management – Gauteng Province)
4. Bosco Khoza (General Manager: Land and Housing Support Services – Gauteng Province; Region A)
5. Lucien Rakgoale (General manager: Land and Housing Support Services)

Appendix 4: Consent Forms



FORMAL (SIGNED) CONSENT FORM

**SCHOOL
ARCHITECTURE
PLANNING**



I hereby confirm that I have been informed by the student researcher of the purpose, procedures, and my rights as a participant. I have received, read and understand the written participant information sheet. I have also been informed of:

- ☐ the nature of my participation in the form of a written survey
- ☐ the place and duration of the study
- ☐ the reasons for why I was selected to participate in the study
- ☐ the voluntary nature, refusal to answer, and withdrawing from the study
- ☐ no payment or incentives
- ☐ no loss of benefits or risks
- ☐ anonymity
- ☐ confidentiality
- ☐ how the research findings will be disseminated

I therefore **agree** to participate in this study by completing the survey.

I **AGREE** to audio-recording during interviews. ☒

I **DO NOT AGREE** to audio-recording during interviews. ☐

PARTICIPANT:

Printed name

Signature

21 - 08 - 2016

Date