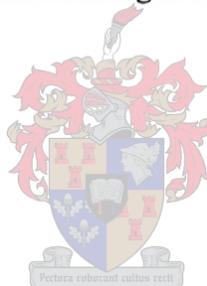


# **MOVING TOWARDS “HUMANISING” HOUSING : A CLOSER LOOK AT THE ISSUES SURROUNDING HOUSING PROVISION IN SOUTH AFRICA**

Study Project presented in partial fulfilment of the requirements for the Degree of  
Master of Town and Regional Planning at the University of Stellenbosch



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## **DECLARATION**

I, the undersigned hereby declare that the work contained in this assignment is my own work and that I have not previously in its entirety or in part submitted it at any university for a degree.

## Summary

After many years of fragmentation and inequity, the new housing policy envisages “the establishment and maintenance of habitable, stable and sustainable public and private environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, and to health, educational and social amenities” (Housing White Paper, 1994:21). It appears, however, given the size of the housing backlog (currently estimated by the Housing Minister at 2,8 million units) and the general form housing provision has taken, that the overall vision of what should be accomplished through housing development have taken the backseat to rapid housing production in the country.

In practice, inhabitants of recently undertaken housing projects are to a large extent still denied access to the city and its opportunities. Recent housing projects reflect government’s view that the solution to the housing problem lies in the packaged production of physical housing units, choosing to define the housing problem only in terms of “housing production and technical and engineering efficiency ” (Noero, 2000:1). This approach have been described by Noero as being naive and criticised for its ability to be counterproductive by failing to address the full spectrum of needs in the lives of people. The limited definition of housing further stands in opposition to the extensive definition of housing found in policy documents.

This study, with the help of a case study of one such housing project, explored some of the dominant issues surrounding current housing provision in South Africa, and the problems associated with it. It sought to establish that current housing provision is far removed from the overall aims and objectives set out for housing development by the new housing policy. This study considered some ways of bringing housing delivery closer to the vision of housing as an engine of growth and change.

## Opsomming

Na vele jare van fragmentasie en ongelykheid, voorsien die nuwe behuisingsbeleid “die vestiging en onderhoud van bewoonbare, stabiele en volhoubare private en publieke omgewings vir die skepping van lewensvatbare huishoudings en gemeenskappe in gebiede wat maklike toegang verseker tot ekonomiese geleenthede, en tot gesondheids-, opvoedings- en sosiale geriewe” (Witskrif op Behuising, 1994:21). Dit blyk egter, in die lig van die geweldige behuisingsagterstand (wat tans deur die Minister van Behuising op 2,8 miljoen eenhede beraam word) en die vorm wat behuisingsvoorsiening tans aanneem, dat die versnelde produksie van huise geprioritiseer word ten koste van die visie van wat behuisingsvoorsiening in Suid-Afrika eintlik moet bereik.

In die praktyk word die inwoners van behuisingsprojekte wat onlangs onderneem is, steeds tot ‘n groot mate ontnem van die stad en sy geleenthede. Onlangse behuisingsprojekte reflekteer die siening van die regering dat die oplossing tot die behuisingsprobleem in die produksie van fisiese wooneenhede lê, en vervolgens die definisie van behuising slegs in terme van “die produksie daarvan en die gangbaarheid in terme van tegniese en ingenieursaspekte” (Noero, 2000:1). Hierdie benadering word deur Noero beskryf as naief en word gekritiseer vir die vermoë daarvan om teenproduktief te wees deur nie die volle spektrum van behoeftes in mense se lewens in ag te neem nie. Hierdie beperkte definisie van behuising staan verder in teenstelling met die uitgebreide definisie van behuising wat in beleidsdokumente aangetref word.

In die studie, met behulp van ‘n gevallestudie van een so ‘n behuisingsprojek, word die dominante kwessies rondom behuisingsvoorsiening in Suid-Afrika en die probleme daar rondom, verken. Daar word gepoog om te illustreer dat huidige behuisingsvoorsiening verwyderd is van die vernaamste doelstellings van die nuwe behuisingsbeleid. Die studie het maniere oorweeg om behuisingsvoorsiening nader te bring aan die visie van behuising as ‘n katalisator vir groei en verandering.

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## CONTENTS

### CHAPTER 1 GENERAL INTRODUCTION

1.1 Introduction and overview	1
1.2 Aim of the study	3
1.3 Problem statement	3
1.4 Hypothesis	4
1.5 Definition of housing	4
1.6 Research methodology	5
1.7 Structure of the paper	6

### CHAPTER 2 THE CURRENT HOUSING CONTEXT

2.1 Introduction	8
2.2 The legacy of the social geography of apartheid	8
2.2.1 Segregation mechanisms	9
2.2.2 Apartheid as determinant of urban form	9
2.2.3 Characteristics of the apartheid city	10
2.2.4 Consequences of spatial patterns	11
2.3 Estimated urban housing backlog	14
2.4 Existing housing stock and living conditions	15
2.5 Existing constraints to solving the housing crisis	15
2.5.1 Affordability of housing	15
2.5.2 Fiscal constraints	16
2.5.3 Administrative constraints	17
2.5.4 Rate of housing delivery	17
2.5.5 Standards of housing provision	17

2.5.6 Meeting of tenure needs	18
2.5.7 Location of projects	18
2.6 Conclusion	18

### **CHAPTER 3 DEVELOPMENTAL APPROACHES TOWARDS HOUSING**

3.1 Introduction	19
3.2 The role of housing	19
3.2.1 Housing as a process	20
3.2.2 “Housing is a verb”	21
3.2.3 Human needs and housing	21
3.2.4 Housing and quality of life	22
3.2.5 Dweller satisfaction	23
3.3 Housing and the macro-economy	24
3.4 Housing and economic empowerment	25
3.5 The Reconstruction and Development Programme	26
3.6 Conclusion	27

### **CHAPTER 4 THE CURRENT NATIONAL HOUSING POLICY**

4.1 Introduction	28
4.2 Definition of housing	28
4.3 National housing goals	29
4.4 Approach to ensuring housing delivery	30
4.5 Key elements of national housing policy and strategy	30
4.5.1 The National Housing Subsidy Scheme	31
4.5.1.1 Specific objectives	31
4.5.1.2 Structure of the capital subsidy scheme	32
4.5.2 The Housing Accord	33

4.6 Conclusion	34
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## **CHAPTER 5 CASE STUDY: THE LOW-INCOME HOUSING EXPERIENCE IN PAARL**

5.1 Introduction	35
5.2 Introduction to the Paarl district	36
5.2.1 Poverty and unemployment	37
5.2.2 The Integrated Development Planning Framework of Paarl	38
5.2.3 The vision of Paarl	38
5.3 Data collection	39
5.4 Research design	43
5.4.1 Sampling	43
5.4.2 The questionnaire	44
5.4.3 Representation and interpretation of the data	45
5.4.4 Focus group studies	47
5.4.4.1 Focus group 1	47
5.4.4.2 Focus group 2	49
5.4.5 Participant observation	50
5.5 Conclusion	54

## **CHAPTER 6 RESEARCH FINDINGS**

6.1 Introduction	55
6.2 Quality of life experienced by the people of Smartietown	55
6.2.1 Job opportunities	55
6.2.2 Crime	56
6.2.3 Parks	57
6.2.4 Traffic and transportation	57

6.3 Dweller satisfaction	58
6.4 Conclusion	58

## **CHAPTER 7 CONCLUSIONS AND RECOMMENDATIONS**

7.1 Introduction	59
7.2 Problems associated with standardised housing	60
7.3 From quantity to quality	61
7.3.1 Design principles of low-cost housing projects	62
7.3.2 Improvement of the National Housing Subsidy Scheme	63
7.4 Building an equitable city	64
7.5 A new approach to housing delivery	65
7.5.1 Incrementalism	66
7.5.2 Increased residential densities	67
7.5.2.1 Urban 'infill' development	67
7.5.3 The importance of upgrading informal settlements	70
7.5.4 Self - help housing	70
7.6 Conclusion	71
8 References	73

**ANNEXURES:***Annexure A:* Table containing housing goals*Annexure B:* Questionnaire*Annexure C:* Statement of monthly expenses*Annexure D:* Newspaper articles concerning Smartietown**LIST OF FIGURES**

Figure 5.1: Part of the low-cost housing development at Smartietown, Paarl	42
Figure 5.2: A typical house in Smartietown	43
Figure 5.3 A street in Smartietown closed due to poor quality	51
Figure 5.4 The shebeen causing crime and violence in Smartietown	52
Figure 5.5 Sandbags on the roof of a house to keep it from blowing off	53
Figure 5.6 A “public place” in Smartietown	53

**LIST OF MAPS**

Map 1: A contextual map of Paarl	36
Map 2: A contextual map of the immediate surrounding area of Smartietown	40
Map 3: A more detailed layout map of Smartietown	41

**LIST OF TABLES**

Table 1: Capital Grants according to income	32
Table 2: Employment status in Paarl by race and gender	37

**LIST OF BOXES**

Box 1: Consequences of apartheid policies	13
Box 2: Modes of housing made possible by policy	68

## **CHAPTER 1 GENERAL INTRODUCTION**

### **1.1 Introduction and overview**

In recent years, big changes have come about in the ways in which governments seek to deal with housing problems. These were influenced especially by changes in economic conditions, changes in the concepts of what governments should do to improve housing conditions, and in many countries, by democratic pressures (HABITAT, 1996: 201).

Also in South Africa, strong democratic pressures were the main reason for change in this regard. Pressures were aimed mainly at the deconstruction of segregationist policies that allocated housing in terms of race and viewed the housing of blacks as a privilege rather than a right. In this light, housing development in South Africa has special significance for its role in the reconstruction of inequitable and inefficient South African cities, and in turn creating “cities that work for all”. Housing could therefore be viewed central to providing “a better life for all”.

Housing remains one of the greatest challenges facing the Government of National Unity today. Not only is it recognised as a basic human need and a Constitutional right; housing development is recognised by the current housing policy and its programmes for the innumerable benefits it can have for the growth and development of a country and its people. This is especially so in the case of South Africa.

The purpose of this study is to illustrate that the potential positive impact of housing is not maximised as part of the process of housing delivery in South Africa. Furthermore, housing is not fulfilling the multiple purposes in the lives of people as intended by the housing policy. This is mainly because current housing delivery does not take into account the full range of needs that people have in their lives. More importantly, housing is not placed at the centre of creating these positive urban environments as desired. It could be argued that because housing is defined only in terms of the production of houses, its potential impact for change is limited. A more inclusive definition of housing

is therefore needed to inform the implementation stage of housing in order to house people more effectively.

The national vision for housing development in South Africa, is establishing **viable, socially and economically integrated communities**, situated in areas allowing **convenient access to economic opportunities** as well as health, educational and social amenities, within which all South Africa's people will have access on a progressive basis to:

- A permanent residential structure with secure tenure, ensuring privacy and providing adequate protection against the elements; and
- potable water, adequate sanitary facilities including waste disposal and domestic electricity supply (RSA, 1994:21).

Any form of housing delivery should seek to promote this overall aim of housing development in the country. The environments created as physical manifestations of the current housing policy, however, have been criticised for being sterile, monotonous and of poor quality in general (Noero, 2000:1). This is problematic firstly because it stands in contradiction with the very aim and vision of the housing policy, and secondly because this kind of housing development closely resembles the suburbia of the past.

After 1994, the growing need for housing among the poor was recognised and government committed itself to speeding up the delivery of houses to the urban poor. This gave rise to the current, most common form of housing delivery, which are large projects of tiny identical houses on a uniform landscape. Developers often choose the locations of projects far from economic and social opportunities, where land is cheap. The focus of housing provision remains solely on the provision of physical shelter. The need for change is apparent, as it is only when we start building "homes" that we are truly beginning to improve the quality of people's lives.

## **1.2 Aim of the study**

The aim of this study is to explore the nature of the environments created under the current policy framework, and thereby establish that current housing provision is not in line with the principles of the current housing policy, and that it does not promote a holistic view of housing. The researcher presents an overall view of the planning context, the principles and objectives of current national housing policy and then looks at the implementation of these housing goals in a case study of low cost housing in the area of Paarl. The study looks at the extent to which 'enabling', positive urban environments are created, of which the provision of the physical house is only a part.

## **1.3 Problem statement**

The fundamental question is whether these newly created environments culminate the equitable, stable and sustainable environments envisaged in the new housing policy. This is important because:

- 1) It has far reaching implications for, and directly affects the quality of the lives of the people being housed in them.
- 2) It determines whether the current policy is contributing to the dismantling of the apartheid city

Other, more specific critical questions include:

- What effect does current housing delivery have on the quality of life of its inhabitants?
- Do they contribute to re-establishing equity, efficiency and sustainability within the urban environment as a whole?
- Do they promote a more integrated urban fabric?
- Do they provide improved access to economic opportunity?

These places should broaden the possibilities available to the people that live in them. On ground level this implies that they should be given access to economic opportunities and essential services they were denied in the past. The potential role of housing in the alleviation of poverty should be kept in mind. It is only when people are economically empowered that they can start lifting themselves up and we see the quality of their lives improving. Only then can we begin to solve the housing problem effectively.

#### 1.4 Hypothesis

*Current housing provision does not further the aim of housing policy to create viable, socially and economically integrated environment as set out in the Housing White Paper. It does therefore not contribute to a more equitable, integrated urban fabric, nor does it epitomise a “holistic” approach to housing.*

#### 1.5 Definition of housing

It is significant that the definition given to housing by government, is very inclusive:

The United Nations Centre for Human Settlements defined **housing** as: “a variety of processes through which habitable, stable and sustainable public and private residential environments are created. This recognises that the environment within which a house is situated is as important as the house itself in satisfying the needs and requirements of occupants” (HABITAT, 1996:203). The White Paper on Housing adopted this definition of housing in their proposal for a new housing policy and strategy (RSA, 1994:21).

The definition given by the Housing Act of 1997 is equally inclusive, but defines housing development as follows:

“**Housing** development means the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and

communities in areas allowing convenient access to economic opportunities, and to health, educational and social amenities”.

In addition, the Housing Act 107 of 1997 recognises **housing** to be the following:

- as adequate shelter, it satisfies a basic human need
- housing is both a product and a process
- housing is a product of human strife and innovation
- housing is an important part of integrated development planning
- housing is a key sector of the national economy
- housing has a critical role in the socio-economic well being of the people

The emphasis on housing as a process raises questions about the appropriate mechanisms for housing delivery. It implies that the new vision government has of housing should entail a coordinated, multi-faceted approach, as part of a broader programme to achieve sustainable economic development and job creation (Schlotfeldt, ed., 2000:19). It also implies that communities have to be involved in the process of housing themselves, especially in the identification of their needs and the implementation of projects.

## **1.6 Research Methodology**

A search of all current and completed studies relating the area of research was conducted on the NEXUS Database for current and completed research projects. The *SA News* database was also consulted for a list of all recent newspaper articles concerning the topic at hand.

A study was made of alternative views in housing theory, especially writings favouring a ‘holistic’ approach to housing, or proposing an alternative approach to housing the poor. Laws and papers concerning housing policy and strategy were also consulted.

The Case Study was a study of a low-cost housing development in Paarl under current housing policy. All residents of this area formed the population out of which the sample was drawn on a systematic interval basis. The 10% sample that was drawn is considered representative of the population, as the community is fairly homogeneous.

Data was collected mainly by way of structured questionnaires that consisted of mostly open-ended questions regarding dweller satisfaction and social and economic integration experienced by residents. Interviews were conducted in a more informal way with various housing and planning officials who are knowledgeable on the subject. Information was also gathered by direct observation of the conditions in the area, and also indirectly by accompanying an official dealing with unrelated matters to this one. The study also made use of focus groups to gather complementary information.

### **1.7 Structure of the paper**

Chapter 2 outlines the context in which current housing development takes place in South Africa. More specifically, it looks at the effects of apartheid and imported planning ideas on urban form, the nature and scope of the housing backlog in the country, and also limitations and constraints in relation to the policy and the solving of the housing crisis. It also looks at poverty as a major constraint in the housing process of the country.

In Chapter 3, some developmental approaches to housing are discussed and its implications for policy clarified. These approaches should, in fact, inform all housing development that takes place in the country.

Chapter 4 provides an overview of the current housing policy: its main principles and objectives as well as the main elements of the housing policy and strategy.

Chapter 5 takes a closer look at the implementation of the current housing policy with special reference to state-assisted housing in the Paarl area. The researcher aims to obtain a general impression of quality of life and dweller satisfaction experienced by

inhabitants of the area, as well as the social and economic integration of the community both within the community itself and the wider urban area.

Chapter 6 contains an analysis of the information collected in Chapter 4. Judgements are made according to the information gathered as to whether access to economic opportunity has improved for these people, and whether their general quality of life has improved. (This will serve as an indication of the kind of environment created by the current policy.)

Chapter 7 contains concluding remarks and recommendations on how current housing delivery can move closer to a more 'holistic' approach to housing.

## **CHAPTER 2 THE CURRENT HOUSING CONTEXT**

### **2.1 Introduction**

Housing development in South Africa is subject to enormous fiscal and administrative constraints, as well as constraints related to large-scale poverty in the country. In addition to this, segregationist policies of the past have left its footprint on South African cities and have left them fragmented and plagued by inequality. These are the major determining factors of the context in which housing development takes place in the country, and are the problems that need to be addressed in an effective housing policy for the country.

This chapter will look at the origins and extent of the housing crisis in South Africa as a consequence of past planning practices. It will also take into consideration other factors that form part of the context of housing development in the country.

### **2.2 The legacy of the social geography of apartheid**

The fundamental problem the country is facing, is “the legacy of the apartheid era which created an urban structure that cannot be easily turned around” (Gelderblom and Kok 1994:113). In this process, planners were used as instruments whose job was to plan divided cities.

The Group Areas Act required people of different races to live in separate areas, and crude racial zoning patterns were demarcated in cities. The general spatial planning framework consisted of neighbourhoods separated by physical buffer strips to minimise contact between races (Turok 1994:245). Housing were allocated selectively to people who wanted to live and work in cities. However, the state refused to recognise Africans as permanent urban inhabitants, as their purpose was only to provide cheap labour in industries. Even blacks living in cities were deprived of basic services that could serve as attractions to people from rural areas.

In the past, land too was allocated almost exclusively on racial basis (Gelderblom and Kok 1994:95). Black housing was provided far from that of the privileged white group, on the periphery of the city. Also, while housing for the white population was provided in numbers beyond what was needed, the shortage of black affordable housing began to grow. It was only in 1986, with the abolition of influx control, that urban housing for blacks was rethought by government for the first time. In the realisation by government that they could no longer prevent urbanisation, the focus was shifted to controlling access to urban space by only allowing development in a few selected areas.

### **2.2.1 Segregation mechanisms**

The Group Areas Act no.41 of 1950 acted as the main formal segregation mechanism and is largely to blame for patterns of inefficiency and inequity within cities. Existing patterns took shape as the result of the Group Areas Act according to which members of designated race groups were located in different residential sectors, and where each commuted to centrally located production and exchange facilities (Urban Foundation, 1990:8)

Informal segregation mechanisms included 'red lining' whereby banks granted housing loans selectively on a racial basis, and 'routing' that was meant to steer certain groups to particular areas. According to Schlemmer and Stack (1990), these informal mechanisms will be harder to get rid of and constitutes the real policy challenge for South African cities (Urban Foundation, 1990:17)

### **2.2.2 Apartheid as determinant of urban form**

Dewar writes extensively on urban structure and form and its implications for planning. He agrees that three main reasons can be highlighted for this pattern of fragmentation (Dewar, 1995:409). The first was the need for cheap labour reserves in towns and cities. This gave rise to housing provision outside the urban edge, state-driven low-income housing schemes, and more importantly, squatting. Secondly, land for black housing

was allocated beyond the urban edge because land closer to the core is viewed too expensive to apply for this purpose.

Finally, imported ideas about urban planning are among the main causes of the patterns that characterise the group areas city. Many of these ideas are entrenched in urban administration and are still applied unthinkingly (Dewar 1995:410). The freestanding house is originally based on the concept of the 'villa'. This arrangement of a freestanding building surrounded by open space is promoted as the basis of a good urban life, and is applied even in the case of small plots and minimal structures (Dewar1995: 410). It is often ill fitted to the needs of the people it is meant to serve. It is also one of the reasons for the extremely low densities in South African cities.

In adding to this, Brugge states that the previous regime's approach to housing epitomises the principle of 'fragmentation'. According to her, this is most visible in the structures that governed housing:

"there were seven ministries and Departments of Housing, as well as four National Departments and thirteen statutory funds served as conduits for housing-related funds. In addition, over 60 national, regional and local state corporate institutions were involved in housing delivery. "

(Brugge in Rust and Rubenstein, 1996:71)

This resulted in considerable role confusion, inefficiencies and wastage, the poor usage of funds, lack of an overall strategy for housing and low economic growth.

### **2.2.3 Characteristics of the apartheid city**

Apartheid housing, development and urbanisation policies were intentionally used to achieve racial fragmentation, resulting in the concentration of the poor in relatively high density areas on the urban peripheries and the wealthy in the core of the intermediate urban areas. This resulted in massive urban sprawl and extremely low densities in cities.

South African cities are of the least densely populated cities in the world (Gelderbloem en Kok 1994:128). Haarhoff argues that this low-density development is wasteful and inefficient. He says that not only is it wasteful of land, but it makes the economic provision of necessary social services and public infrastructure difficult. It pushes the edges of the city further and further from the centre, with increases in the cost and the time spent commuting (Urban Foundation, 1991:8).

Dewar (1994: 408) views the following to be the characteristics of existing urban settlements:

- the dominant pattern of development is low-density, single-storey sprawl
- the urban fabric is fragmented and discontinuous
- most buildings are free-standing with large land reserves, which cause the grain of urban settlements to be loose and coarse
- different land uses are agglomerated and separated from other uses

On another occasion he states that the existing urban structure is characterised by three broad patterns, namely low density *sprawl*, *fragmentation* and *separation* (Dewar in Smith 1992:244).

These patterns are also characteristic of South African cities that have been shaped by planning ideas that is supportive of 'suburbia', rather than the creation of 'cities'. Many communities have been left marginalised in terms of the opportunities many of them were deprived of in the past, those same opportunities that serve as reasons for people to come to cities in the first place.

#### **2.2.4 Consequences of spatial patterns**

The consequences of these patterns for the communities affected by them, is severe (Dewar et al. 1990:). Many communities remain dislocated and excluded. The imposition of racial segregation, according to Turok (1994:243), dislocated communities and entrenched inequality in the built environment. In this way, much of the population

were marginalised and deprived of essential services, housing and economic opportunities.

Typical low-income residential areas are severely disadvantaged in terms of convenience, mobility, access and income-generating or investment-attracting ability (Green, et al. 1995:139). In this way, fragmented urban systems had and still today have a negative effect on main issues like poverty, unemployment and inequality (Dewar 1995: 411). Indeed, poverty and unemployment are of the most important effects the segregationist policies of the past have had on South African cities.

A problem related to the sprawling pattern and low densities, is the inability of these low densities to generate catchment areas that would make public transport in these areas viable. Concerning this issue, Dewar writes: "The sprawling and discontinuous pattern makes efficient and viable public transport impossible (Dewar 1995:411). Also, due to the dispersed nature of local markets, local entrepreneurs cannot operate successfully. The system promotes the monopolistic position of large economic enterprises (Dewar 1995:411).

The overall failure to provide in the housing needs of a large percentage of the population resulted in overcrowding, increased land invasions, squatter settlements and urban sprawl. This has been linked to frustration, insecurity, high criminality as well as instability in many communities (Brugge in Rust and Rubenstein 1996: 71). Most fundamentally, according to her, the concept of 'home' (as opposed to house) may have been lost to many South Africans.

McCarthy classifies the consequences of the Group Areas policy in three broad categories in terms of efficiency, welfare and socio-political impact.

1) *Efficiency Consequences* have to do with the ways in which Group Areas planning have negatively affected the ability of the government and the people to perform certain functions.

- Group areas planning, limited the ability of South African cities to operate as efficient economic entities. These parcels of disused land like District Six in central city areas.
- Land-use mismatches existed. Expensive commuting between home and work affected mostly the poor who were situated on the periphery and had to travel to work daily.
- The distortion of residential property occurred. Black housing shortages were accompanied by white housing surpluses.
- The rights to trade in certain areas in terms of the Group Areas caused the distortion of commercial markets. Mismatches existed between optimal trading locations and enforced residential locations of black informal sector traders.
- Industrial inefficiencies existed because of restrictions on freedom of location of firms and centralised control over the allocation of industrial zoned land.
- Public sector became increasingly inefficient because of the increased cost of servicing a spatially disaggregated, compartmentalised urban structure and the duplication of certain services and amenities.

*Welfare Consequences* were the result of efficiency consequences

- The poor suffered a lack of central residential options, despite their tendency to locate nearer to the centre to minimise travelling expenses.
- Further constraints on already insufficient allocations of land for the poor caused increased costs and residential densities beyond what is expected under normal market conditions.
- This removes deprived groups from access to libraries, health care facilities and other support services crucial to self-improvement and mere survival of the poor.

*Socio-political consequences* were the most important consequences of the Group Areas framework, and cannot be calculated in money terms.

- Inter group conflict was brought about by poor communication and an inward, group-oriented consciousness.
- Inequalities of opportunity occurred in the workplace, and it was hard for senior black personnel to match the quality of their lifestyle to job achievement.
- Fragmented and duplicated planning leads to simultaneous efforts of more than one bureaucracy to plan for the same area.
- Enormous hurt have been imposed on people who have forcibly removed from their homes. This resulted in a sense of discrimination and rejection in many of the people in this country.

BOX 2.1: Consequences of apartheid policies

(Urban Foundation, 1990:9)

### **2.3 Estimated urban housing backlog**

The current housing situation is a direct consequence of the restrictions imposed by the Group Areas and Influx Control legislation on the natural expansion of residential areas (Gelderblom en Kok, 1994:100; Brugge in Rust and Rubenstein 1996:71).

Concern at the extent of the housing backlog became even more widespread with the establishment of the government of national unity in 1994. The White Paper on Housing estimated the housing backlog in 1995 at about 1,5 million units. In addition, about 720 000 serviced sites in urban areas would require upgrading and a large number of rural houses lacked access to basic services (RSA, 1994:9).

Researchers Harry Touzel and Peter Gill assessed the nature and magnitude of the housing problem. They identified the key quantitative aspects of the estimated urban housing backlog, as well as the qualitative capacity constraints. Touzel determined the shortage by subtracting the formal housing stock from the number of households for 1995, where the housing stock was determined by adding the estimated number of formal buildings completed during 1994 and 1995 to a housing stock estimate of 1993 (Scholtfeldt, ed., 2000: 20). Touzel also established the urban households in need of formal housing at 350 000 per year, in contrast with the White Paper estimate of 200 000 additional households per year.

In 1995, the housing backlog was calculated as being somewhere between 1,2 and 2,8 million units, which proved that this was an urgent social problem that needed to be addressed. According to the latest information, the housing backlog countrywide (including urban and rural housing) is currently estimated at 2,8 million units. This includes people living in informal settlements, sub settlements, traditional shelter and the homeless (Minister of Housing in National Assembly, August 2001)

## **2.4 Existing housing stock and living conditions**

South Africa has a relatively small formal housing stock.. A further decrease in formal and informal housing delivery caused an increase in the number of households in informal settlements, backyard shacks and in overcrowded conditions in existing formal housing (RSA, 1994:9). It is estimated that 61% of urban households in the country live in formal housing or share formal housing with other families, and approximately 27% in informal and squatter housing. Of these, 1,06 million households do not have access to basic services such as water, sanitation and access routes. Five comma two percent of households were still living in hostels in 1994 (RSA, 1994:9).

## **2.5 Existing constraints to solving the housing crisis**

Three main constraints on housing delivery are identified, namely the extent of poverty of households, fiscal limitations, and the administrative capacities of housing implementation agencies (Schlotfeldt, ed., 2000:21) Other constraints include the rate of housing delivery, standards of housing provision, meeting a range of tenure needs and very importantly locational implications and compatibility with attempts to integrate urban areas (Behrens et al.,1998:44).

### **2.5.1 Affordability of housing**

Poverty is a big problem facing housing delivery in South Africa. Affordability relates firstly to the State and its limitations as to how much can be spent on housing delivery, and secondly, to the poverty of a very large percentage of the population. As the majority of the people in need of housing are not able to provide in their own housing needs, it leaves much strain on the State to provide subsidised housing to these people.

Three structural issues concerning affordability of housing by government relates to redeveloping a culture of payment for goods and services, getting the private lending

Three structural issues concerning affordability of housing by government relates to redeveloping a culture of payment for goods and services, getting the private lending sector to lend to the lower end of the housing market and finally to remedy the chaotic system of providing housing finance (Schlotfeldt, ed., 2000:21).

On the other side of affordability, the extent to which poor families can make effective use of government measures become questionable. This reflects a very important limitation within the current policy framework. In 1996 it was found that 61% of households earned less than R1 500 per month and, in turn, 61% of these households earned less than R800 per month (Schlotfeldt, ed., 2000:22)

It has been proven that many of these households could not meet the ongoing costs of ownership and that, in cases, their living costs have been raised beyond what they could afford (Behrens et al, 1998:44). They also could not afford completing the “core” shelter into a full house. In the case where households spent all disposable income on housing up to households who spent 25% of disposable income on housing, and earned less than R1 500 per month, these households could not afford any form of housing without state assistance. Beyond R1 500 affordability began to increase (Schlotfeldt, ed., 2000:23).

These important finding raises the question of the overall effectiveness of the subsidy scheme in reaching the poor.

### **2.5.2 Fiscal constraints**

The World Bank (1994) argued that the South African government spends too small a proportion of its national budget on housing. According to them, South Africa had to spend 7-8% of annual GDP on housing (Behrens et al., 1998:43). The HABITAT 1996 Report stated that national government intended to increase housing's share of the total state budget to only 5% (Schlotfeldt, C. ed., 2000:24). A further problem is that a large proportion of the housing budget goes towards guarantees for private sector finance institutions and developers.

### **2.5.3 Administrative constraints**

Administrative constraints relate directly to the ability of local governments in managing housing development, since it is responsible for the implementation of housing projects. Local authorities suffer a severe lack of capacity and skills (Behrens et al., 1998:43). Local government was formally awarded a key role in housing development by the 1997 Housing Act. This has to take place amidst the rapid change that local authorities have undergone in the recent past. The institutional framework inherited from the previous government also has serious defects.

### **2.5.4 Rate of housing delivery**

It was formally acknowledged by government that the rate of housing delivery have been slower than expected. The 1994 Housing White Paper set a target of one million additional housing units to be provided within five years. It also declared that annual production should reach a sustainable level of 350 000 units. After two years, the new policy had delivered less than .008% of the required housing options (Tomlinson, 1996:137).

### **2.5.5 Standards of housing provision**

In a study conducted by Tomlinson (1995a), the survey of developers indicated that in 28% of projects, housing beneficiaries were dissatisfied with the product on offer (Behrens et al., 1998:43). The general feeling was that government was not keeping its promise of delivering houses, but merely "toilets in the veld". Respondents also felt that the policy should focus to a greater extent on "depth" rather than width. This would mean providing fewer houses of a higher standard, which government has already refused to do.

### **2.5.6 Meeting tenure needs**

The current housing policy places great emphasis on home-ownership. This happens despite the fact that the Reconstruction and Development Programme identified the need for “sufficient, affordable rental housing stock”. As part of the current policy the provision of rental housing is, however, limited only to the provision of “institutional and social housing” (Behrens et al., 1998:44). This is not in line with the needs of the people since many households prefer forms of tenure other than home ownership. A survey of the African population in Cape Town (Mazur and Angle, 1995) showed that almost half of the respondents wished to rent accommodation rather than owning it.

### **2.5.7 Location of projects**

In Spiegel et al. (1995) it is argued that that the present form of the housing subsidy promotes a physical form of urban development similar to that of the past (Behrens et al., 1998:44). The majority of new developments have been in poorly located areas due to the one-household-one plot form of delivery driven by developers seeking to secure large pieces of cheap land (Behrens et al., 1998:44). The land is very often situated on the urban periphery, far removed from economic opportunities and social amenities.

## **2.6 Conclusion**

The provision of housing still remains a top priority amidst these constraining realities. The biggest problem with current policy until now, according to Tomlinson (1996), was that it is underpinned by conflicting and contradictory principles. “Immediate and visible delivery, community participation, developer-driven delivery, economic opportunity and the like, when put into practice –with little flexibility in their implementation allowed on the part of the national department- ended up clashing with one another” (Tomlinson, 1996:144).

## **CHAPTER 3 DEVELOPMENTAL APPROACHES TOWARDS HOUSING**

### **3.1 Introduction**

Around the 1960's, academics like John Turner began to criticise public housing delivery systems that created finished houses built to standards that did not reflect the needs and priorities of their target group. According to his model, poor migrants first took possession of land (their "bridgehead" into the city) and then progressively developed their physical shelter as and when they consolidated their socio-economic position. He contrasted this autonomous housing process with formal development processes (Newton, 1998:5). By the mid-sixties existing policy and practice came under severe scrutiny. This marked the beginning of the new developmental approach to housing.

Academics from the Marxist tradition argued that Turner's critique did not link the shelter process to the wider socio-economic circumstances of particular societies. At one pole, academics belonging to the neo-Marxist dependency school of thought emphasised that "the constraints facing the urban poor in finding affordable and satisfactory shelter constituted the key issue, and not the means by which the affected group attempted to escape such constraints"(Newton, 1998:5).

At the other pole, according to some social scientists who subscribed to neo-classical economic assumptions, urban poverty could be explained by the poor and partial operation of the markets, particularly in land and housing. Other less ideologically – bound academics objected to Turner's analysis within the boundaries set by his theoretical framework, arguing that the successful implementation of the Turner –model required a certain set of favourable circumstances to be present.

### **3.2 The role of housing**

Failure to provide in the housing needs of a large percentage of the population in the past resulted in overcrowding, increasing land invasions, squatter settlements and urban

sprawl (Brugge in Rust and Rubenstein, 1996: 71). The most important impact that this has had on the communities, according to Brugge, is that “the concept of ‘home’ may have been lost to many South Africans”. The new housing policy seeks to restore this notion of ‘home’ by recognising the equal importance of the broader physical setting of the house, the personal qualities an individual attaches to housing, and the physical structure itself.

About the importance of housing, the Urban Foundation Housing Policy Unit (1991:4) says the following:

“Housing is the key in the socio-economic development and improvement of the quality of life of a society. It provides a secure base for the family unit, a base from which adults can gain entry into economic activity and a base from which children can develop in a healthy and secure environment. As the base of family life, the home is a cornerstone of the socio-economic development of a society, a process in which the full potential of all people can be realised”

Housing policy and strategy must for this purpose be informed by a definition of housing that takes cognisance of the role that housing plays in the lives of people.

### **3.2.1 Housing as a process**

Another point of criticism mentioned by Noero is that government’s view of the solution to the housing problem is naive in that it defines the housing problem only in terms of housing production and technical and engineering efficiency. Although a high rate of housing delivery is important in the elimination of the housing backlog, the answer to the housing problem, according to him, lies in something other than housing production itself.

A high rate of housing delivery remains the greatest challenge and the first priority of government in order to ensure that the right of every South African to shelter is realised. Housing as a process emphasises the importance of housing in job creation and economic development.

### 3.2.2 “Housing is a verb”

Turner notes importantly that housing can be used as a noun or as a verb. He says that when used as a noun, “housing describes a *commodity* or product” (Turner and Fichter, 1972: 151). In contrast to this, “to house” describes “the process or *activity* of housing”.

Considering the response of the Housing Minister to Noero’s criticism on her article in *The Argus* (2000:1), it could be argued that housing as a noun have been more successfully realised than housing when used as a verb, and that more emphasis needs to be placed on the activity of housing in the future.

It could also be concluded that, looking at the fruits of current housing policy, that housing is still viewed as a commodity by the current policy.

### 3.2.3 Human needs and housing

In his article *Human Needs in Housing*, Montgomery (1967) examined seven human needs which need to be included when defining housing (Maas, ed., 1967:64). The first is the need of man for protection from the elements. The second is the need for a sense of place or rootedness. It is based on the knowledge that humans develop an emotional attachment for their homes, and stresses the need to feel attached to one’s home and one’s community. This desire to satisfy place identification is related to Maslow’s concept of hierarchy of needs.

The need for a wholesome self-concept is the third basic human need identified by Montgomery. It is based on the fact that one’s housing and his place in the wider community strongly affects one’s image of the self. He says the following about housing:

“It is the symbol of status, of achievement, of social acceptance. It seems to control, in large measure, the way in which the individual, the family, perceives him/itself and is perceived by others.”

Fourth is the need to relate to others. According to Montgomery, housing is highly relevant to the nature and extent of relationships families have at neighbourhood level. The need for social and psychological stimulation is fifth. Here it is assumed that if parents live under adverse conditions, one would hypothesise that it would be difficult for them to relate effectively to each other and to their children.

Creative and transcendental needs have to do with the need to satisfy one's creative potential, while the last, the need to fulfil values relates to housing values at community, neighbourhood and housing structure level. According to him, some of the values with which the providers of housing must increasingly be concerned, is beauty, privacy, individuality, family centeredness and mental health (Maas, ed., 1967:64).

#### **3.2.4 Housing and quality of life**

Smedley (1978) states the dilemma in defining 'quality of life' in Finlayson (1981:5): "Quality of life is a concept which is intuitively easy to grasp but theoretically almost impossible to define". Despite this, the thing that needs to be kept in mind according to Finlayson, is that "the definition of a problem should be seen through those affected by it, and this means the community itself" (Finlayson, 1980:13). Quality of life can therefore only be determined when it is looked at through the eyes and experiences of the community.

Myers defines quality of life as "a potent political concept often used to describe citizen satisfactions with different residential locations" (Myers, 1989:347). Finlayson in his definition of it also touches on individual satisfaction: "It has something to do with the satisfaction or dissatisfaction, content or discontent, pain or pleasure, that the individual derives from what he does with his material and spiritual possessions" (Finlayson, 1980:5) and therefore quality of life, as such, "is not a matter of products but of processes" (Finlayson, 1980:5).

### **3.2.5 Dweller satisfaction**

Quality of life essentially has to do with dweller satisfaction. According to Soen (1979:129), “actual satisfaction of the occupant can be defined in two ways: as a clear explicit declaration by the occupant that the dwelling pleases him, or as the absence of a complaint when an opportunity to complain about the dwelling is given to the occupant”. He also says that the occupant’s satisfaction at a certain point, as with the quality of the dwelling, is not static, but that it can be defined only in relative terms at a certain point in time.

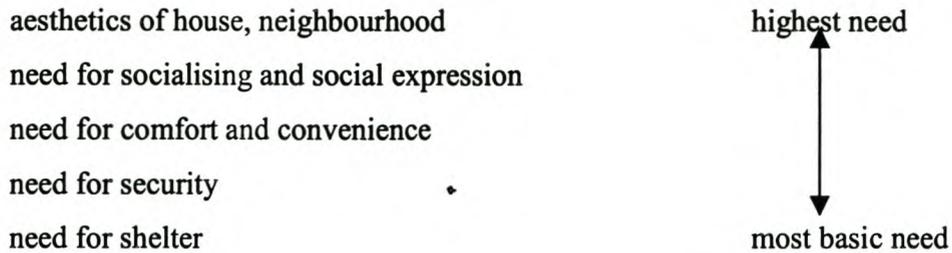
On one occasion it was found that satisfaction depended on nine main variables. These are given in descending order: sanitary facilities, washing facilities, cooking facilities, size of apartment (or house), living rooms, ventilation, noise factor, refuse disposal services and cleanliness of the neighbourhood (Soen, 1979:129).

It is important to take into account that the satisfaction of the occupant expresses the difference between the previous dwelling and the one he presently occupies (Soen, 1979: 131). This has important implications for the findings of this research. Of the respondents, 65% indicated that they were, in fact, satisfied with their dwelling. It is ironic that, altogether, 65% of the respondents also lived in shacks before they received formal housing in the area. The feeling of satisfaction could therefore be in comparison with previous living conditions. If this is the case, it cannot be taken as a true reflection of dweller satisfaction in this case.

The satisfaction of the occupant with his dwelling depends to a large extent on the question of whether the dwelling unit meets his needs. The basic needs of an occupant, according to Soen (1979:130) depends on the following factors:

- 1) the stage of the occupant’s life cycle
- 2) the occupant’s life style

The relative importance of needs as discussed by Cooper in Soen (1979:130) can be represented as follows:



According to Cooper, the most basic human environmental need is for shelter. When this need is fulfilled, they become concerned about higher needs (see diagram) and gradually seek to satisfy these needs.

### 3.3 Housing and the macro-economy

“The housing sector is an integral part of the macro-economy, and changes in this environment affect the functioning of the housing sector. In turn, different housing policies may have profound effects on the broader economy”

(Kentrige in Rust and Rubenstein, 1996:151)

In recent years recognition of the important impact of the housing sector on the wider economy of a country, began to increase. In these terms, “housing investment is recognised as employment intensive and is associated with strong expansionary output effects in the construction and its supplier industries- at least in the short term” (Newton, 1998:8). This is linked to the definition of housing as a “process”, which assigns to it job-creation and economic empowerment and educational value.

### 3.4 Housing and economic empowerment

Housing as process, according to the 1994 Housing White Paper represents more than a simple economic activity but constitutes the foundation for the establishment of continuously improving public and private environments within which stable and productive communities can grow and prosper” (RSA,1994:24). Housing policy and strategy must therefore be directed at enabling and supporting communities to participate in the satisfaction of their own housing needs.

This must be done in a way that maximises community and private sector involvement and leads to “the transfer of skills to and economic empowerment of members of the community” (RSA, 1994:24). The dynamics of housing in this regard is described by the Urban Foundation Policy Unit as follows: “Housing development stimulates the demand for building materials, construction-related services and consumer goods in general. It also stimulates job creation, thereby further contributing to the demand for these goods and services” (Urban Foundation, 1991:1). Accordingly, emphasis must be placed by policy on supporting local initiatives including small and medium sized companies in partnership with larger, established companies committed to providing appropriate support and training.

In order to do this, specific emphasis will be placed on:

- promoting **participation of affected communities** in the planning and implementation of new developments;
- **maximising job creation** in the construction and allied sectors (in particular, the role of labour-based construction and the use of local labour in housing development);
- **improving economic linkages**, particularly with the national electrification programme;
- programmes for **skills transfer, capacity building and upward mobility** for both skilled and unskilled labour in the housing field;

- the **role of small and intermediate enterprises** in housing construction, as well as in backwardly-linked (materials supply), forwardly linked (household businesses) and sideways linked (school construction) economic sectors;
- mechanisms to stimulate **entrepreneurial development** in creating new housing environments and maximise the participation of historically disadvantaged, emerging entrepreneurs; and
- constantly evaluating and supporting the **role of women** in the housing delivery process.

(RSA, 1994:24)

### **3.5 The Reconstruction and Development Programme**

The proposals made by the Reconstruction and Development Programme (as per Rust and Rubenstein) concerning housing is based on the right of each South African to housing. The housing challenge is set out as follows by the RDP:

- The need to overcome the housing backlog estimated at 1,3 million units in the urban areas, rising to 3 million units including the hostels in the rural areas
- The need to accommodate 200 000 new households per year (p. 9)

In order to achieve this, the programme aims to foster employment, skills upgrading, economic activity and the promotion of small enterprise. Accordingly, the programme must meet the following criteria: community empowerment and development, affordability and sustainability (Rust and Rubenstein, 1996:195).

Housing has a key role to play in employment creation as part of the RDP Programme. The idea of housing as a process suggests that people should get involved in the construction of their own homes. The ideal is that this would later lead to the formation of small construction companies due to skills the participants required in the process. They would also have the benefit of first-hand input as to the product they would receive in the end.

The RDP vision for housing in the future is also set out in the Housing White Paper (RSA, 1994:24). According to the White Paper, it is imperative that future housing policy and strategy be developed in accordance with this vision and guidelines. Future housing strategy has a direct bearing on the success of all five key programs of the RDP. These programmes are meeting basic needs, developing human resources, building the economy, democratising the State and society, and implementing the RDP.

In conclusion, the role of housing must be correctly located within the framework of the RDP considering its impact on service delivery and other components of the RDP.

### **3.6 Conclusion**

In order for the housing crisis to be addressed effectively, the solution to the housing problem must be seen as something broader than just the physical provision of shelter. Housing must, in fact, be seen as part of a broader strategy, a holistic approach to alleviate poverty and promote empowerment of the people.

## CHAPTER 4 THE CURRENT NATIONAL HOUSING POLICY

### 4.1 Introduction

The current National Housing Policy arose from a multiparty negotiating body, the National Housing Forum (NHF), made up of representatives of ‘mass-based’ political groupings in the business community, the building industry, and financial and development institutions\*. The policy of the National Department of Housing is essentially set out in the White Paper on national housing policy and strategy published late in 1994, and is accordingly aimed at: “creating habitable and sustainable environments for all” (RSA, 1994:2).

Generally, the policy takes a ‘**incrementalist**’ approach to housing, in which state assistance is provided for ‘self-help’ in lower-income housing provision. The form of housing provision is regarded as assisted self-help, and is based upon the assumption that people would gradually improve their homes as they can afford it, and as need arises. The policy and strategy is comprised of two key elements, namely, the National Housing Subsidy Scheme and the initiatives put forward by the Housing Accord of 1994.

The focus of this chapter will be the goals and principles for housing development set out by the current policy, and the two key elements of the housing policy and strategy.

### 4.2 Definition of housing

Housing is defined as “*a variety of processes through which habitable, stable and sustainable public and private residential environments are created for viable households and communities. This recognises that the environment within which the house is situated is as important as the house itself in satisfying the needs and requirements of the occupants*” (RSA 1994:21).

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\* A more detailed overview with regard to the evolution of the current housing policy is available in *Appendix A*

### 4.3 National housing goals

The basic objectives of national housing policy and strategy are set out in the White Paper on Housing Policy and Strategy (1994), and the Housing Act (107 of 1997). These are supplemented and sometimes reinforced by the policy and strategy objectives and land development principles of the Urban Development Strategy (1995), the Urban Development Framework (1997), and the Development Facilitation Act (67 of 1995) (Behrens et al., 1998:33).

Behrens, Watson and Wilkinson (1998:23) identify a broad set of policy objectives that is broadly consistent over different policy documents, and summarises it as follows:

- 1) To accelerate mass housing delivery,
- 2) To prioritise the housing needs of lower income and disadvantaged groups,
- 3) To promote the provision of housing that is affordable to occupants, and matches the fiscal constraints,
- 4) To ensure effective, accountable and participative administration of public sector housing responsibilities,
- 5) To ensure that adequate utility service connections are provided to all South African household,
- 6) To ensure that all South African households have permanent residential structures,
- 7) To ensure that all South African households have legal and secure tenure,
- 8) To promote the provision of diverse housing options, and finally
- 9) To promote conveniently located, integrated and environmentally sustainable housing environments, with easy access to public facilities and amenities.

The current policy documents that incorporate housing goals are represented in Table 1, *Annexure A*, along with the objectives they contain.

#### **4.4 Approach to ensuring housing delivery**

In order for housing policy to impact on poverty in South Africa, housing interventions must be seen as part of an integrated approach by Government to resolve the problem of poverty. Government seeks to mobilise the combined resources, efforts and initiative of communities, the private, commercial sector and the State by pursuing seven key strategies:

- *Stabilising the housing environment* in order to ensure maximal benefit of state housing expenditure and mobilising private sector investment;
- *facilitating the establishment or directly establishing of a range of institutional, technical and logistical housing support mechanisms* to enable communities to, on a continuous basis, improve their housing circumstances;
- *mobilising private savings (whether by individuals or collectively) and housing credit* at scale, on a sustainable basis and simultaneously ensuring adequate protection for consumers;
- *providing subsidy assistance* to disadvantaged individuals to assist them to gain access to housing;
- *rationalising institutional capacities* in the housing sector within a sustainable long term institutional framework;
- *facilitating the speedy release and servicing of land*;
- *coordinating and integrating public sector investment and intervention on a multi-functional basis.* (Behrens & Watson, 1998:12).

#### **4.5 Key elements of national housing policy and strategy**

The two key elements of the policy and strategy framework currently in place are the subsidy scheme and the 'Accord'.

## **4.5.1 The National Housing Subsidy Scheme**

### **4.5.1.1 Specific objectives**

The capital subsidy scheme is aimed at furthering the national housing vision which is to *“establish viable, socially and economically integrated communities, situated in areas that allow convenient access to economic opportunities as well as to health, educational and social amenities, where all South Africa’s people can access on a progressive basis a permanent residential structure that possesses the attributes of secure tenure, privacy and adequate protection against the elements, as well as potable water, adequate sanitary facilities, including waste disposal and electricity”* (RSA, 1994).

The specific objectives of the scheme include:

- The achievement of set production targets (350 000 units annually) through successful targeted scale delivery,
- Width rather than depth coverage,
- Maximisation of consumer choice,
- Inclusiveness of major stakeholders within a process of people-centred development,
- Focus on security of tenure and tenure diversity,
- Conformity to the principles of fiscal sustainability, transparency and certainty, and
- The re-enforcement of macro-economic goals

(Newton, 1998:20)

### **4.5.1.2 Structure of the capital subsidy scheme**

#### 4.5.1.2 Structure of the capital subsidy scheme

The National Housing Subsidy Scheme takes the form of a once-off capital grant of up to R15 000, graded on a sliding scale according to household income (see Table 1). Capital subsidies are granted to all households with a household income of not more than R3 500 a month. A discretionary subsidy of R2 500 is also available to cover relatively higher costs due to context-specific factors.

Monthly Household Income	Subsidy (Once-off capital grant)
0 - R1 500	R15 000
R1 501 – R2 500	R9 500
R2 501 – R3 500	R5 000
Additional subsidy for geographical factors	Varies between max 7,5% and max 15%
Additional subsidy for location factors	Varies between max 7,5 and max 15%

TABLE 4.1: Capital grants according to income

The scheme is financed by annual allocations from the national budget which are then disbursed on the basis of applications approved by, and channelled through, the nine 'Provincial Housing Development Boards' (PHDB's) (Behrens et al, 1998:5). According to the new Housing Act (107 of 1997), the allocation of subsidy funds from the South African Housing Fund is the responsibility of the Minister of Housing who acts through Departmental officials. The PHDB's then pay the grants on the transfer of approved properties.

Subsidies are available in different forms:

- *Project-linked subsidies* are allocated to developers undertaking new construction or in situ upgrading projects that have been approved by the relevant Provincial Housing Board.

- *Individual subsidies* are paid directly to individual beneficiaries who are then responsible for finding his own builder or seller.
- *Institutional subsidies* may be paid to registered co-operatives, companies incorporated under the companies or Shareblock Control Acts, or an association formed under the provisions of the communal Property Associations Bill 1995. Qualifying institutions also have the option of renting accommodation, unlike the ownership schemes.
- *Project-linked consolidation subsidies* are delivered on a project-linked basis in order to reduce the end-cost of providing or upgrading dwelling units on previous state-financed serviced sites.
- *Hostels redevelopment programme subsidies* are paid to private sector owners of hostels in order to enable them to undertake approved schemes of upgrading and redevelopment.

#### **4.5.2 The Housing Accord**

The 'Accord' was finalised at the Housing Summit\* in 1994. The Mortgage Indemnity Fund, Servcon Housing Solutions, the National Urban Reconstruction and Housing Agency, and the National Housing Finance Corporation are all initiatives that came out of the Housing Accord at Botshabelo in 1994. They are aimed at the extension of home loans from private financial institutions into the lower income and subsidised housing markets. They are committed to lending money to these low-income households that previously would have been denied access to such credit finance.

Another aspect of the Accord, is that the building industry agreed to keep its costs as low as possible, to promote the development of small contractors from previously disadvantaged communities, and to establish a Home Builders Warranty Scheme for consumer protection especially in the case of first time home owners.

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\* The Housing Summit of 1994 formalised the commitment of the state, the major financial institutions, the building industry and national civic organisations representing the potential beneficiaries of the housing policy to the new housing process.

#### **4.6 Conclusion**

The 1997 Housing Act represents a shift towards a new approach to housing. Its aims, goals and objectives set the direction for housing delivery in the future. Unfortunately, the aims, goals and objectives have not yet been realised in most housing projects as the case study in the next chapter will illustrate.

## **CHAPTER 5 CASE STUDY: THE LOW-INCOME HOUSING EXPERIENCE IN PAARL**

### **5.1 Introduction**

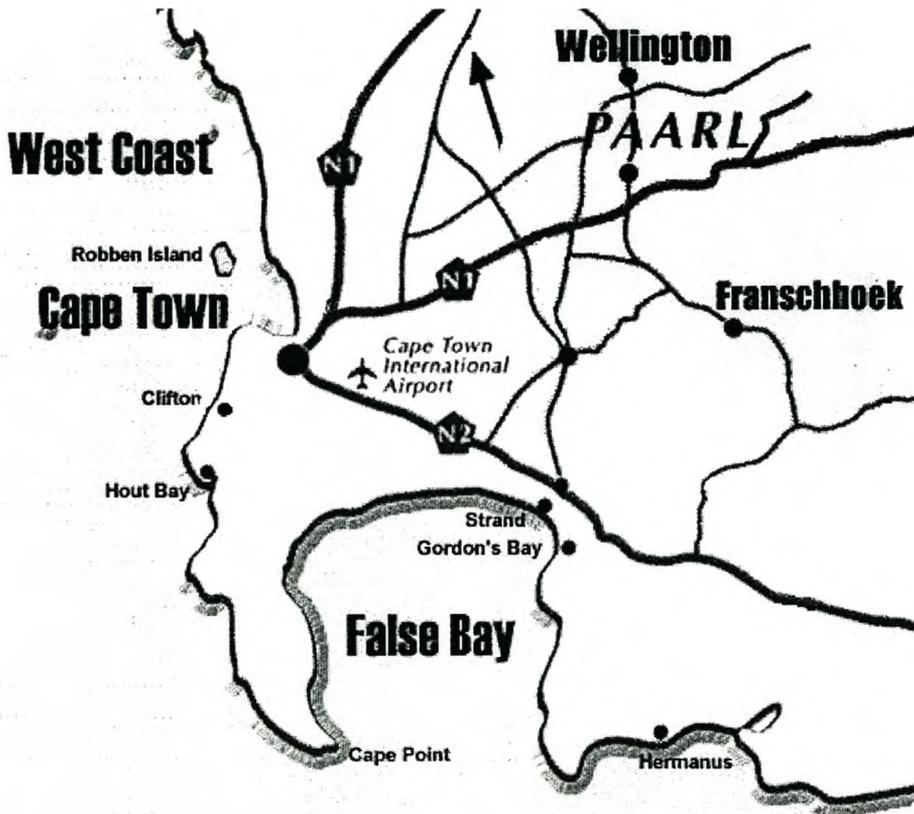
The Smartietown development in Paarl typifies current housing delivery throughout the country. The area is referred to as Smartietown as it has not been awarded a more formal name. In addition, other papers and reports on the area formally refer to it as Smartietown. Smartietown is one of many projects just like it, that manifest what government views to be the solution to the housing problem: “to provide all families with a small house on a tiny piece of land, placed on a uniform landscape of identical houses” (Noero, 2000).

This is, according to Noero (2000) a very naive idea. It is, however, this very idea that is having a very real and increasingly profound impact on our towns and cities. Besides the visual impact on urban areas due to the vast tracts of land covered by these kinds of developments, its impact on the lives of the millions of people expected to be housed in these areas, are of great concern.

It is in this light that this study has been undertaken. The study of Smartietown, Paarl provides a richness of detail to general housing provision in the province as well as the rest of the country. The researcher seeks to investigate the overall living conditions of inhabitants of these newly created areas, their quality of life and their integration into broader society. During the course of the study, the researcher also managed to identify a set of specific problems that residents of these areas have to deal with on a daily basis.

These areas of concern are not new, and have been addressed in numerous formal policy documents. It is however necessary to look anew and even more closely at these environments that will soon constitute a large part of cities all over the country, and house millions of the homeless of South Africa.

## 5.2 Introduction to the Paarl district



Map 5.1: Location of Paarl in relation to the Cape Metropolitan Region

The town of Paarl forms part of the newly formed Drakenstein Municipality, along with neighbouring towns Wellington, Hermon, Saron and Gouda. It is located in the Western Cape, about 60km northeast of Cape Town and has had its own municipality since 1840 until early in 2001, when it became part of the wider Drakenstein Municipality in accordance with the *Local Government: Municipal Structures Act 117 of 1998*.

Paarl comprises approximately 6700 hectares of land, of which the town itself comprises 3805 hectares and the mountain reserve makes up the remaining 2895 hectares. The town originated as an agricultural settlement, but it fast became a significant commercial

and industrial centre in the Boland due to its central location and high accessibility. It is estimated by the 1996 census that 105 012 people are currently living in Paarl.

### 5.2.1 Poverty and unemployment

Like in the rest of the country, unemployment and poverty are big problems in Paarl. More than half of the population of the previous Paarl municipality (51%) is listed as having no income. On the other hand, only 42% of the population in Paarl are considered economically active. Seventy nine percent of this group is employed and 31% is unemployed or looking for work. The top three sectors providing employment in the area are manufacturing (26% of the local labour force), social and personal services (19%) and wholesale and retail trade (12%).

As a report remarks: “poverty has the face of a black woman” (Water and Sanitation in Smartietown, 1999:12). Of those without income, 57% are women and 86% are black (both African and Coloured). This means that 49% off all those without any income, 49% are black women. Table 5.1 shows how disproportionately unemployment affects African and Coloured people in this region:

	African		Coloured		Indian/Asian		White		Unspecified	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Employed	3979	2155	10925	8490	63	36	4365	3516	436	336
Unemployed	1200	2116	2722	2894	11	1	132	114	84	97
Total	5179	4271	13647	11384	74	37	4497	3630	520	433

TABLE 5.1: Employment status in Paarl by race and gender

In addition to this, the income levels of white and black people in the region are extremely disproportionate. Half of African and Coloured women who have some form of income earn between R1 000 and R1 500 per month, with Black men falling into the same category. In contrast, one in two white men earn between R2 501 and R8 000 per

month, and the average income of white females lie between R1501 and R3 500 per month (Water and Sanitation in Smartietown, 1999:12)

### **5.2.2 The Integrated Development Planning Framework of Paarl**

It is impossible to look at housing in the Paarl area without looking at the Integrated development Planning Framework of Paarl. The IDP for Paarl was developed in 1998, and reflects the framework in which to redress imbalances of the past and to tackle poverty in the community. The following priority areas relating to housing provision are identified in the IDP:

- 1 Housing and land, and
- 2 Economic Development, empowerment and job creation

An objective of 5 000 quality houses to be erected by 2003 is one of the main aims of the IDP. Other important objectives concerning communities and communication are:

- to establish proper internal and external communication and to facilitate community development
- through effective communication with communities enable them to participate fully in Council matters by July 2001. (Paarl Municipality: *Integrated Development Planning Framework*, 1998: Chapter 3)

### **5.2.3 The vision of Paarl**

The vision of the previous Paarl Municipality is “A united Paarl, where all its people prosper through the effective utilisation of ALL its resources: economic, natural and human”. Accordingly, the municipal mission statement reads as follows:

*“ The Paarl Municipality strives to ensure the sustainable economic development and growth of Paarl to address past imbalances and improve the quality of life of all our people through sound management of our resources in partnership with the community.”*

(Water and Sanitation in Smartietown, 1999:21)

The key elements of this vision are:

- sustainable growth and development;
- rectifying historical imbalances;
- improved quality of life;
- equality;
- sound resource management; and
- community involvement in decision-making.

### **5.3 Data collection**

For this study, the case study method has some advantages. It allowed the researcher to explore in more detail what is happening in the provision of state-assisted low income housing in one municipality. Greater insight was gained into the nature of the environments millions of people in South Africa found themselves in. It gave the researcher an opportunity to witness first-hand the problems daily experienced by these people.

A big disadvantage in using this method, however, lies in the question of representivity of this one municipality within the context of all the municipalities within the country. To what extent can the lessons learnt in one municipality be applied to other throughout the country? Despite this disadvantage, it was felt that valuable lessons could be drawn from one municipality that could inform other municipalities. Considering the degree to which these settlements are identical to each other, it is assumed that that the outcomes would be similar to the same extent, and that, on this basis, generalisations could be made more easily.





The first image below offers a holistic view of the area. It illustrates the monotony and uniformity of the landscape. It also highlights the dehumanised nature of this kind of environment.



Photo 5.1: Part of the low cost housing development at Smartietown

The size of a typical house in Smartietown is 32m<sup>2</sup>. The house takes the form of a completed structure with two rooms. The larger of the two is the living area which has to serve the purpose of sleeping, cooking and living to the occupants. This space is in most cases divided by curtains or wood into smaller areas for separate functional usage. The other is a small bathroom with only a toilet. Only one tap connection and a basin is provided and has to fulfil all the needs of the occupants. Photo 5.2 represents a basic house in Smartietown.



Photo 5.2: A typical house, one of many which together form the sterile and monotonous scenery in Smartietown

## 5.4 Research Design

Research was conducted according to the book of Bless & Higson (1995), *The Fundamentals of Social Research*. The research was done in the form of a one-shot case study. In other words, the study was done at one specific point in time and did not include any other similar studies. The study also made use of focus groups and observation methods as ways to control the findings made by the study.

### 5.4.1 Sampling

The residents of Smartietown, Paarl was regarded as the population from which the sample was to be drawn. A 10% representative sample was drawn systematically on an interval basis:

$$\frac{\text{number of households (540)}}{10\% \text{ sample (54)}} = \text{each } 10^{\text{th}} \text{ unit selected}$$

## 5.4.2 The Questionnaire

A questionnaire was used to gather information about the target population concerning their quality of life, and their social and economic integration. The questionnaire consisted of open-ended and closed questions, depending on the depth of the answer required for each question. A copy of the questionnaire is included in *Annexure B*. The following indicators were used to measure quality of life and integration:

### General quality of life:

- number of people living in the house
- adequacy of dwelling for the needs of a specific family
- physical quality of the dwelling
- improvements made to the house, especially an increase in size

### Social integration

- contact with neighbours and wider community
- past-time activities (to establish whether any community activities were taking place or any indication of community life)
- use of open spaces (indicated “public places” on maps of the area)

### Economic integration

- employment
- place of work (distance from location)
- time spent travelling to work each day
- overall number of people in the house that are currently employed

Other questions were purely included to gain insight into the broader background and situation of respondents. These include questions about whether the respondent is the

owner of the house, where the respondent lived previously, and whether they are happy living in this area.

#### **5.4.3 Representation and interpretation of the data**

It was found that of the 54 respondents, 20% came from the informal settlement (Fairyland) close to the location of the housing project. The housing provided in this particular project was originally intended to house people from this squatter settlement in order for authorities to clear up the squatter area and upgrade the settlement.

However, it turns out that around 45% of people living there, previously lived in shacks where they had sub settling arrangements with the owners of formal housing in areas like Groenheuwel, Lantana, New York, Huguenot and Chicago. Ten percent came from farms in the area after being evicted by the owners of the farms. The remaining 25% were already living in formal housing in other areas before moving there.

Seventy five percent of the respondents owned houses in the project. Most of the respondents were female. The average size of the households in the area is 5 people, with an average of three children per household. It was found that in 85% of the cases respondents felt that the house was not adequate to the needs of the families.

Despite the observed poor quality of the dwellings, 70% of the respondents indicated they were satisfied with the quality of their dwellings, with only 30% saying they are not happy. Many of the respondents were careful at seeming ungrateful for their houses. They commented that although it is far from what they dreamt of, it is still the only roof they have over their heads, and it offers them some form of security.

Only 10% of these people were able to improve their dwellings. Most of the improvements substructures build adjacent to the house to increase the size of the dwelling. Many others say that although they would like to bring about improvements to

their home, it is impossible for the time being since they simply cannot afford it. Others do not intend any future improvement to their house at all.

Only one respondent indicated that her children sometimes play on the open space provided. Others (95%) say that they only make use of open spaces to walk through when they go to work or to the shop. The general feeling is that it is too dangerous for children to play in these spaces. Children play in the yard or in the street in front of the house. The result is that the “public places” that were intended remain unutilised by the community.

On the question of how they choose to spend their free time, most respondents answered that they usually stay home. Many said that they visited friends in the area, but others said they were too scared to leave the house for fear of the house being broken into. A few had church and other activities they took part in, but these took place far from where they lived.

Forty five percent of respondents were employed at the time of the interview. 15% were pensioners and the remaining 40% were unemployed. Many of those who were unemployed were seasonal workers on the farms in the area or the industries processing the fruit. Only 10% of households indicated that they had no form of income whatsoever. Another 10% said that their only income was their monthly pension. On average, there was only one person working in each household at that moment.

Most of the residents were employed in the central business district of Paarl and many in the industrial area in Daljosafat. Some of the respondents also worked in Cape Town. The average travelling time between home and work for residents have been calculated at 42 minutes. This indicates long travelling distances that are occasionally contrasted with very short distances travelled by some residents.

Overall, most of the respondents indicated that they were happy living there (65%), while others declared openly their unhappiness living there. Reasons for unhappiness included the high crime and theft rate and the poor quality of their homes.

#### **5.4.4 Focus group Studies**

Focus groups were helpful in the identification of common problems experienced by more than one household. It provided a unique and insightful experience into the lives of these people. Two focus group studies were conducted on separate occasions. The first is one (focus group 1) consisting of women living in the northern corner of Smartietown, in Desiree Close and the second were men from Deborah street (focus group 2), one of the more important routes in the area. The locations of the streets are indicated on map no 3.

##### **5.4.4.1 Focus group 1**

Focus group one consisted of four women. It was conducted on the afternoon of the 10<sup>th</sup> of September, around three o'clock. The initial feeling within the group was fear that they might get into trouble with authorities when talking openly about the problems they were experiencing. Some were nervous, commenting that they were not used to "this kind of thing" (referring to talking about their dissatisfaction with the houses they have received). Others displayed guilt for seeming ungrateful for the house they received for free.

*"I am just thankful to God for giving us a roof over our heads. One must not be ungrateful, and it's not that one is ungrateful, but one has children to think of. They must live here and they are the ones who get cold every night, who wake up tired in the morning and still has the long walk to school."*

Once the group started feeling more at ease, the most common problem that was mentioned by all the women was the poor quality of their homes. They talked about

cracked walls, roofs leaking and roofs being blown off their homes. On some places, there were large holes in the wall where one could see the light shining through. The women seemed angry about this, talking about how they have to move beds in the middle of the night so that the children could keep dry.

It was only as the discussion progressed, that the very interesting discovery was made that the houses might, in fact, not be as “free” as these people thought before they came here. The residents were charged rates and taxes, sanitation, water and electricity monthly. Many of them are unable to keep up with these payments, and according to them, just one week before it once again resulted in the electricity of the whole Smartietown being cut. One woman says:

*“We came here from Lantana. We thought we would have a better life here since these houses were for the less privileged, but since we came here, we could barely afford food. My husband is the only one working. He does not earn enough to pay all these things they expect us to pay, we don’t even know what some of the things are that we have to pay. We had to borrow money to pay before they cut our electricity again. If we had known it would be like this, we would have stayed in the flats. At least we did not have to worry every day if there was going to be food on the table.”*

A copy of a statement and slip from this household indicating the specific payment amounts are included in *Annexure C*. In this case, the respondent and her husband had to loan R600 to get themselves out of debt at the municipality. The amount that they have to pay per month was estimated by one woman as R156 and by another more roughly at R200. Overall, the women seemed burdened and hopeless about the situation. It seemed that instead of ceasing their suffering, the houses they were provided with have inflicted even more suffering upon them.

This raised serious questions of affordability and accessibility of this kind of formal housing to the poor. It is, in essence, irrational to expect people to pay this amount of

money considering that they obtained the houses as a result of the fact that they had very limited or no income.

#### **5.4.4.2 Focus group 2**

The other focus group was conducted later that same day, at about five o'clock, a time at which more men were expected to be home from work. Any later than this was impossible, as it was believed by the researcher to be dangerous to some extent following past experiences. The group consisted of five men.

In contrast with the women, the men displayed no nervousness and anxiety in talking about their houses and the problems they have to deal with. They were eager to let the world know what they are left to deal with, without a sympathetic ear from the local authorities. However, the main problems and concerns were no different than that of the women in Desiree Close.

The main problem again seemed to be the poor quality of their homes. They added that nothing was done about the leaking, despite the numerous complaints that have been filed. They all talked about how cold it was in the house, especially when it rained.

*“You have to come see for yourself what my house looks like in the inside. The water comes down in streams. There is nothing I can do, I have tried everything, but the water keeps coming through. My children are cold at night.”*

Another very serious problem was the crime in the area. This was especially felt by the respondents in the group living on the edge of the development (see map no.3). All except one in the group have had his house broken into at some stage. The crime in the area was also the topic of more than one newspaper article in the local paper. These articles are included in Annexure B. The situation of an informal settlement close by offers one explanation for the high rate of theft in the area. The housing project itself, too

reinforces an environment in which crime can flourish. This is mainly because in its design, no attention have been paid to the creation of defensible space or privacy.

Whatever the reason, the crime rate in the area is, according to the residents, unbearably high:

*“ I have lived in a shack all my life, and it has never been broken into. Now that I have a house, they break in every time I leave my house. I am too scared to go anywhere. The first time, they cut out my window and placed it carefully on the ground next to the window for me to put back. They stole everything. The second time they took out the whole frame of the window. The frames are put in after the house is completed so it is easy to remove.”*

The indifference of the local authorities to these problems was the third topic under discussion. It became clear that residents felt neglected by authorities. They mentioned the primitive way in which their electricity was initially provided. It consisted only of the electricity box and a light bulb right on top of the box. Residents later extended the light to where they wanted it. About the response of the authorities, one resident said:

*“I have had problems with my tap since I moved in here. I have asked them to come fix it and they promised to, but it just never happened. Just last week, I went to the municipality and asked them to come fix my tap, but I am still waiting.”*

#### **5.4.5 Participant observation**

Personal observations were made on various occasions during visits to the area. Although the exact dates of all the visits are not known, estimations can be made as to when these observations were made.

The first visit was made in the early evening during the summer early in 2001. The first impression of the area was formed by the size of the houses, especially in relation to the

number of people that was seen walking around in the area. There were people everywhere in the streets, barely giving way for the car to pass. Children were playing in streets in front of their homes. The amount of litter and dirt in the streets and around the homes were unbelievable.

No playgrounds for the children was sighted during the visit. Those areas that may have looked like they were meant to be playgrounds were deserted pieces of land with litter scattered everywhere and used only by people who wanted to walk over it, using it as a shortcut. The patches of grass that were there, were too tall for children to play on. No other recreational facilities seemed to be available to the children of the area.

A street, which seemed important because it was next to the designated shop in the area, was closed on both sides. On enquiry, it was told that a part of the street was busy sinking away because of poor construction (see photo 5.3 below). It was unknown at that stage for how long it would be closed.

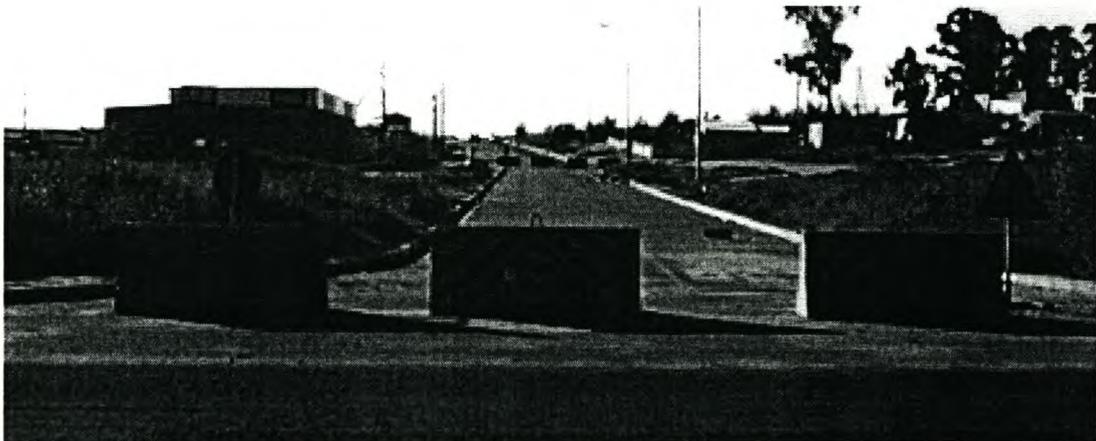


Photo 5.3: A street in Smartietown closed due to poor quality

One street corner was particularly crowded during the visit. The researcher later found out that this was because the owner of the house was illegally selling alcohol and drugs from his house. The people that were standing in the street in front of the house appeared suspicious. The neighbours were on appearance not very happy with the situation, and in

conversations with them, the researcher managed to find out that the people standing there were gangsters, and that it was not a new sight to the residents. They apparently had to deal with people getting drunk, fighting and even killing each other on their doorsteps every weekend. One person commented that the week before, a boy was killed just walking to the shop from his house. Photo 5.4 shows the shebeen that contributes greatly to crime and violence in the area.



Photo 5.4: The shebeen causing many problems relating to crime and violence to Smartietown residents.

The second visit was a planned visit on the 6<sup>th</sup> of August 2001, around half past ten in the morning. The weather was cloudy and people were still recovering from the large amounts of rainfall received during that week and the weeks before. Conditions seemed much more peaceful than before. Much less people were in sight. Children were still playing in streets with bare feet. Men were passing by who would have been expected to be at work at that hour of the morning.

The bags spotted on the roofs of many of the houses evoked curiosity. This was, in fact, to prevent the wind from blowing the roof off. Others had pieces of plastic on their roofs to prevent water from coming in (see photo 5.5 below).



Photo 5.5: Sand bags on the roof of a house to keep it from blowing off

The public spaces were still not developed, and were overgrown. Sand paths were formed where people walked through the grass (see photo 5.6).



Photo 5.6:A “public place” in Smartietown. Paths are visible where people use it to walk through.

## **5.5 Conclusion**

The study of Smartietown has assisted in the understanding of the circumstances and issues surrounding the provision of low-cost housing in South Africa. It has succeeded in highlighting the effects of government's approach of "quality" over "quantity", and presents living proof that this policy approach needs to be altered.

## **CHAPTER 6 RESEARCH FINDINGS**

### **6.1 Introduction**

The most important and interesting findings made by the study of housing delivery under current housing policy, were in relation with the overall quality of people in this area and others just like it, are experiencing. In addition to those indicators that were measured intentionally, others emerged during the course of the study that deepened the insight into the living conditions of the community.

This chapter translates the measured indicators in combination with the additional information into an overall impression of the quality of life of the residents of Smartietown. It also looks at the extent to which residents experience “dweller satisfaction”.

### **6.2 Quality of life experienced by the people of Smartietown**

Keeping in mind that quality of life is context specific and that it is relative to the perception of people thereof, access to economic, social and other opportunities, were seen as the main indications of the quality of life the people of Smartietown were experiencing. The high level of crime in the area had a profound effect on the quality of life experienced in this case.

#### **6.2.1 Job opportunities**

Traffic, crime, job opportunities and parks are some of the main community features that contribute either positively or negatively to quality of life. This has direct implication for planners, whose job is to promote general welfare, the public welfare or the public interest (Myers *Journal Report*, 1988:347). In this regard, it is important to remember that housing in general and as a part of the RDP programme cannot be viewed in separation from economic opportunity.

The role of housing is especially important in job creation because of its labour-intensive nature. Furthermore, housing should be provided in such a fashion that it provides easy access to job opportunities in nearby business centres. In the case of Smartietown, houses were produced and delivered as final products without involving the community in its construction or consulting them on its design. The project is also situated far from the Central Business District of Paarl, where many of the residents are employed. The scattered distribution of the houses does not generate sufficient point of access for businesses to take advantage of.

The ideal scenario remains one in which community participation is maximised and the housing process is used by the community as a way of acquiring skills and adding personal input to the design of their houses. However, current state-assisted housing delivery involves few of these things.

Economic integration has to do with the extent to which the housing project succeeds in creating income generating opportunities. Taking into account the location of the project far from the CBD, and the loose grain of the housing, the project is not considered adequately economically integrated.

### **6.2.2 Crime**

Crime is a big problem in Smartietown. It was a focal point of the discussion in one of the Focus Group studies. The complaints made by some residents are reinforced by numerous newspaper articles covering the high crime rate in the area (see *Appendix D*). This negatively affects the quality of the lives of the residents. This is clear in one woman's description of the crime problem:

*"I don't leave my house because I'm too scared to go outside and because I have lost everything too many times. Over and over, they steal everything and they keep coming back. I don't know if I can take this much longer"*

The problem of crime in this case is so great that it might overshadow all other positive aspects of living there. This is in agreement with the fact that factors that affect life quality often cancel each other out.

### **6.2.3 Parks**

Two big public green spaces have been provided as part of the project layout, and are marked “public places” on the map (see map no.3). These spaces were left undeveloped and are used by residents to walk through. No children play on them as they are unfit and to a large part unsafe to play on. This has had a negative affect on the quality of the lives of residents, as most of them still have young children.

Social integration should be promoted by design. In the case of Smartietown, a fair amount of social integration is experienced despite the loose distribution of the houses. This design does not encourage social interaction. The lack of community facilities in the area also affects the quality of life of residents negatively.

### **6.2.4 Traffic and transportation**

It is expected that car ownership in these state-assisted housing projects are very low. These people therefore rely on public transport to get to work and to do their shopping for basic goods. An effective and affordable public transport system is absent in the case of Smartietown. The major form of transportation residents of the area make use of are taxi's. The average fees charged by taxi's are higher than those of busses or trains. The result is even higher transport costs for a community who can barely afford any transport costs at all. It is assumed that an unacceptably large proportion of the monthly income of households in the area go towards transport costs.

### **6.3 Dweller satisfaction**

In application, the dweller satisfaction felt by residents of Smartietown may be higher in Summer when temperatures are higher and there is much less rain. On an opportunity to complain about the quality of their dwelling, most of the occupants had complaints about the cold and the cracks in the walls with the rain coming through. With these circumstances absent, the complaints might disappear completely or a new set of complaint might arise, therein the relativity of the satisfaction felt by occupant at different stages.

### **6.4 Conclusion**

The quality of life of residents in low cost housing projects is also a function of the approach to housing held by government. A “holistic” approach would guarantee a better overall quality of life than would the focus on only the delivery of the physical shelter like in the case of the current housing policy.

## **CHAPTER 7 CONCLUSIONS AND RECOMMENDATIONS**

### **7.1 Introduction**

The most important steps in the planning task are the identification of goals (for the policy), setting up a programme to realise those goals and lastly to implement the goals in a way that furthers the ultimate aim of the policy. Now that clear goals and objectives for comprehensive and consistent housing strategy have been formulated, it is time to start implementing and applying the identified principles in order to effectively start working toward these goals as earlier defined.

Although the realisation of the right to housing has been made for many South Africans in recent years, the adequacy and the very nature of the environments come into question. It could be argued that although the appropriate goals and principles are in place, they are overruled by the contrasting approach adopted by government of sacrificing the quality of housing environments in order to maximise the number of beneficiaries.

The real concern is that the current form of state-assisted housing delivery is not successfully pursuing some of most important goals set out for housing delivery in the country. These are especially in relation with the creation of equity (as opposed with the conditions under apartheid) and the betterment of quality of life of the people of South Africa.

This study has sought to highlight the importance of change with regard to state-assisted low cost housing development in the country. The key to change seems to be that the definition of housing as defined in policy needs to be carried through to the stage implementation of the policy. This refers to the actual development of housing on the ground in projects like that in Smartietown, Paarl. Any future housing delivery should take place within the context of the role housing plays in the lives of the people who live in them as well as in well being of the broader economy.

This would mean that rapid housing delivery would have to take second place to the creation of positive urban environments. Failure to do so will result in counterproductive urban environments as they do not address the full spectrum of the needs in people's lives.

This chapter sums up the problems that have been identified in the course of the study and presents some key qualities of a new approach to housing.

## **7.2 Problems associated with standardised housing**

The problem with standardised housing types is that often occupants fail to identify with their dwelling and attach less value to it than they would have had they had an opportunity to offer input into the construction. Standardised housing also has a way of depersonalising housing, ultimately reducing the feeling of self worth in residents.

The most important implication associated with standardised housing is that it denies occupants the full range of housing options that should be made available to them. The result is that the housing is very often ill-suited to the needs of the families that occupy them. About this, Noero (2000) says that what government sees as the solution to the housing problem, denies people the full range of housing options they should be given.

Turner, as his first law of housing, describes the problem at hand as follows:

“When dwellers control the major decisions and are free to make their own contribution to the design, construction or management of their housing, both the process and the environment produced stimulate individual and social well-being. When people have no control over, nor responsibility for key decisions in the housing process, on the other hand, dwelling environments may instead become a barrier to personal fulfilment and a burden on the economy” (Turner, 1976:6).

Similarly, projects like Smartietown all over the country, deny their residents this essential freedom to manoeuvre.

### **7.3 From quantity to quality**

At the core of the problem of current housing delivery lies the approach of government toward housing delivery. Their approach of 'quantity' over 'quality' have proved itself problematic. This debate plays itself out in the articles of Professor Noero and Housing Minister Sankie Mthembu-Mahanyele in *The Argus* (2000).

The Minister's defence is more in relation with the policy itself, while Noero criticises what has resulted from the policy. His attack is not on the policy itself, but rather on the way government has chosen to implement the policy principles. More specifically, he objects to the nature environments created by housing delivery in its current form. He notes that "Cape Town is still a segregated city - albeit an economic segregated city - the urban poor, as in the years of apartheid are still located on the urban periphery, far from work opportunities" (Noero, 2000).

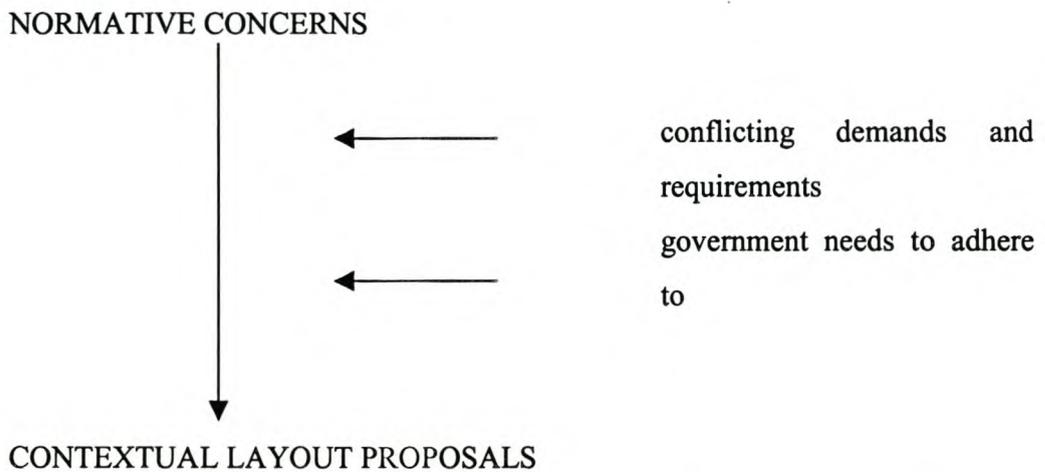
Further, Noero criticises government and policy for its "inability to understand the city as one of the fundamental engines of growth in our economy" (Noero, 2000). About this, he says that it reduces housing to nothing more than a commodity. He again emphasises the important point that "housing needs to be understood not only as a physical fact but also as a vehicle for economic and social empowerment in terms of location and opportunity" (Noero, 2000).

#### **7.3.1 Design principles of low-cost housing projects**

Current urban settlement formation in urban areas tend to be generally of poor quality, and have little chance of developing into vibrant, enriching and efficient urban environments. Although the reasons for this are complex, Behrens and Watson (1996: 3) argues that the prevailing approach to layout planning in South Africa is a big part of the problem of poor quality environments. It is therefore important to develop an alternative approach that is "more appropriate and more likely to produce layout plans with the ability to initiate environments of quality" (Behrens and Watson, 1996:3).

The lack of basic design principles is especially problematic in the layout of low-income areas. The houses, which are no more than 'products' and can be seen as commodities, have been described as loose objects floating in space. The incremental approach is not brought to its potential, as people showed little interest or did not have the means to improve their own housing conditions.

The starting point of plan formation should be "a set of normative concerns around the quality of urban environments and the levels of performance that they should achieve"(Behrens and Watson, 1996:3).



This approach to layout planning is informed by a view that the establishment of urban settlements is a process and not simply an end - product. Enriching urban environments is accordingly viewed as the result of successive collective and individual actions, and reactions, over time.

The layout of these areas does not encourage social interaction, nor does it promote passive observation. Furthermore, no effort is made to create any private and semi-private spaces that assists in a heightened feeling off community and belonging, and which impacts positively on people's lives.

### **7.3.2 Improvement of the National Housing Subsidy Scheme**

The starting point of the problem around low cost housing provision in the country, is perhaps the National Housing Subsidy Scheme. Firstly, in order to help more people, smaller unit subsidy amounts are made available for the provision of full services and the beginnings of an incremental house (Newton, 1998:43). However, the present level of unit subsidies are set too low to finance the provision of mass durable rental or ownership housing. Also, “the actual structure and design of the scheme in some key respects diverges it from its stated objectives”(Newton, 1998:43).

An example is where beneficiaries who qualify for a maximum of R15 000 subsidy are locked into project-linked schemes where developers utilise the entire subsidy amount in order to provide a standard product that may not necessarily be in accordance with the shelter priorities and the needs of the poorest beneficiaries (Newton, 1998:43). This deprives the occupant of the consumer sovereignty the scheme supposedly provides, and may lead to downward raiding and subsidy leakage to higher-income groups.

What is worrying, according to Newton, is that “ scheme settlements are characterised by cramped, small but free-standing houses rather reminiscent of the ‘matchbox’ houses “built before 1990 (Newton, 1998:43). He derives from his study of the Subsidy Scheme that instead, services could be provided collectively at scale on a subsidised basis. Any residual amount should then be directly allocated to beneficiaries to spend on materials and other inputs, according to their own self-defined particular needs and priorities (Newton, 1998:44). Development should therefore to a much larger extent be responsive to the specific needs of people. More money should also be made available and be spent on the beautification of the environment in order to improve the overall quality of the environment.

## **7.4 Building an equitable city**

The Muni - MSDF lays down principles and guidelines for building more equity into the urban fabric of Cape Town. These guidelines put the ideas of Dewar (1991) in his book *South African Cities: A Manifesto for Change* into practice, and should guide all housing development in the metropole. They are:

- Low-cost housing should not be provided in very large clusters because these aggravate poverty. There should be a move towards more mixed-use developments and many small housing projects across the city
- Housing should be promoted in strategic locations to support a more efficient public transport system, better use of land, existing facilities and services and to improve the spatial quality of streets and open spaces.
- Land should be used as intensively as possible
- Households should pay something for land, with the amount depending on where the land is located
- There should be a choice of living conditions.
- Publicly - assisted housing should be associated with, and contribute to making, high quality public space.
- Housing projects need to be associated with social and economic opportunities.
- The productive potential of housing should be maximised in their design and layout, allowing people to use the house and land for productive purposes

## **7.5 A new approach to housing delivery**

It has been established in the course of the study, that at least in the case of Smartietown and many others like it, a new approach to housing delivery is needed in order to promote the fundamental principles of affordability and sustainability. Schlotfeldt (2000:104) identifies some key qualities of a new approach to housing. David Dewar also writes

extensively about the qualities that need to be encapsulated in urban environments in order to improve their overall quality.

### **7.5.1 Incrementalism**

The incremental approach is made necessary firstly by the severe resource constraints the country is faced with in context of the growing housing backlog, and secondly, by the need to continually adapt to changing household needs (Schlotfeldt ed., 2000:104). Says Schlotfeldt:

“With the incremental approach, a basic structure is built with the intention that the inhabitants will bring it to a further level of completion at a later stage. A starter unit (minimal in finishes, size and level of services) is built and the residents then build on extensions or add to the interior of the house as they are able.”

This system of delivery is underpinned by a self-help philosophy. A “starter house” is defined as one that provides basic shelter that can be converted into a more or less conventional house. The starter house takes the form of a core house or a shell house. According to Schlotfeldt (2000:104), a core house was defined in the seminal *Boutek* book on Low-cost housing as “an expandable, basic, yet liveable and functional dwelling, so designed as to allow for additional space to be built on at a later stage by an owner-occupier”. In the same way, shell housing was defined as “a structure built to its full extent, completely fitted out with basic services, but provided with an open, undivided interior living area. It is specifically designed to be subdivided and altered by an owner-occupier at a later stage” (Schlotfeldt, 2000: 104).

Although the current approach to housing delivery held by government is in its nature incremental, it is flawed in the view that a very small percentage of the inhabitants appear to have the means to improve their dwelling in any way without receiving some form of external financial assistance.

## **7.5.2 Increased densities in residential areas**

Densification within urban areas has many benefits including improved security and reduced costs through more intense use of service and infrastructure. It can also afford more households access to opportunities and facilities of the well-resourced city-areas. These all serve as reasons why densification is becoming increasingly desirable. Higher densities can be reached in a number of ways, of which urban infill is perhaps the most appropriate and called for method.

### **7.5.2.1 Urban “infill” development**

The use of infill approaches, using the relatively under utilised land in metropolitan areas for housing, is the best way of bringing people closer to where they work, thus moving away from the segregation of the past and at the same time preventing “resegregation” of housing areas. Increased housing density close to city centres is also an important method of reducing high transport costs. The Urban Foundation (1991:13) has indicated the following eight “zones of opportunity” for housing development:

- 1) inner-city areas
- 2) existing low-density suburbs
- 3) transitional areas
- 4) strategic public and private land holdings
- 5) symbolic group areas land
- 6) existing “spontaneous settlements”
- 7) existing black townships
- 8) the urban periphery

The provision of housing in these areas is the key to increased housing densities that can be considered much needed in South African cities (Gelderblom and Kok, 1994:127). Haarhof argues that the low-density development that exists within South African cities are wasteful and inefficient. Moreover, it pushes the edges of the city further and further with increases in the cost and time spent commuting (Gelderblom and Kok, 1994:124).

The need for consideration of alternative housing methods is great in South African cities plagued by sprawl. This is emphasised by the problems associated with such low-density development as is taking shape as a result of the National Housing policy. The value of alternative housing methods in densifying and integrating the city, must not be underestimated.

The National Housing Policy makes possible various modes of housing provision (see Box 2). Unfortunately, not all these modes are being applied effectively in practice. The reason for this is because much of the emphasis is placed on home ownership as opposed to any other form of occupancy.

## Box 7.1: Current modes of housing provision

**CURRENT OR POSSIBLE MODES OF HOUSING PROVISION WITHIN THE FRAMEWORK OF CURRENT NATIONAL HOUSING POLICY**

*In situ upgrading of 'informal' settlements on a project basis.* this mode of provision refers to the process through which established 'informal' settlements could be 'regularised' – where appropriate – by the negotiation of formal tenure arrangements, the installation of basic, intermediate or full infrastructure, the provision of community facilities and ongoing routine services, and support for 'consolidation' (the incremental replacement of shacks by formal structures). The process would be an alternative to the formerly widespread practice of demolishing shacks and displacing their occupants for legal, public health or 'control' reasons. It may involve the resettlement of a portion of the resident population elsewhere through the assisted self-help housing mode (usually also on a project basis). It is assumed that 'project linked' capital grant funding under the National Housing Subsidy Scheme (NHSS) would be available to finance the upgrading process.

**Upgrading 'informal' rental accommodation.** This mode of provision refers to the process through which existing 'informal' accommodation let by established home owners ('backyard' shacks) could be improved with direct or indirect public assistance. The process might be carried out on an individual, house by house basis although it would probably be preferable that specific areas be targeted for intervention on a project basis in order to address any problems that might arise – or already be present – in terms of the capacity of installed infrastructure to cope with additional loads or demands. Financial assistance would take the form of small-scale loans or credit guarantees by a public or quasi-public agency, not necessarily operating at the local level.

**Assisted self-help housing on an individual basis:** this mode of provision refers to the process incorporated in the current national housing policy framework through which NHSS capital grants can be made available to potential homeowners on an individual basis to finance – possibly only partially – the purchase of new or existing houses, including public rental stock offered for sale. It is understood that this mode of provision has had only limited application to date.

**Assisted self-help housing on a project basis:** this mode of provision refers to the process incorporated in the current national housing policy framework through which NHSS 'project linked' capital grants can be made available to project implementation agencies in the public or private sector to finance the transfer of small 'core' or 'starter' houses on serviced sites to qualified purchasers. To date, this has undoubtedly been the primary mode of provision of low-income housing 'opportunities' under the current policy framework.

**Assisted 'social' housing projects:** this mode of provision refers to the process incorporated in the current national housing policy framework through which NHSS 'institutional' capital grants can be made available to non-governmental project implementation agencies operating on a non-profit basis to finance the development of affordable rental or shared ownership housing for qualified participants. The project implementation agencies would normally take the form of housing associations, operating under Section 21 of the Companies Act with tax exempt status.

**Public rental housing projects:** this mode of provision previously constituted the dominant mode of public intervention in the housing process. Its inclusion here is based on the assumption that the current policy of indiscriminately selling off existing public rental stock would be abandoned and the provision of new rental public accommodation initiated by local government implementation agencies using NHSS 'institutional' capital grant funding, possibly supplemented by additional funding from local sources. The ongoing management of existing and new rental stock and the refurbishment or upgrading of existing stock, including the hostels, are also considered under this heading.

**Private sector (rental and ownership) housing;** this mode of provision refers to the process through which new housing stock of various types and costs is produced and transferred or rented by private sector agencies on either an individual or project basis in response to market conditions. While the scope of public intervention in this mode of provision is, by definition, limited, local government does play certain roles – primarily those of establishing an appropriate regulatory framework and providing necessary infrastructure and public facilities, as well as an ongoing routine services,

(source: Behrens and Watson, 1998:11)

Although private ownership of a single free-standing house is not the only housing option made possible by the policy, it is the form of housing linked to the National Housing Subsidy Scheme and is the dominant form of housing delivery in the country. In order to house people more effectively, other alternatives to solving the housing problem should be found in the provision of alternative modes to housing. In this regard, the upgrading of informal settlements must be prioritised to a much larger extent, as more and more people are calling informal settlements home.

The government has recently made a commitment to focus anew on the provision of rental housing considering the great need in this regard, as well as the upgrading of already existing informal settlements. A need further exists for market-driven housing in low price brackets to encourage upward mobility.

### **7.5.3 The importance of the upgrading of informal settlements**

The importance of the upgrading of informal settlements have been recognised internationally. A more accepting attitude have developed around upgrading in recent years, in part due to the realisation that it is impossible to house all people in need of housing formally. There are, in addition to this, many advantages to informal settlement itself. They include the ability of an inhabitant to add individual input into the design of his dwelling, thereby heightening his feeling of empowerment and self-worth.

However, the approach the informal housing should be pro-active in nature and should include the planning of new informal settlements.

### **7.5.4 Self-help housing**

Some critics argue that self-help is merely a means of rationalising poverty and romanticising the substandard housing conditions of the poor (Schlotfeldt, 2000:106). In reality, creative practical responses are needed to shelter the rapidly urbanising poor.

Self-help refers to the efforts made by household members concerning the planning, financing and construction of their dwelling.

The benefits of self-help can be summarised as follows: “It facilitates the provision of basic shelter with very limited resources in a way which is flexible and responsive to household dictates constraints. It also encourages independence of action and decision-making and serves to counter a dependency relationship being formed with the state” (Schlotfeldt, 2000:107). The phenomenon of self-help has become a world trend and is promoted by agencies such as the World Bank and the IMF.

Various forms of self-help are identified. The form of housing delivery most commonly used by government is state-assisted self-help.

## **7.6 Conclusion**

In the study, it was attempted to look more closely at the major issues and problems surrounding housing provision in South Africa. Although some of these may differ between projects, or be problematic in varying degrees for different projects, the basic problems remain common in the delivery of low-cost housing throughout the country.

This could be ascribed to the extent to which these projects are similar with regards to layout and standard housing design. The location of these projects are also most often poor as they are determined by land prices.

The fundamental problems with the current delivery of low-cost housing in the area of Paarl appear out of the study to be:

- 1) the resemblance these projects have with those of the past in relation with location on the periphery and lack of opportunity as highlighted by Noero (2000), and
- 2) the quality of the urban environments created as products of current housing policy.

In the course of the study, it became clear that housing provision, at least in the case of Smartietown, is not delivering the results as intended by housing policy. It could therefore be concluded that in this case, housing provision was not adequately informed by the overall goals and aims of the housing policy itself. This implies that housing provision is indeed not creating the viable, socially and economically integrated environments current housing policy had envisaged. In the absence of a 'process' approach to housing, the achievement of more equitable, integrated environments are also impossible.

The real concern in actual fact arises from it that the characteristics of this project are not unique, and that similar developments can be found throughout the country. The nature of the environments created at this large scale are therefore questionable, and the need for it to be addressed becomes more urgent.

The most prominent shift that needs to occur, is one moving from housing production to 'enablement' and the creation of positive urban environments. As all these essential qualities of the new approach are encapsulated in the policy, the new challenge is to bring housing provision in line with the principles of the housing policy. This is seemingly the only way to fight the "anti-urban, unsustainable and debilitating pattern" that emerges from "single houses on small plots far from the city core" (Noero, 2000).

The need for change is apparent- housing should be at the centre of the strife towards equity, growth and opportunity in South Africa; housing needs to be the driving force behind the creation of a "better life for all" - an engine of change.

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## Annexure A

## B.3 Current policy documents incorporating housing goals (Behrens and Watson, 1998:37)

POLICY DOCUMENT	HOUSING POLICY OBJECTIVES
<p>National Department of Housing, 1995</p> <p><i>White Paper: A New Housing Policy and Strategy for South Africa</i></p>	<p>Government strives for the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities as well as health, educational and social amenities, within which all South Africa's people will have access on a progressive basis, to:</p> <ul style="list-style-type: none"> <li>• A permanent residential structure with secure tenure, ensuring privacy and providing adequate protection against the elements; and</li> <li>• potable water, adequate sanitary facilities including waste disposal and domestic electricity supply. (4.2)</li> </ul> <p>Government's goal is to increase housing's share in the total State budget to five percent and to increase housing delivery on a sustainable basis to a peak level of 350 000 units per annum, within a five year period, to reach the target of the Government of National Unity of 1 000 000 houses in five years (4.3)</p>
<p>Republic of South Africa, 1997</p> <p><i>Housing Act (107 of 1997)</i></p>	<p>National, provincial and local spheres of government must:</p> <ul style="list-style-type: none"> <li>• give priority to the needs of the poor in respect of housing development;</li> <li>• consult meaningfully with individuals and communities affected by housing development;</li> <li>• ensure that housing development provides as wide a choice of housing and tenure options as is reasonably possible, is economically, fiscally, socially and financially affordable and sustainable, is based on integrated development planning, and is administered in a transparent, accountable and equitable manner, and upholds the practice of good governance;</li> <li>• encourage and support individuals and communities, including, but not limited to, co-operatives, associations and other bodies which are community-based, in their efforts to fulfil their own housing needs by assisting them in accessing land, services and technical assistance in a way that leads to the transfer of skills to, and empowerment of, the community;</li> <li>• promote education and consumer protection in respect of housing development;</li> <li>• promote conditions in which everyone meets their obligations in respect of housing development;</li> <li>• promote the establishment, development and maintenance of socially and economically viable communities and of safe and healthy living conditions to ensure the elimination of prevention of slums and slum conditions;</li> <li>• promote the process of racial, social, economic and physical integration in urban and rural areas;</li> <li>• promote the effective functioning of the housing market while levelling the playing fields and taking steps to achieve equitable</li> </ul>

	<ul style="list-style-type: none"> <li>access for all to that market;</li> <li>• promote measures to prohibit unfair discrimination on the ground of gender and other forms of unfair discrimination by all actors in the housing development process;</li> <li>• promote higher density in respect of housing development to ensure the economic utilisation of land and services;</li> <li>• promote the meeting of special housing needs, including, but not limited to, the needs of the disabled;</li> <li>• promote the provision of community and recreational facilities in residential areas;</li> <li>• promote the housing needs of marginalised women and other groups disadvantaged by unfair discrimination;</li> <li>• promote the expression of cultural identity and diversity in housing development;</li> <li>• take due cognisance of the impact of housing development on the environment;</li> <li>• not inhibit housing development in rural or urban areas;</li> <li>• in the administration of any matter relating to housing development - respect, protect, promote and fulfil the Bill of Rights in Chapter 2 of the Constitution, observe and adhere to the principles of co-operative government and intergovernmental relations referred to in the Constitution, and comply with all other applicable provisions of the Constitution</li> <li>• strive to achieve consensus in regard to the policies of the respective spheres of government in respect of housing development</li> <li>• observe and adhere to the principles in Chapter 1 of the Development Facilitation Act in respect of housing development;</li> <li>• use public money available for housing development in a manner which stimulates private investment in, and the contributions of individuals to, housing development;</li> <li>• facilitate active participation of all relevant stakeholder in housing development(Part 1, Section 2)</li> </ul>
<p>National Department of Housing, 1997</p> <p><i>Urban Development Framework</i></p>	<p>Urban development goals:</p> <ul style="list-style-type: none"> <li>• to create more efficient and productive cities and towns through the growth and development of local economies;</li> <li>• to reduce disparities by providing infrastructure and facilities to disadvantaged communities;</li> <li>• to provide access to better housing and shelter and greater security of tenure for urban residents;</li> <li>• to tackle spatial inefficiencies which give rise to long travelling distances and times which negatively impact on the accessibility of work and other opportunities, by promoting urban densification in conjunction with more efficient public transportation;</li> <li>• to improve the overall quality of the urban environment by better integrating environmental concerns in development planning and urban management</li> <li>• to transform municipalities into effective and accountable institutions through capacity building programmes which also promote the active interaction of civil society with municipalities. (Section 2.2)</li> </ul>
<p>Republic of South Africa, 1995</p> <p><i>Urban Development Strategy of the Government of National Unity</i></p>	<p>The Urban Strategy [has] seven strategic goals:</p> <ul style="list-style-type: none"> <li>• To rapidly reduce existing disparities in infrastructure and facilities: This should improve, first, the supply of urban infrastructure services like water, sanitation, electricity, solid waste disposal, drainage, roads, and telecommunications. But it should also entail community facilities like clinics, crèches, schools, libraries and sport and recreation facilities</li> <li>• To provide affordable housing and shelter and greater security of tenure for urban residents within fiscal and other constraints.</li> <li>• To tackle spatial inefficiencies, especially the mismatch between where people live and where they work: This should be done through integrating land use and transportation planning, by developing urban land more efficiently, and by providing more effective public</li> </ul>

	<p>passenger transport.</p> <ul style="list-style-type: none"> <li>• To improve the overall quality of the urban environment by better integrating environmental concerns within development planning and urban management practices: To this end, environmental hazards, especially those facing poorer urban dwellers, must be urgently confronted and the sustainable use of resources ensured. (2.2)</li> </ul>
<p>Republic of South Africa, 1995</p> <p><i>Development Facilitation Act (67 of 1995)</i></p>	<p>The following general principles apply ... to all land development:</p> <ul style="list-style-type: none"> <li>• Policy, administrative practices and laws should discourage the illegal occupation of land, with due recognition of informal land development processes.</li> <li>• Policy, administrative practice and laws should promote efficient and integrated land development in that they- (i) promote the integration of the social, economic, institutional and physical aspects of land development; (iii) promote the availability of residential and employment opportunities in close proximity to or integrated with each other; (iv) optimise the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities; (vi) discourage the phenomenon of "urban sprawl" in urban areas and contribute to the development of more compact towns and cities; (vii) contribute to the correction of the historically distorted spatial patterns of settlement in the Republic and to the optimum use of existing infrastructure in excess of current needs; (viii) encourage environmentally sustainable land development practices and processes.</li> <li>• Land development should result in security of tenure, provide for the widest possible range of tenure alternatives, including individual and communal tenure, and in cases where land development takes the form of upgrading an existing settlement, not deprive beneficial occupiers of homes or land or, where it is necessary for land or homes occupied by them to be utilised for other purposes, their interest in such land or homes should be reasonably accommodated in some other manner. (Chapter 1.3)</li> </ul>

## Annexure B

### Questionnaire

1. Where did you live previously, before you moved here?

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2. Are you the owner of the house? yes / no

3. How many people live in the house (adults and children)?

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4. Does it meet your needs and the needs of your family? yes / no

5. Are you satisfied with the quality of your house? yes / no

6. Have you brought about improvements to the house, or do you intend to in the future?

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7. Do you have contact with your neighbours? If you do, how often?

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8. Do you make use of the open spaces provided? yes / no

9. How do you spend your free time?

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10. Are you currently employed? yes / no

11. Where do you work?

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12. How do you get to work?

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13. How much time do you spend travelling to work each day?

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14. Excluding you, how many people in the house are currently employed? \_\_\_\_

15. As a resident, are you happy living here? Why?

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**Vraelys**

1. Waar het u gewoon voordat u hiernatoe getrek het?

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2. Is u die eienaar van die huis? ja/ nee

3. Hoeveel mense woon in die huis (volwassenes en kinders)?

---

4. Voldoen die huis aan die behoeftes van u en u gesin? ja / nee

5. Is u tevrede met die kwaliteit van u huis? ja / nee

6. Het u verbeteringe aangebring aan die huis of beoog u om voortaan enige verbeteringe aan te bring?

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7. Het u kontak met die bure? Indien wel, hoe gereeld?

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8. Gebruik u die oopruimtes wat voorsien is? ja / nee

9. Hoe spandeer u u vryetyd?

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10. Werk u tans? ja / nee

11. Waar werk u?

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12. Hoe kom u by die werk?

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13. Hoeveel tyd spandeer u daagliks om by die werk te kom?

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14. Buiten u, hoeveel mense in die huis het tans werk? \_\_\_\_\_

15. As 'n inwoner, is u gelukkig hier? Hoekom?

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Annexure C

**BELASTINGFAKTUUR / TAX INVOICE**



52571009/01/19



REKENINGNUMMER  
ACCOUNT NUMBER  
**52571009**

P.O. Box 12  
PAARL  
7622  
TEL: (021) 807-4500  
FAKS: (021) 872-8054  
VAT Reg. No.: 4500109717

MUNISIPALITEIT - **PAARL** - MUNICIPALITY

BESKRYWING / DESCRIPTION		BETRIJFNUMMER / STAND NUMBER		DATUM VAN REKENING / DATE OF ACCOUNT	
		100029-00022700		2001/01/19	
BALANS O/B				1313.51	
KWITANSIES				0.00	
RENTE				13.54	
BOETES				2.54	
JOERNALE				0.00	
2001/01/19 VULLISVERWYDERING				56.19	
2001/01/19 RIOOL				13.37	
EIENDOMSBELASTING-ALG				30.37	
2001/01/19 BASIESE RIOLERING				8.87	
ELEKTRISITEIT		BASIES		0.00	
METER NR. MM/DD TARIEF BRONNR. HUIDIGE VORIGE VERBRUIK FAKTOR					
WATER		BASIES		5.11	
METER NR. MM/DD TARIEF BRONNR. HUIDIGE VORIGE VERBRUIK FAKTOR					
0000XRR447 01/12 WA13		141 125		16 1.0000	
0001XRR447 01/19		9999999 9999999		0 1.0000	
				15.14	
		<b>B.T.W.</b>			
		<b>BEDRAG BETAALBAAR</b>		<b>1483.28</b>	

VERVAL DATUM  
DUE DATE  
**2001/02/07**

**NOTICE / KENNISGEWING:**

Betalings moet die Munisipaliteit voor of op vervaldatum bereik nie later as 4 nm.  
Payments must reach the Municipality not later than 4 pm on or before due date.  
Tjeks betaalbaar aan Munisipaliteit Paarl.  
Cheques payable to Municipality of Paarl.  
Kennis geskied dat u toevoer afgeskakel sal word indien rekening onbetaald is na vervaldatum.  
Notice is hereby given that your supply will be disconnected if account is unpaid after due date.

**BOODSKAP / MESSAGE:**

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## Annexure D

Paarl Post

1 Maart 2001

### **Nog geweld by smokkelhuis**

IN die soveelste geval van geweldpleging die afgelope maande by "Klein Bongis" dranksmokkelhuis in Smartietown is 'n man die naweek doodgeskiet.

Die kuiერplek was gesluit toe 'n skoot om 02:00 geklap het.

Siyaboyela Khetelo (25) het op die perseel te Barbarasingel 15 met 'n borswond gesterf. Dit was een van 13 onnatuurlike sterftes in die Paarlvallei in net soveel dae.

Paarl Post

2 November 2000

### **Chaos toe Polisie op smokkelhuis toeslaan**

'n MAN is in hegtenis geneem en 'n vrou is met wonde in die hospitaal opgeneem nadat chaos losgebars het toe die Polisie Vrydagaand op 'n onwettige smokkelhuis in Groenheuwel, Paarl, toegeslaan het.

Toe die lede van die Taakmag in die smokkelhuis, bekend as Klein Bongis in Barbarastraat, Smartietown, inbeweeg het, is die ligte afgeskakel. Pandemonium het losgebars.

Bottels is gebreek en mense het glo met die bottelkoppe na die polisielede begin steek. Verskeie skote is afgevuur, na bewering deur die Polisie en die besoekers.

In die chaos is Luleka Kobolo, eienares, teen die kop gewond. Daar sal met ondersoek bepaal word of die wond deur 'n patroon of 'n glasstuk veroorsaak is.

Haar swaer, Bakwena Leholo, is in die warboel in die been gewond.

Dan Leholo (32) is in hegtenis geneem op aanklagte van handel in drank en die verhinderings van die Polisie in hul pligte.

Borg van R200 is Saterdagoggend aan hom toegestaan. Maandag is die saak in die Paarl Landdroshof vir verhoor op 8 Desember uitgestel.

Twee klagtes van poging tot moord wat teen polisielede aanhangig gemaak is ná Vrydagaand, word deur die Interne Ondersoekkeenheid ondersoek.

Versoeke deur die gemeenskap om onwettige drankhandel hok te slaan, bring Klein Bongi's gereeld op die Polisie se misdadaankomingsprogram.

Die eienares, Kobolo, het al meermale skulderkenningboetes van R500 elk betaal.

Vroeër hierdie maand het ondersteuners van dié en ander smokkelhuise 'n petisie vir die wettiging van sulke drankverkope aan die Polisie oorhandig. Daarin is die geregsdiens ook versoek dat hulle "nie geteister moet word" nie.

Paarl Post

9 November 2000

## **Is dit wat ons wil hê?**

DAAR is sprake dat die polisiemanne wat hul werk gedoen het en toegeslaan het op "Klein Bongi's" in Smartietown, nou vervolgt gaan word. Word daar dan van hulle verwag om nie terug te veg, as hulle in die donker aangeval word nie?

Indien hulle vervolgt word weens die uitvoering van hul pligte, sal die oortreders wat die smokkelhuis besit seker vrygespreek word, of hoe?

Ek is siek en sat vir die gesmokkel, rooftogte, moorde en verkragting in ons land wat ongehinderd voortgaan.

As ons polisiemanne geen steun van die owerhede kry nie, moet hulle maar staak en toelaat dat die land in chaos verval. Dit is blykbaar wat almal wil hê.

## Ontstoke

Paarl Post

12 July 2001

# Huisprobleme laat inwoners sopnat

Susan Botha

DIS koud en nat - nie net buitekant nie, maar ook binne in die HOP-huise wat onlangs opgerig is in Weltevrede se Smartietown op Wellington.

Kyk 'n mens straat-af sien jy rye huisies waarvan die mure klam deurgeslaan het na die reën.

Stories van siek mense, mense met asma en tuberkulose, is volop. Kyk 'n mens na die nat beddegoed, vloere en mure, is dit nie moeilik om te glo nie.

Katriena van Wyk en haar familie het 'n maand gelede in St Patrickstraat ingetrek. Sedertdien het hulle 'n stryd teen die water.

In die een hoek van die kombuis lê 'n hoop lappe in 'n dam water wat van die toiletvloer af deurloop. In die kombuis en slaapkamer is alles nat en yskoud.

So kan 'n mens die huisies deurstap.

"Dit is al die huise wat die laaste paar maande gebou is deur MCD Bouers wat so lek," vertel Billy Victor, ook 'n inwoner, maar met 'n huis uit 'n vroeëre fase.

"Ons fase het nie probleme nie, kyk maar die ouer huise, hulle is droog."

Dan kom ons by Lodewyk Visser - die huis is leeg behalwe vir 'n matras in die middel van die vloer.

"Ek pas maar huis op, my mense bly nog in die plakkerskamp, want hier is nie waterpype nie," vertel hy.

Visser het 'n week gelede ingetrek in 'n huis waarvan die waterpype nog makeer en met twee ruite uit.

Die ruite is deur inbrekers weggedra terwyl die huis nog in aanbou was.

Ook hier is die mure so nat dat jy die water met jou hand kan afvee.

"Hulle kon ons maar liewer in ons hokke gelos het. Dit was ten minste droog en warm," is een van die vrouens se mening.

"Ons is baie ongelukkig omdat niemand hulle aan ons steur nie. Almal sê hulle sal kom

kyk, maar dit is ook al. Ons raadslid het haar ook nog nie verwerdig om te kom kyk nie," het Victor gesê.

Die huise wat probleme gee, is in fase een en vier van Projek 1068.

Volgens 'n woordvoerder van die bouers MCD Kontrakteurs voldoen die huise aan spesifikasies wat voorgelê is aan die owerhede en val dit binne die perke van kosteberekening wat onderworpe was aan 'n vasgestelde subsidiebedrag vir 'n behuisingseenheid.

Dit is deur die Behuisingsraad goedgekeur en uitbetaal.

"Ons het inspeksies gedoen op twee huise wat aan ons uitgewys is. Daar is vasgestel dat die buitelaagverf nie die vogdeurdringing van buite kon keer nie en die leweransiers van die verf is ingelig daaroor.

"Hulle het voorgestel dat 'n ekstra laag verf aangewend word. Dit sal gedoen word sodra die reën opgeklaar het en die mure droog is."

Volgens MCD is die Visser-woning se ruite ook reeds vervang.

Hulle beweer ook dat die watermeter slegs tydelik verwyder is omdat die Vissers nog nie die huis betrek het nie, om sodoende diefstal te voorkom.

"Die buitengewone baie reën van die afgelope paar weke het geweldige probleme geskep vir menige huise en vogdeurdringing is nie net beperk tot HOP-huise nie.

"Met die klein bedrag geld wat beskikbaar gestel was vir behuising, is dit ook slegs moontlik om binne 'n beperkte begroting te bou.

"Die subsidiebedrag dek skaars die prys van die materiaal per behuisingseenheid. Begunstigdes kon bydraes lewer om sodoende huise met beter spesifikasies te bou, maar dit het nie gebeur nie," het die woordvoerder gesê.

Hy het bygevoeg dat diefstal van materiaal van die bouerrein af algemeen voorkom en MCD het duisende rand se verliese gely.

Die interim munisipale bestuurder, Jacques Carstens, het by navraag gesê daar bestaan 'n prosedure waar die inwoner van 'n HOP-huis klagtes kan indien op 'n voorgeskrewe vorm. Die klagtes word dan deur die raad se bou-inspekteur in samewerking met die inspekteur van provinsie se behuisingsdepartement opgevolg.

"In die meeste HOP behuisingskemas kom daar foute voor as gevolg van die feit dat dit net 'n basiese topstruktuur is wat gebou word met baie beperkte fondse. Daar kan dus nie verwag word dat die kwaliteit altyd hoogstaande sal wees nie.

"Dit is baie belangrik dat die begunstigdes nadat hulle ingetrek het ook oplet of daar sekere maniere is om te verhoed dat water van buite af die huise inloop deur miskien net grond wat teen die mure opgehoop is, weg te werk sodat dit laer as die vloervlak is," het hy gesê (sien ook bl 9).

*\* Residents of the new RDP development in Wellington complain of poor workmanship.*

Paarl Post

12 Julie 2001

## **HOP huise: Diewe roei ons hier uit**

Susan Botha

"ONS het gesukkel om hier te kom, nou steel hulle ons rot en kaal."

Dit is hoe een vrou die epidemie van huisbrake by die HOP-huise in Groenheuwel, Paarl, beskryf.

Vrydagnag is Hettie en Jan Warriess se huis in Celestestraat 13 die tweede keer besteel.

Verlede Dinsdagnag is 'n ruit gebreek en feitlik al hul klere, beddegoed, breekgoed en 'n tweeklaar-stoof gesteel.

"Ek moes by my ma gaan slaap, want ek is siek en hier is geen warm goed nie," vertel 'n ontstelde Hettie.

Hulle het wel iemand gekry om in die huis te slaap, maar dié persoon was Saterdagoggend soek saam met die egpaar se yskas en hoëtroustel.

'n Leë bierbottel en glas vertel ook 'n storie van diewe wat glad nie haastig was nie.

Vroeg die oggend het 'n buurvrou die kas waarin die hoëtroustel was, voor die huis sien staan en onmiddellik onraad vermoed.

Daar is nie by die huis ingebreek nie en die Polisie soek nou na die huissitter.

"Ons is moeg vir die gemors hier," het 'n omstander gesê. "Die Polisie ry nie patrollie hier nie en as ons hulle bel is hulle traag, soos vanoggend toe die mense 'n hele uur moes

wag."

Die huis langsaan staan leeg, met net gordyne voor die vensters.

"Daar is al so baie by die huis ingebreek dat die mense te bang is om hier te bly. Hulle bly nou maar by familie."

Bewerings word gemaak van 'n groep mense wat inbreek en goedere uitdra tot op die sypaadjie.

"Dan hoor jy net 'n fluit en die bakkie kom laai op en ry weg."

Die saak word ondersoek deur inspekteur Mervin Andrews by 807-4000.

*\* Residents of the RDP development Smartietown in Paarl are suffering an onslaught by thieves.*

Paarl Post

12 October 2000

## **Geweld vier hoogty in Paarl**

TWEE mans is verlede naweek in die Paarlse woonbuurte Milkytown en Smartietown vermoor, vermoedelik in wraakaanvalle deur dieselfde verdagte.

Kort voor middernag dié Vrydag is die lyk van Dirk Brown van Interludestraat 7, Groenheuvel, op 'n oop veld tussen Fairyland en Milkytown ontdek. Hy is herhaaldelik met 'n skerp voorwerp doodgesteek.

Om 20:45 die Saterdag is Gerswin van Wyk (20) van Simfonielaan 41, Groenheuvel, ook met 'n skerp voorwerp in Ameliasstraat, Smartietown vermoor.

Die Polisie vermoed dat dieselfde persoon vir altwee dié moorde verantwoordelik is. 'n Verbintenis met tronkbendes en wraak as motief, word ondersoek.

Paarl Post

18 January 2001

## **Mesdood buite kuierplek**

'n GESTRY tussen drinkende gaste by 'n smokkelhuis in Smartietown het Saterdag laatmiddag gelei tot die mesdood van 'n jong man buite die perseel van Klein Bongi's.

"Die mans het om 18:30 stry-stry uit die plek gestap en buite die hek is twee toe met messe toegetakel," het die ondersoekbeampte gesê.

Nicolaas Pietersen (25) het aan sy wonde beswyk terwyl 'n vriend, Heinrich May (22),

nog in die Paarl Hospitaal behandel word vir steekwonde.

"Drank speel beslis 'n rol," was die Polisie se mening. "Hierdie voorval was ook bendelevant."

Inligting wat deur ooggetuies verskaf kan word, sal deur Paarl-Oos speurhoof kapt Walther Papier op prys gestel word. Skakel hom by 082-690-1915.

Drie jong mans, Charlie du Plessis, Trompie en Eddie, almal van Fairyland, kan vermoedelik behulpsaam wees.

"Die publiek spreek al meer hul misnoeë uit oor die 'tavern'-bedrywighede in die area wat uitgesit is vir noodbehuising," het kapt Papier gesê.

"Daar was al verskeie voorvalle - van aanranding tot moord by die perseel van die smokkelhuis in Barbarasingel."

(Source: Paarl Post website, 5 August, 2001)