

**Evaluating the provision of low cost housing in the context of
Developmental Local Government: The case of Wesbank**

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degree of Master of Public and Development Management at the
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DECLARATION

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

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ABSTRACT

The South African Constitution (1996), guarantees everyone access to adequate housing, and obligates the State to take all reasonable legislative and other measures, within its available resources, to achieve such right. This commitment to housing stands in sharp contrast to the previous housing regime, which was characterised by fragmented housing policy and administrative systems, unclear role definitions and a lack of accountability. In addition, Section 152 of the Constitution also sets out objectives for Local Government in the creation of sustainable communities.

The new approach to housing saw the formation of the National Housing Forum (NHF) in the early 1990's. The NHF, consisting of a broad range of stakeholders in the State housing sector, sought to reach consensus on a new housing policy and strategy for South Africa. That consensus eventually led to the adoption of the White Paper on Housing (1994) and finally the promulgation of the Housing Act (1997). Subject only to the Constitution, the latter would eventually become the supreme law on housing in South Africa.

Fundamental to the new approach to housing, is the notion that the environment in which a house is situated, is equally important as the house itself. As such, emphasis is placed on the potential contribution of housing delivery in the creation of sustainable communities. The concept of Development Local Government is advanced as the key tool to achieving that ideal.

This study traces the evolution of the historical, policy and legislative contexts of housing in South Africa during the transition period (1990 –1994) and beyond, and evaluates the provision of low-cost housing in the context of Developmental Local Government. This is done by way of a case study of the Wesbank housing development in the Oostenberg region of the City of Cape Town. The question is raised whether the Wesbank housing development adheres to the principles of a sustainable housing development as prescribed by the Housing Act (1997) and Developmental Local Government.

The study concludes that, based on a “narrow” and “broad” interpretation of “sustainable housing development” as defined in the Housing Act (1997), the problem statements contain both elements of validity and invalidity. In terms of the narrow interpretation, it is concluded that the Wesbank housing development has delivered on some elements in the definition, while the broader definition concluded that the development was less successful in achieving the desired outcomes.

Regarding the planning process followed in Wesbank, it is concluded that the notion of Integrated Development Planning has not been followed, there appeared to be some level of political interference in the planning processes, the process of community participation, which represents a crucial component of IDP, was non-existent, and while funding was secured for the construction of 5147 dwellings, no timely provision was made for associated community facilities such as schools, clinics, etc. More telling though, is the absence of any meaningful community bonding in Wesbank

Finally, having considered the conclusions made, a number of recommendations are offered in respect of improving the environment for the Wesbank community.

OPSOMMING

Die Grondwet van Suid-Afrika (1996), waarborg aan almal toegang tot voldoende behuising, en verplig die Staat om alle redelike wetgewende en ander maatreëls, binne hul beskikbare bronne te gebruik ten einde hierdie basiese reg te verwesenlik. Hierdie verbintenis tot behuising staan in skille kontras teenoor die vorige behuisingsbedeling, wat gekenmerk was deur gefragmenteerde behuisingsbeleid en administratiewe sisteme, onduidelike definisies en rol uitklarings, en 'n gebrek aan aanspreeklikheid. Bykomend, stel Artikel 152 van die Grondwet ook doelwitte vir plaaslike regering vir die daarstel van volhoubare gemeenskappe.

Hierdie nuwe benadering tot behuising, het gelei tot die stigting van die Nasionale Behuisingsforum (NBF) in die vroeë 1990's. Die NBF, bestaande uit 'n breë groep belanghebbendes in die openbare behuisingsektor, was vasbeslote om konsensus te bereik oor 'n nuwe behuisingsbeleid en strategie vir Suid-Afrika. Sodanige konsensus het eventueel gelei tot die aanvaarding van die Witskrif op Behuising (1994) en uiteindelik tot die afkondiging van die Behuisingswet (1997). Onderworpe slegs aan die Grondwet, sou die Behuisingswet (1997) uiteindelik die oorkoepelende wet op behuising in Suid Afrika word.

Fundamenteel tot hierdie nuwe benadering tot die voorsiening van behuising, is die gedagte dat die omgewing waarin 'n huis geleë is, net so belangrik soos die huis self is. As sodanig, word die potensiële bydrae van behuising tot die lewering van volhoubare gemeenskappe, beklemtoon. Die konsep van Ontwikkelingsgerigte Plaaslike Regering word voorgehou as sleutel gereedskap tot die bereiking van sodanige ideaal.

Hierdie studie volg die ontwikkeling van die historiese, beleids, en wetlike konteks van behuising in Suid-Afrika gedurende die oorgangsfase (1990 – 1994) en daarna, en evalueer die voorsiening van laekoste behuising in die konteks van Ontwikkelingsgerigte Plaaslike Regering. Dit word gedoen by wyse van 'n gevallestudie van die Wesbank behuisingsontwikkeling in die Oostenberg streek van die Stad Kaapstad. In die finale instansie, word die vraag gestel of die Wesbank ontwikkeling voldoen aan die beginsels van volhoubare ontwikkeling soos voorgeskryf in die Behuisingswet (1997) en Ontwikkelingsgerigte Plaaslike Regering.

Die studie kom tot die gevolgtrekking dat, gebaseer op beide 'n “eng” en “breë” interpretasie van “volhoubare behuisingsontwikkeling”, soos in die Behuisingswet (1997) gedefinieer, die navorsingsvrae beide elemente van geldigheid sowel as ongeldigheid bevat. Ingevolge die eng definisie, is die gevolgtrekking dat die Wesbank behuisingsontwikkeling wel aan sommige elemente in die definisie voldoen, terwyl die breër definisie bepaal dat die ontwikkeling minder suksesvol was in die bereiking van die beoogde uitkomst.

Met verwysing na die beplanningsproses wat in Wesbank gevolg is, is die gevolgtrekking dat 'n Geïntegreerde Ontwikkelingsproses (GOP) nie gevolg is nie, daar sprake van 'n mate van politieke inmenging in die beplanningsproses was, die proses van gemeenskapsbetrokkenheid, wat 'n kritieke komponent van GOP verteenwoordig, afwesig was, en terwyl befondsing vir die konstruksie van 5147 wonings verkry is, geen tydigse voorsiening gemaak is vir gepaardgaande gemeenskapsfasiliteite soos skole, klinieke, ens. nie. Meer beduidend egter, is die afwesigheid van enige mate van gemeenskapssamehorigheid in Wesbank.

Laastens, gegewe die gevolgtrekkings waartoe gekom is, word 'n aantal aanbevelings gemaak ten einde die omgewing van die Wesbank gemeenskap te verbeter.

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This thesis is dedicated to Christopher and Ashlee

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LIST OF ACRONYMS

ANC	African National Congress
CMC	Cape Metropolitan Council
CODESA	Convention for a Democratic Alternative for South Africa
COSATU	Congress of South African Trade Unions
DFA	Development Facilitation Act, 1995
DGP on DP	Draft Green Paper on Development Planning
DOH	Department of Housing
ESCOM	Electricity Supply Commission
GEAR	Growth, Employment and Redistribution (Strategy)
GNP	Gross National Product
GNU	Government of National Unity
IDP	Integrated Development Planning (Plan)
JTC	Joint Technical Committee(s)
LDO	Land Development Objectives
LGTA	Local Government Transition Act, 1993
RDP	Reconstruction and Development Programme
MOSS	Metropolitan Open Space System
MSDF	Metropolitan Spatial Development Framework
ND and PC	National Development and Planning Commission
NGDS	National Growth and Development Strategy
NHBRC	National Home Builders Registration Council
NHC	National Housing Code
NHF	National Housing Forum
NNP	New National Party
PAWC	Provincial Administration: Western Cape
SACP	South African Communist party
WCP and DA	Western Cape Planning and Development Act, 1999
WPoH	White Paper on Housing
WPoLG	White Paper on Local Government

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CHAPTER ONE: OUTLINE

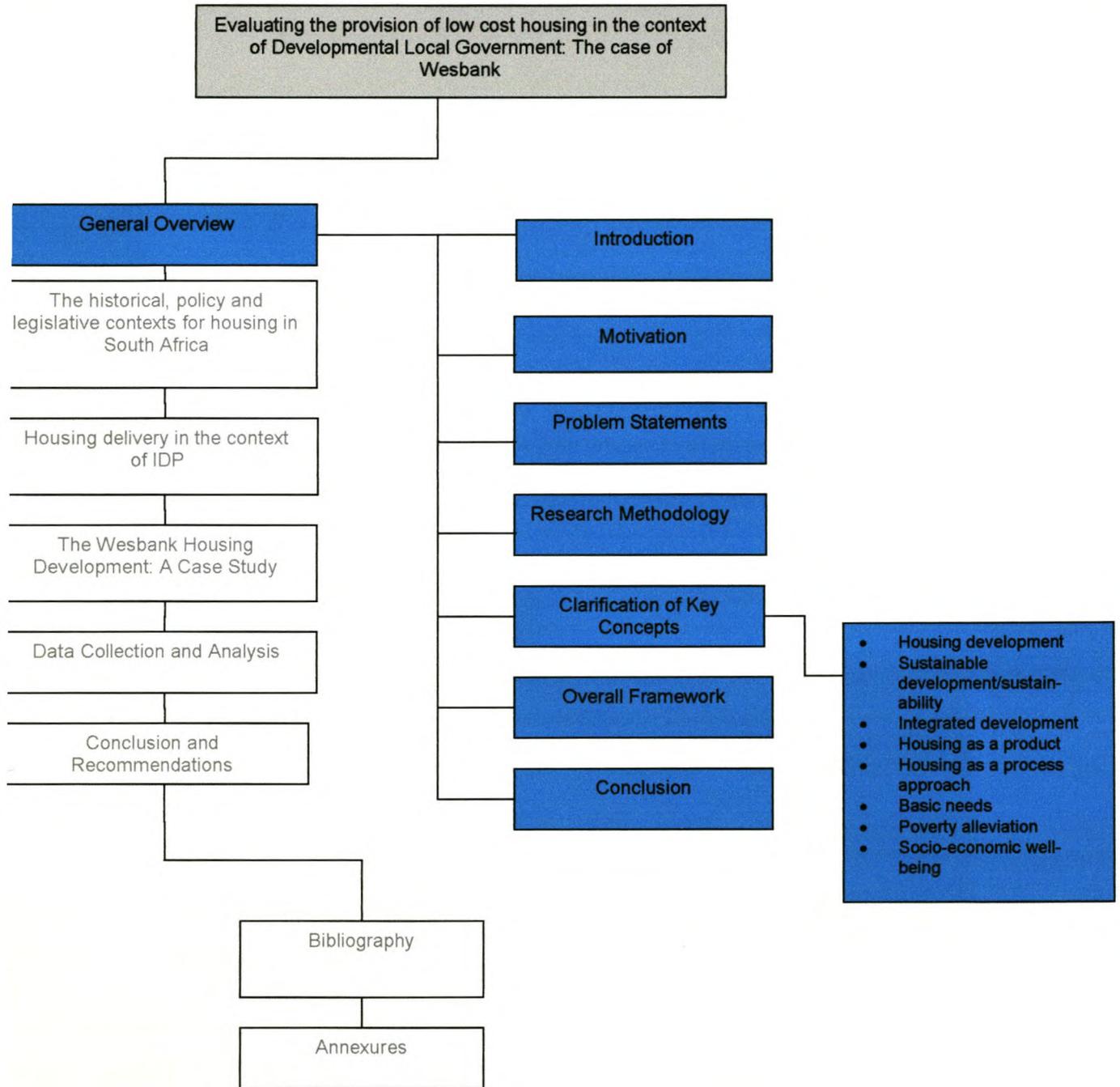


FIGURE 1: Chapter 1: Outline (Adapted from Steenekamp, 1996:2)

CHAPTER ONE GENERAL OVERVIEW

1.1 Introduction

Section 26 of the Constitution of the Republic of South Africa, (Act 108 of 1996), guarantees the right of everyone to have access to adequate housing. In so doing, the Constitution places an obligation on the State to take reasonable legislative and other measures, within its available resources, to achieve the realisation of such right. In response to this obligation, Government promulgated the Housing Act, (Act 107 of 1997), which, among the primary reasons described in its preamble, provides for the facilitation of a sustainable housing development process. As such, the Housing Act (1997) recognizes that;

- housing as adequate shelter, fulfills a basic human need,
- represents both a product and a process,
- is a product of human endeavour and enterprise,
- plays a vital part in Integrated Development Planning (IDP),
- is a key sector of the national economy, and
- plays a vital role in the socio-economic well being of the nation.

As a key indicator in the Housing Act (1997), Section 9 specifies that every municipality must, as part of that municipality's process of Integrated Development Planning, take all reasonable and necessary steps within the framework of National and Provincial legislation and policy, to ensure that, among other things,

- the inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis,
- conditions not conducive to the health and safety of the inhabitants of the area of jurisdiction are prevented or removed, and
- services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a manner that is economically efficient.

It is appropriate to indicate that housing is not listed as a Local Government matter in terms of Schedule 4 of the Constitution, hence the reference to Section 152 of the Constitution (1996), which spells out the objects of Local Government as follows, namely;

- to provide democratic and accountable Government for local communities,
- to ensure the provision of services to communities in a sustainable manner,
- to promote social and economic development,
- to promote a safe and healthy environment, and
- to encourage the involvement of communities and community organisations in the matters of Local Government.

In pursuance of the above objectives, Government promulgated the Municipal Systems Act, (Act 32 of 2000), which provides *inter alia* for the core principles, mechanisms and processes necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities. The preamble in the Municipal Systems Act, 2000 acknowledged that the system of Local Government under Apartheid has failed to meet the basic needs of the majority of South Africans, and enjoined the proposed new system of Local Government to be fundamentally developmental in orientation. As in the case of the Housing Act (1997), referred to above, the Municipal Systems Act (2000), also charges Local Government to ensure that its planning function is undertaken in the context of Integrated Development Planning. This theme is investigated in more detail in Chapter 3.

Taken together, the developmental focus of Local Government, which has since assume the concept of “Developmental Local Government” (Parnell & Pieterse, 1999:17), is advanced in three inter-related approaches to assist municipalities to become more developmentally focussed, namely through,

- Integrated Development Planning and budgeting,
- performance management, and
- working together with local citizens and partners (White Paper on Local Government, 1998:26). The White Paper on Local Government is here-after referred to as the WPoLG.

Without exploring the detail, the purpose of this study is to investigate the causal relationship in the provision of low cost housing in the context of Developmental Local Government. In other words, the study attempts to investigate whether the provision of low cost housing contributes to the improvement in the socio-economic well-being of beneficiaries of the housing development process. The main focus of this study will therefore concentrate on the housing delivery process and the potential impact of sustainable housing development on poverty alleviation. In order to give substance to the theory, a case study approach is followed, whereby the theory is empirically tested in a recently developed low cost area named Wesbank, which is situated in the Oostenberg Administration of the City of Cape Town.

1.2 Motivation

The researcher’s primary interest in the topic stems from his involvement in both the housing and poverty alleviation fields. As Acting Director of Housing for the Oostenberg Administration at the time of the study, the researcher became involved with the development of the Wesbank housing project since November 1997. Wesbank would eventually consist of 5147 housing units for the lower income group, (i.e. R0-R3 500 per month).

The researcher served as Project Manager for the development of an Anti-poverty/Social Inclusion Strategy for the (then) Oostenberg Municipality. The latter strategy was a joint initiative between Torfaen County Borough Council in Wales, United Kingdom, and the (former) Oostenberg Municipality, which since 5 December 2000 forms part of the City of Cape Town. The latter information is provided for context only and is not intended as a deliberate part of this study.

Given the researcher's proximity to the above processes, an observation at the conclusion of the Wesbank housing project led to the realisation that the development did not achieve the outcomes intended by section 152 of the Constitution, or the goal of sustainable housing development as defined in the Housing Act (1997).

From a broader perspective, the researcher's secondary interest in the topic stems from the fact that South Africa, as a young developing democracy, is considered to be one of the most unequal, if not the most unequal countries in the world in terms of income and wealth distribution. According to May (1998:4), measurement of income inequality is based on indicators such as the Gini coefficient, which ranges from 0 (absolute equality) to 1 (absolute inequality). In addition, such inequalities coincide with race, with Whites being the most equal, and Blacks being the most unequal. South African Whites (14 % of the population) own 88 % of the country's private property and, along with foreign investors, over 90 % of commerce and industry (Todaro, 2000: 199-202). In a study conducted on Poverty and Inequality in South Africa, it is shown that the Gini coefficient of African households is 0.54, which is nearly as high as the national figure (May, 1998:4). The current South African Government is committed to reversing this situation through a variety of political, economical and social interventions.

It is anticipated that the findings of this study would provide insights regarding the causal relationship between sustainable housing delivery and poverty alleviation and its policy implications for Local Government in South Africa.

1.3 Problem statements

This study will contend that the housing development project in Wesbank, consisting of 5147 housing units for the low-income group, did not contribute to the desired outcomes intended by either section 152 of the Constitution or the concept of sustainable housing development as defined in the Housing Act (1997). It will further be argued that the development did not contribute to the establishment of viable households and communities by facilitating convenient access to schools, clinics and social amenities, and by implication, to economic opportunities as intended by the notion of Developmental Local Government.

While an empirical measurement of poverty levels is not intended by the study, it will consider whether the Wesbank development lead to any significant improvement of the socio-economic well-being of the Wesbank community, as intended by the concept of Developmental Local Government.

Against the afore-mentioned background, the following problem statements are formulated, namely:

1. that the housing process followed with the Wesbank development project did not adhere to the principal of a 'sustainable housing development' as defined in the Housing Act (1997), and further,
2. that the housing development in Wesbank did not necessarily contribute to the improvement of the socio-economic well-being of the Wesbank community, as intended by the notion of Developmental Local Government.

1.4 Research methodology

In this study, both qualitative and quantitative research methodologies as explained in Brynard & Hanekom (1997:29), are utilised.

In investigating the rationale for the institution of the Wesbank housing development, a review of the relevant reports to, and minutes of meetings to the Western Cape Provincial Housing Development Board, the (former) Oostenberg Municipal Council and other interested role-players are scrutinised. Where necessary, relevant officials were interviewed personally in order to gain their perspective on certain issues.

In order to determine whether the Wesbank development project has contributed to a sustainable development able to positively impact on the socio-economic well-being of the local community as envisaged by the Housing Act (1997), qualitative research was undertaken through a series of focus groups consisting of residents living in Wesbank (Schutte, Undated, 1-23; Babbie & Mouton, 2001:291-293; Bless & Higson-Smith, 1995:113).

Other research techniques also include:

- a comparative literature study (Bless & Higson-Smith, 1995:22-25),
- a review and analysis of data gathered through socio-economic research conducted by consultants on behalf of the City of Cape Town, and
- personal experience and participant observation by the researcher.

1.5 Clarification of key concepts

In order to construct an appropriate context in which certain key concepts are applied in this study, it is considered essential that such concepts be appropriately defined.

1.5.1 Housing Development

In this study, the term housing development will coincide with the Housing Act (1997) definition, namely:

“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, education and social amenities in which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:

- (a) permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and
- (b) potable water, adequate sanitary facilities and domestic energy supply.

As a derivative of the term ‘housing development’, a **housing development project** refers to a plan to undertake a housing development as contemplated in any national housing programme. In terms of that definition, the Wesbank housing project is considered a housing development project.

1.5.2 Sustainable Development/Sustainability

According to Hoff (1998:11), many community-based and regional economic development groups around the world have adopted sustainable development as a goal, while the concept of sustainable development, and clear knowledge of how to achieve it, remains elusive. As such, Hoff (1998:5), quoting Lélé (1991:607) suggests that sustainable development *“is in real danger of becoming a cliché ..., - a fashionable phrase that everyone pays homage to but nobody cares to define”*.

Diesendorf, in (Dunphy, Benveniste, Griffiths & Sutton, 2000:22) takes the view that the concepts of 'sustainability and sustainable development', like that of democracy, truth and justice, are contestable concepts. Diesendorf (2000:6), states that the way to a desirable future is based on the promotion of sustainable actions globally, and at all levels of society while also eliminating actions which lead to the deterioration of our physical and social environment. As such, sustainability and sustainable factors are treated here as the goals or end products of a process called sustainable development. A sustainable society in turn refers to a society that has reached sustainability in the process of sustainable development. As such, sustainability and sustainable development cannot be defined with the same precision as do physical scientists define standard measurements for example.

Notwithstanding the above difficulty, Diesendorf (2000:23) attempts to define sustainable development broadly as "*... comprising types of economic and social development that protect and enhance the natural environment and social equity*". Inherent in the foregoing definition is the fact that sustainable development does not imply a trade-off between the environment, economy or society, but rather that any type of social or economic development is considered sustainable provided that it protects and enhances the environment and social equity. In addition, the term 'social equity' is used in the sense of 'equal opportunity' rather than 'equality' (Diesendorf, 2000:24). Taking that argument further, Cloete (2000:12-13) argues that 'sustainability' should not only be interpreted as being of environmental and socio-economic relevance, but should be conceptualised holistically to also include political, institutional, managerial and social dimensions. According to Cloete (2000:11-13), the object of sustainable development, in the sense that development policy is public policies that succeed in raising the quality of life of a society's citizens, is to achieve a self-sustaining improvement in medium to long-term quality of life.

According to May (1998:51), quoting Jacobs (1991), the most common definition of sustainable development is defined as "*development which meet present needs without compromising the ability of future generation to meet their needs*".

1.5.3 Integrated Development

According to Liebenberg & Theron (1997:124), *“development should be seen as a process of empowerment which enables participants to assume greater control over their lives as individuals and as members of society”*. In the introduction to the WPoLG (1998:ix), reference is made to the damage done by Apartheid to the spatial, social and economic environments in which people live and work, and the critical role of Local Government in the rebuilding of communities and environments. According to the WPoLG (1998: 19-20), there are many different agencies, including National and Provincial departments, within any local community who contribute to development. Poor coordination between service providers could undermine the development effort, hence the introduction of Integrated Development Planning at the local level as a mechanism for achieving greater coordination and integration.

In the context of this study, improving the social well-being of communities depends on the coordination of a range of services and regulations, including land-use planning, household infrastructure, environmental management, transport, health and education, safety and security and housing (WPoLG, 1998). Development should therefore be considered as an interdependent, multidimensional process with a high emphasis on participation, and empowerment of the proposed beneficiaries of the sustainable development process (Liebenberg & Theron, 1997: 124-125).

Various National and Provincial legislation have been promulgated to give effect to the achievement of the Government's integrated development strategy, and are considered in chapter two.

1.5.4 Housing as a product and housing as a process

According to Dewar & Ellis (1979:6), housing is a complex development issue that cuts across many fields of concern. As such, they argue (1979:77) that for any policy to have a reasonable chance of success; it has to be broad enough to encompass the

totality of the problem at hand (housing in this instance). This theme is acknowledged in the pre-amble to the Housing Act (1997), where housing is recognised as both a product as well as a process.

1.5.4.1 Housing as a product

According to Dewar & Ellis (1979: 50-51; 78-79), low-income housing policy is seen almost entirely in terms of the housing unit or product, and where the primary measure of performance was seen to be the house itself. Houses are inevitably classified in terms of the number of bedrooms, for example one bedroom or two-bedroom houses.

The preference for measuring housing in terms of units continued with the publication of the Reconstruction and Development Programme (RDP) by the African National Congress (ANC) in 1994. Under the heading "Housing and Services" (1994: 22-28), housing backlogs in urban townships and rural settlements are still measured in terms of "units."

As such, the RDP (1994:22) committed the new Government to building one million low-cost houses (units) over a five-year period. According to figures released by the Department of Housing (www.cde.org.za/focus/housing.htm: 9/3/01), a total of 745 717 units were either completed or under construction by March 1999.

It is interesting to note that section 26 of the Constitution, (1996) defines the right of everyone to have access to "adequate housing". According to the Department of Housing, "adequate housing" is measured in terms of certain core factors including legal security of tenure, the availability of services, materials, facilities and infrastructure, affordability, accessibility and location (NHC, 2000:5UF).

1.5.4.2 Housing as a process approach

According to Van Wyk & Van Wyk (2001:1) housing was initially seen as a product, and then as both a product and a process. The latest emphasis however centres on housing as a process approach, without neglecting the fact that the final step in that process is the construction of a housing unit or product, followed by maintenance. According to Dewar & Ellis (1979:103), an underlying concern with the housing process approach is the realization that any housing policy must contribute to a broader policy of human development. In other words, these processes must offer vehicles through which issues such as education, job training, community participation, reinforcement of informal economic systems and reticulation of income can be achieved.

Recognising the value of the housing process approach, the National Department of Housing agrees that “the environment in which a house is situated, is equally important as the house itself in satisfying the needs and requirements of the occupants, and that ultimately, the housing process must make a positive contribution to a non-racial, non-sexist, democratic and integrated society” (NHC, 2000:4).

1.5.5 Basic Needs

Basic needs refer to those conditions that an individual must have in order to survive as a human being. Essentially, these are clean (unpolluted) air and water, adequate and balanced food, physical and emotional security, physical and mental rest and culturally and climatically appropriate clothing and shelter (Burkey, 1998:3). In its response to the challenges facing the new democratic Government following the 1994 general elections, the African National Congress (ANC) published the Reconstruction and Development Programme (RDP) in 1994, in which “meeting basic needs” is advanced as a key aspect of such programme. According to the ANC (1994:7-8), meeting the basic needs of people in terms of jobs, land, housing, water, electricity, telecommunications, transport, a clean and healthy environment, nutrition, health care and social welfare, would assist the reconstruction of family and community life in South Africa.

1.5.6 Poverty Alleviation

According to Gillis *et al*, (1996:74), an objective definition of poverty is difficult. That statement notwithstanding, Burkey (1998:3) attempted to define poverty in terms of basic needs, while the Poverty and Inequality Report defines poverty as “the inability to attain a minimal standard of living, measured in terms of basic consumption, needs or the income required to satisfy them” (May, 1998:8).

With regards to poverty measures, inequality is considered to relate to matters of relative incomes, while the concept of poverty focuses on low absolute incomes earned by certain households. In social terms, the poor are considered those who live below what most people in a particular time or place regard as the minimum acceptable standard. Psychologically, the poor are those who feel deprived (or excluded) of whatever other members of their society enjoy.

Poverty is usually measured by per capita income. Typically, households with per capita incomes below the poverty line are defined as poor while those with incomes above are not considered poor. The most common measure of poverty or the ‘poverty headcount’ refers to the percentage of all households that are poor. A better measure however takes account of the extent to which the incomes of the poor fall below the poverty line. A reduction in poverty is then measured through a reduction in the percentages of poor households in the total number of households as well as through increases in the absolute incomes of the poor (Gillis *et al*, 1996:7, 74-75). It would be safe to deduce that different people experience poverty differently depending on the causal factors they are exposed to and unable to overcome (CMC, 1999:2).

Measurements of poverty include a wide variety of social indicators to indicate whether basic human needs are met. These basic needs have briefly been referred to in paragraph 1.5.5. Social indicators like infant deaths, life expectancy, child immunization and adult literacy reflect the degree to which basic human needs are satisfied in

countries at different levels of GNP (Gross National Product) per capita (Gillis *et al*, 1996:77).

According to May (1998:6) the South African Government, through macro-economic policies can create an environment that facilitates economic growth and the reduction of poverty and inequality.

1.5.7 Socio-economic well-being

As indicated in paragraph 1.5.6, Government, through macro-economic policies, can create an environment that facilitates economic growth and the eradication of poverty and inequality (May, 1998:6). In this respect, the South African Government has laid the foundation for better economic growth through the adoption of its macro-economic policy framework, GEAR or the Growth, Employment and Redistribution Strategy. The authors of the GEAR strategy anticipated that the steps proposed in the strategy could transform South Africa into a fast growing economy and thereby create significant employment opportunities, while it also contains a strategy for rebuilding and restructuring the South African economy in keeping with the goals set out in the RDP (GEAR, 1996:1). GEAR is considered in more detail in chapter two.

Quoting Boyden & Dovers, (1997) Diesendorf (2000:24) identifies the following components of human well-being namely:

- Access to clean air and water,
- Adequate diet,
- Adequate dwellings,
- Personal security, both physical and emotional,
- Opportunities for learning
- An emotional support network,
- Opportunities for creative behaviour, an appropriate pattern for physical exercise, and

- An environment and a lifestyle that do not promote a sense of alienation, of anomie, of being deprived, of boredom, of loneliness and of chronic frustration.

Improving the socio-economic well-being of South Africans would therefore include reducing the levels of poverty referred to in paragraph 1.5.6.

1.6 Overall framework

In attempting to advance the arguments in response to the research questions posed in section 1.3, the following overall framework is presented (next page).

OVERALL FRAMEWORK (AGAINST WHICH THE STUDY IS PRESENTED)

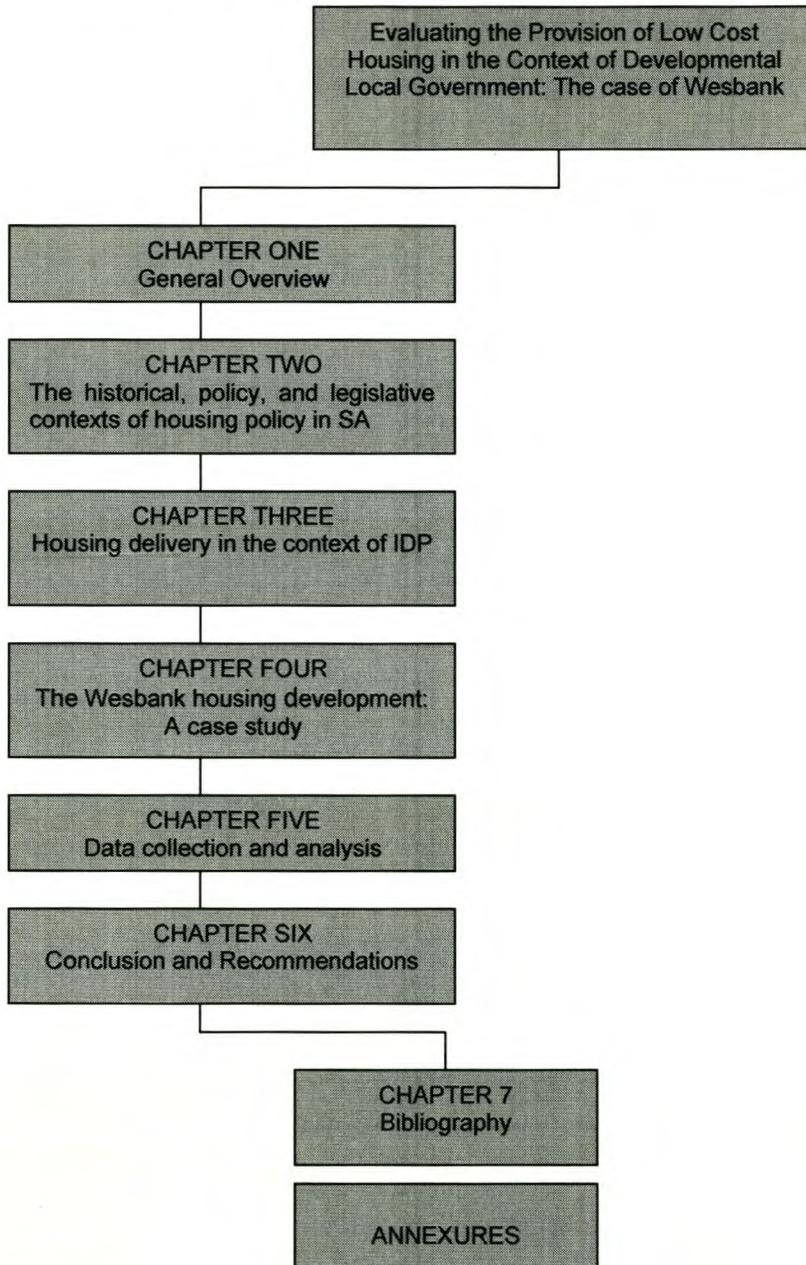


Figure 1.1: Overall Framework (Adapted from Steenekamp, 1996:2)

1.7 Conclusion

Chapter one introduces and sets the context for undertaking this study. The chapter commences by contextualising housing in terms of Section 26 of the Constitution of the Republic of South Africa, Act 108 of 1996, where-in the right to adequate housing is advanced as a basic human right for all South African citizens and permanent residents. Section 26 also places an obligation on the State to take all reasonable legislative and other measures, within its available resources, to achieve the realisation of such right. In response, Government promulgated the Housing Act, (Act 107 of 1997), which, among the primary reasons described in its preamble, provides for the facilitation of a sustainable development process.

In addition to the right to housing, the chapter locates the role of municipalities in the provision of housing in terms of Section 152 of the Constitution (1996), which spells out the objectives of Local Government. In pursuance of such objectives, Government promulgated the Municipal Systems Act, (Act 32 of 2000), which provides *inter alia* for the core principles, mechanisms and processes necessary to enable municipalities to move progressively towards the social and economic upliftment of communities. As in the case of the Housing Act (1997), the Municipal Systems Act (2000), charges Local Government to ensure that its planning function is undertaken in the context of Integrated Development Planning. Taken together, the developmental focus of Local Government has since become known as Developmental Local Government.

Given the central role of Local Government in creating sustainable communities, and the role of low-cost housing in achieving that goal, this chapter states that the housing development in Wesbank, did not contribute to the desired outcomes intended by either section 152 of the Constitution or the concept of sustainable housing development as defined in the Housing Act (1997).

It is also argued that the Wesbank development did not contribute to the establishment of viable households and communities by facilitating convenient access to schools, clinics and social amenities, and by implication, to economic opportunities as intended by the concept of Developmental Local Government. Finally, an appropriate context is constructed where-in certain key concepts which are applied in this study, are defined.

The remainder of the study traces the evolution of the historical, policy and legislative contexts of housing policy in South Africa during the transition period (1990 – 1994) and beyond, where-after the theory is tested practically against a recently completed housing development, making use of a case study method.

CHAPTER TWO: OUTLINE

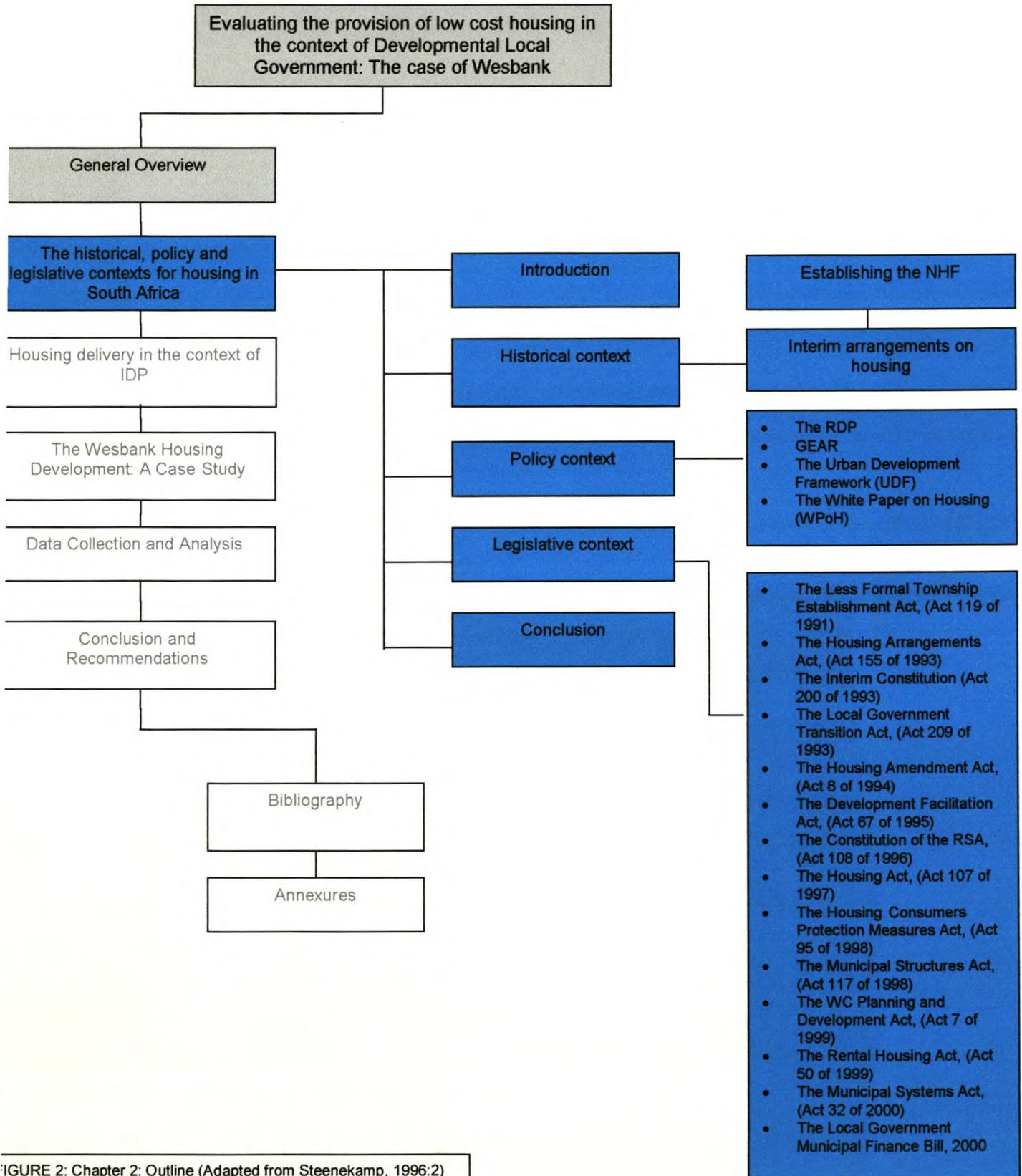


FIGURE 2: Chapter 2: Outline (Adapted from Steenekamp, 1996:2)

CHAPTER TWO

THE HISTORICAL, POLICY AND LEGISLATIVE CONTEXTS FOR HOUSING IN SOUTH AFRICA: THE TRANSITION PERIOD (1990-1994) AND BEYOND

2.1 Introduction

The previous chapter evaluated the right of access to housing in terms of the South African Constitution (1996), and the concomitant obligation on the State to take appropriate measures to achieve the realisation of such right. It was indicated that in response to that obligation, the Government promulgated the Housing Act, (1997) which, among other things, provides for the facilitation of a sustainable housing development process.

This commitment to housing has not always been the case. Chapter two traces the evolution of the historical, policy and legislative contexts regarding the development of the current housing policy in South Africa, with emphasis on the transition period (1990-1994) and beyond. The advent of the 1990's saw the State housing sector in South Africa largely fragmented and unaccountable on the one hand, and plagued by rent and service boycotts on the other. These boycotts were largely employed as a tactic by civic organisations to undermine the Government of the day. Against this background, the National Housing Forum was established to reach consensus on a new housing policy for South Africa.

In the second instance, the policy context of the new housing policy is analysed against various policies and programmes by the Government in attempting to coordinate its activities at the National, Provincial and Local Government levels. These programmes include the Reconstruction and Development Programme (RDP), released in 1994, the Growth, Employment Redistribution Strategy (GEAR), released by the Ministry of Finance in 1996, and the Urban Development Framework released by the Department of Housing in 1997.

Finally, the legislative context against which the new housing policy was developed, are briefly discussed. Figure 2.1 below depicts a graphical illustration of the development of the housing policy to date.

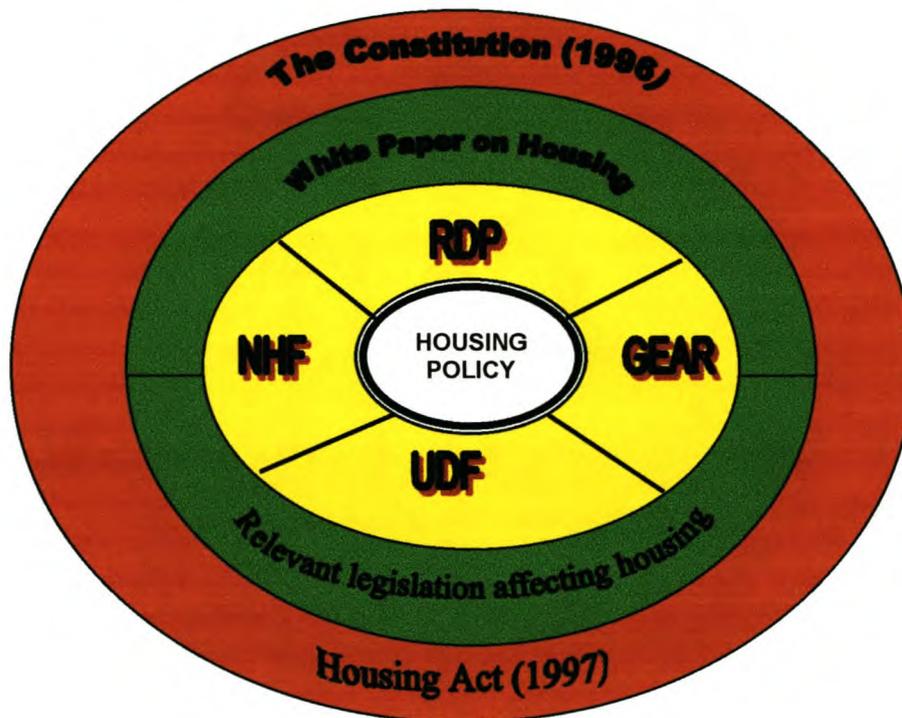


Figure 2.1: Graphic illustration of policy influences (Adapted from: National Housing Code, 2000:6)

2.2 Historical context

With the advent of the 1990's, the State housing sector in South Africa was largely characterised by fragmented housing policy and administrative systems, an inconsistent funding regime, and the absence of role definitions and accountability. Characteristic of the political landscape at the time, the State housing sector was confronted by rental and service boycotts initiated by communities and the civics movements during the 1980's, which was effectively aimed at undermining the Government of the day. Given this scenario, many households were either unable or unwilling to re-commence paying their bonds, rentals and service charges (NHC, 2000:2UF).

As a response to this 'chaotic' state of housing prevailing in South Africa at the time, the National Housing Forum (NHF) developed the foundations of the South African post-apartheid housing policy (Marais & Krige, 2000:603).

The NHF was established in 1992 as a broad forum for most major stakeholders in the housing sector to develop a new housing policy and strategy for the 'new' South Africa (WPoH, 1994). It is incisive to note that organised Local Government structures at the time were excluded from this broad housing forum.

Negotiations conducted during the NHF process led to a broad consensus on the majority of housing policy aspects, and despite initial reservations held by both the Minister of Housing and Director-General of Housing at the time, the basic policy guidelines developed during the NHF process were eventually adopted in the WPoH (Marais & Krige, 2000:603). Following the signing of the National Housing Accord at Botshabelo on 27 October 1994, the beginning of a common vision that would eventually form the essence of post-apartheid South Africa's national housing policy emerged. This was followed by the promulgation of the White Paper on Housing on 23 December 1994. The WPoH would set out the framework for South Africa's national housing policy, programmes and guidelines (NHC, 2000:4-5UF).

2.2.1 Establishing the National Housing Forum

The NHF was formally established on 31 August 1992 when 16 representative organisations signed the "Founding Agreement" and agreed on an "Initial Programme of Work". Membership of the initial group was later increased to 19 organisations. The NHF successfully negotiated for the development and implementation of housing policy that would eventually change the South African housing landscape in time to come. Prior to its formal establishment, an interim working committee conducted a process of wide ranging consultation to bring together several organisations committed to

achieving short-term strategies, and medium- and long-term plans and policy frameworks for the housing sector (Rust, 1996:4,11).

At an operational level, the NHF consisted of three structural levels, namely:

- (i) the endorsement level (Plenary),
- (ii) the negotiation level (Coordinating Committee), and
- (iii) the technical level (Working Groups).

Operating behind the fore-mentioned structures, were two other structures, namely the NHF Trust and the Secretariat. The function of the Trust was to manage the finances and administration which supported the Forum, where-as the responsibility of the Secretariat consisted of the management of the day-to-day activities of the Forum and it's working committees (Nell *et al*, 1996:41, 43).

The NHF organised itself around six working groups, consisting of organization representatives according to their preference or expertise, and whose responsibility included assessing technical aspects on various issues, and presenting these with policy options to the Coordinating Committee. The six working groups were:

- (i) Land and Services,
- (ii) End-user finance and subsidies,
- (iii) Delivery systems and housing types,
- (iv) Institutional structures, roles and fund mobilisation,
- (v) Restructuring the built environment, and
- (vi) Hostels.

In addition, *ad-hoc* task teams provided technical information, and were appointed and disbanded as and when required (Nell *et al*, 1996:41-42).

Following the April 1994 elections, the late Mr Joe Slovo became the Minister of Housing in the Government of National Unity (GNU), and the NHF entered into bilateral negotiations with the Department of Housing (DoH) with the view of finalising interim arrangements on housing. As a result, the initial working groups were transformed into eight Joint Technical Committees (JTC's), whose work was overseen by a Joint Management Team consisting of the DoH and the NHF. The policy approaches followed by the working groups and/or JTC's have in some way or the other informed the WPoH, which was published in 1994 (Brügge, 1996:70-71).

Conscious of the piecemeal policy approach followed by the housing authorities at the time, the NHF deliberately sought to 'package' its proposed policy work in a coherent long-term framework. As such, the NHF used its "Statement of Principle" for guidance as it broadly reflected on the need for a housing strategy and policy that would eventually;

- demonstrate immediate, visible and appropriate delivery on the ground,
- address historical imbalances and backlogs in housing with particular focus on disadvantaged communities,
- promote an effective housing process for all,
- integrate the cities,
- facilitate access for the poor to social and commercial amenities,
- enhance the effectiveness of State intervention,
- maximise the participation of the community in the housing process,
- contain quantifiable targets and identifiable accountability, while also
- linking proposals to national development and economic growth strategies (Brügge, 1996:72-73).

2.2.2 Interim arrangements on housing

Despite the desirability to achieve the coherent framework referred to above, the climate in which the NHF operated soon necessitated the “need to demonstrate immediate, visible and appropriate delivery on the ground”.

In pursuance of the above framework, the NHF adopted a dual strategy of a ‘short-term’ approach, as well as a longer-term ‘rational-comprehensive’ approach to addressing the various housing issues (Brügge, 1996:73). As a result, the NHF entered into negotiations with the Government on certain key short-term issues, and more specifically around institutional frameworks and budgetary concerns. In particular, negotiations focussed around securing a special budgetary provision of R1.2 billion, as well as agreement on the principles that would guide the allocation of such funding. The then Minister of Finance, Mr. Derek Keys however only allocated R400 million of the requested funding for the 1993/94 housing budget for a joint initiative between the Government and the NHF. It soon became apparent though, that it was not possible to negotiate proposals for the effective allocation of the acquired funding in the short term. As such, the focus of attention during the ensuing discussions between the Government and the NHF shifted toward interim arrangements and processes for the housing sector in general. Following negotiations for a period of six months, the NHF and the Government signed an “*Aide Memoire* to [the] Record of Understanding on Interim Arrangements for Housing” in July 1993. The document outlined institutional arrangements for housing, and also provided a framework for future negotiations between the Government and the NHF (Gardner, 1996:92-93).

The ‘*Aide Memoire*’ consisted of three parts namely:

Part 1: which outlined an overall value framework for housing in South Africa, including a national vision, goal and points of departure for interim arrangements;

- Part 2: which outlined interim institutional structures for housing, including the formation of a National Housing Board to replace the existing statutory and non-statutory housing advisory bodies in South Africa, and
- Part 3: which outlined specific criteria to guide the implementation of any measures adopted by the newly established Board. These measures were given legal status with the promulgation of the Housing Arrangements Act, Act 55 of 1993 during September 1993. (Refer to paragraph 2.4.4).

With the implementation of the interim arrangements for housing being secured, debate within the NHF shifted to the objective of developing the long-term institutional and funding frameworks (Gardner, 1996:93-97).

Following a debate between the NHF and the Government over a period of two years, November 1993 saw the finalisation of an 'Overall Housing Strategy', clarifying the future roles of key actors in housing. Agreement centered on the fact that the State must take responsibility for housing delivery, while State, corporate and private sector actors were required to fulfil their specific roles as envisaged in the 'Overall Housing Strategy'. The basic framework outlined in the strategy document was ratified through an agreement of all key parties to the basic framework of responsibilities at the Housing Summit in Botshabelo on 27 October 1994. As such, the Overall Housing Strategy today forms the basis of the current housing policy and strategy in South Africa (Gardner, 1996:98-99,107).

2.3 Policy context

The development of current housing policy and legislation must be analysed in the context of various policies and programmes instituted by Government in its attempts to coordinate its activities at the various national, provincial and local levels. According to Stewart (1997:8-9), many of the strategic and coordinating functions necessary to achieve the Government's desired integration ended up in the National Growth and Development Strategy (NGDS). The NGDS was an attempt by the Intergovernmental Forum (which consisted of National Cabinet ministers and Provincial premiers) to establish processes in which various draft policy documents and legislative Acts could be integrated into a common overall strategy. The NGDS ceased as a formal programme by the end of 1996. (The theme of planning coordination is considered in more detail in the following chapter).

Given the emphasis on the coordination of activities at various levels of Government at the time, section 2.3 analyses the development of the current national housing policy framework against the backdrop of the under mentioned programmes, followed by a discussion of the WPoH. The programmes in question are;

- the Reconstruction and Development Programme (RDP), released in 1994,
- the Growth, Employment Redistribution (GEAR) Strategy, released by the Ministry of Finance in 1996, and
- the Urban Development Framework released by the Department of Housing in 1997.

2.3.1 The Reconstruction and Development Programme (RDP)

Stewart (1997:4-8) explains that following the first democratic general elections in 1994, the necessity of regenerating economic growth to alleviate poverty and deprivation affecting the majority of the Black population in South Africa, became policy challenges facing the Government of National Unity (GNU) (Blumenfeld, 1997:65). The RDP was meant to provide an integrated, coherent and viable socio-economic policy framework

that would assist South Africans with the final eradication of Apartheid and steer the country towards the 'construction' of a new democratic, non-racial, non-sexist future (ANC, 1994:1). Leaning towards a basic needs approach, the programme was based on six basic principles supporting the political and economical philosophy underlying the RDP. These principles referred to "*an integrated programme, based on the people, that provides peace and security for all and builds the nation, links reconstruction and development and deepens democracy*" (ANC, 1994:4,7). In turn, the six basic principles contained in the RDP, rested in five major policy programmes, namely:

- Meeting basic needs;
- Developing South Africa's human resources;
- Building the economy;
- Democratising the State and society, and
- Implementing the RDP.

The RDP recognised housing as a fundamental human right, and endorsed the principle that all South Africans have a right to live in peace and security. In pursuance of this goal, the adopted approach to housing and services was that it should facilitate the establishment of viable communities while also providing access to health, educational, social amenities and transport infrastructure, as well as economic opportunities. Also, the suggested approach to housing infrastructure and services had to involve and empower communities, be affordable, developmental and sustainable, while taking account of funding resources and constraints and support gender equality (ANC, 1994:23). Significantly, is the fact that the RDP argued for the redirection of Government spending rather than increasing it as a portion of the Gross Domestic Product (GDP) (ANC, 1994:143). Other issues of relevance to housing and services contained in the RDP refer *inter alia* to housing standards, legislation, administration, land issues, tenure options, establishing a Housing Bank and National Loan Guarantee Fund, end-user finance and credit, as well as the transformation/upgrading/integration of hostels (ANC, 1994:23-25). Finally, linkages to building a strong economy for the elimination of poverty are argued (ANC, 1994:79).

What began as an election manifesto by the ANC and its Alliance partners, later developed into a formal RDP White Paper in 1994, setting out the broad transformation vision for the country, and setting specific targets to be met in a range of social and economic spheres for the first five years of the GNU (Blumenfeld, 1997:67). The RDP stressed the need for consistency between, and sustainability of the objectives and the means to achieving them, and warned against the dangers of adopting piecemeal and un-coordinated policies (Blumenfeld, 1997:71). The RDP emphasised the interdependence between the twin objectives of reconstruction and development and identified infra-structural development in both rural and urban areas as key to exploiting the linkages (ANC, 1994:6). Of relevance to this study is the housing programme, which established a target of building 1 million houses over a five year period, or by the year 2000, and increasing the housing budgetary allocation to 5% per annum until the housing backlog has been eradicated (ANC, 1994:22; WPoH, 1994:21-22).

According to Nolan (1995:163), the RDP has generated confusion due to its general, rather than specific goals, leaving open how the objectives were to be achieved, and with little clarification on how it were to be financed. Blumenfeld (1997:163) agreed that while the RDP had received universal support, that support began to erode within one year, and within two years, the separate RDP Ministry, which had been set up to implement the programme, had been abolished and the programme downgraded. These shortcomings eroded the general support that the RDP initially enjoyed, with under spending on RDP projects gradually becoming a symbol of the Government's inability or incapacity to deliver on the implementation of election promises and development programmes (Blumenfeld, 1997:65-68).

Given the poor record of the RDP, a new cabinet committee, chaired by the then Deputy President Thabo Mbeki, was established in 1995 to coordinate economic policy and to find ways to accord policy priority to promoting economic growth.

2.3.2 The Growth, Employment and Redistribution (GEAR) Strategy

According to May (1998:7), it became clear in 1996 that without new macroeconomic initiatives by Government, economic growth rates could not be attained that were both sustainable and high enough for effective poverty alleviation, income distribution, employment creation and the financing of essential social services. As a result, the Government, through the Minister of Finance, presented its new Growth, Employment and Redistribution Strategy (GEAR) in 1996, which signaled a shift in the ANC's policy priorities (Blumenfeld, 1997:69). Stewart (1997:9) is of the view that GEAR represented the ANC's reinterpretation of policy in response to pressure from the international economy.

Where-as the RDP represented a developmental programme aimed at coordinating the Government's developmental efforts, GEAR represented the Government's broad macro-economic strategy, which was aimed at;

- strengthening economic growth in South Africa,
- broadening employment to create jobs for all,
- redistributing economic opportunities and income in favour of the poor, and
- the creation of a secure and productive environment in South Africa (NHC, 2000:6UF).

GEAR focussed its strategy for higher growth on the following elements, namely;

- re-prioritisation of the Government's budget towards social spending,
- acceleration of the fiscal reform process,
- gradual relaxation of exchange controls,
- consolidation of trade and industrial reforms,
- public sector restructuring,
- structured labour market flexibility with collective bargaining, and
- a social agreement to facilitate wage and price moderation (May, 1998:8).

Given the labour intensive nature of the State housing sector, and the over supply of unskilled labour, such sector displays the potential to offer increased employment opportunities, while also contributing to creating wealth for individual families and communities. Another aspect of the impact of GEAR on national housing policy consists on the availability of funding to housing support programmes. It is fair to assume that unfavourable economic conditions prevailing in the national economy will have a knock-on effect on housing funding, in other words, under such conditions, Government's ability to spend funding for housing will decrease, and *vice versa* (NHC, 2000:3, 7UF).

Another area of the impact of housing on the national economy refers to its fiscal and financial linkages to the overall economic performance of the national economy (NHC, 2000:85). Investment in housing and related infrastructure therefore creates economic opportunities in terms of job creation, increased levels of savings and investment and the stimulation of the manufacturing and supply industries. Conversely, deficiencies in housing and urban infrastructure have a negative impact on a city's economic growth, and therefore national economic growth (NHC, 2000:19).

The development of GEAR as a macroeconomic strategy has not been without contention. Since its acceptance as a formal programme, the matter has been contested within the ANC/COSATU/SACP alliance, with the latter two partners challenging the effectiveness of GEAR. The merits or demerits of such debate are however beyond the scope of this study.

2.3.3 The Urban Development Framework (UDF)

A reframing theme in this study is the notion that the housing delivery process cannot be conducted in isolation, but that it must be approached as a holistic and integrated process that requires coordination and integration by a range of public and private stakeholders. That this has been the Government's intention is evident in the values of sustainability, viability and integration, as set out in the overall vision for housing delivery in South Africa (NHC, 2000:3,73). This vision of integration is also embedded in the Housing Act (1997), where housing development is defined as follows, namely,

“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 which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:

- (a) permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and
- (b) potable water, adequate sanitary facilities and domestic energy supply.”

In pursuing these integrative efforts, the Urban Development Framework (UDF) was released in 1997 as a policy framework to extend across each of the seven strategies proposed in the WPoH (1994), as well as across all policy and strategies by other departments in the housing delivery process (NHC, 2000:75). Initiated by the then RDP office and developed further by the Department of Housing, the UDF (1997) examines the dilemmas and realities facing South African urban areas. The UDF is closely allied to the Draft Rural Development Strategy published by the Department of Land Affairs.

Although worded in very general terms, it provides a positive and common vision of a desired future for South Africa's urban areas by the year 2020 (National Development and Planning Commission, 1999:9).

By its own claims, the UDF (1997) is guided by the basic tenets of the RDP in order to outline the urban initiatives necessary to give substance to the economic imperatives outlined in the GEAR (1996) strategy. In addition, the UDF (1997) is offered in recognition that a coherent and holistic approach to urban development over the short and medium term was required and necessary to accomplish the political, social and economic integration of South African cities and towns. The UDF (1997) moreover expresses South Africa's commitment to Habitat Agenda's goals of "*adequate shelter for all*" as adopted at the Second United Nations Conference on Human Settlements in Istanbul in June 1996 (UDF, 1997:1).

The aim of the UDF (1997) was therefore "*... to promote a consistent urban development policy approach for effective urban reconstruction and development, to guide development policies, strategies and actions of all stakeholders in the urban development process and to steer them towards the achievement of a collective vision*" (UDF, 1997:2). In pursuance of this 'collective vision', the UDF (1997) commits the Government to adopting policies and programmes in support of the development of urban settlements that will, by the year 2020 be:

- spatially and socio-economically integrated, free of racial and gender discrimination and segregation, enabling people to make residential and employment choices to pursue their ideals,
- centres of economic, environmental and social opportunity where people can live and work in safety and peace,
- centres of vibrant urban governance, managed by democratic, efficient, sustainable and accountable metropolitan and Local Government in close co-operation with civil society and geared towards innovative community-led development,

- environmentally sustainable, marked by a balance between quality built environment and open space, as well as a balance between consumption needs and renewable and non-renewable resources,
- planned for in a highly participatory fashion that promotes the integration and sustainability of urban environments,
- marked by housing, infrastructure and effective services for households and business as the basis for an equitable standard of living,
- integrated industrial, commercial, residential, information and educational centres which provide easy access to a range of urban resources, and
- financed by Government subsidies and by mobilising additional resources through partnerships, more forceful tapping of capital markets, and via off-budget methods (UDF, 1997:8-9).

Not only will the Government pursue an urban development vision, but will also design tangible programmes and projects that will ensure that its implementation are brought about in a participatory, integrated and environmentally sustainable way that will improve living and working conditions for all (UDF, 1997:12). Supporting this urban vision are the following programmes, namely, integrating the city, improved housing and infrastructure, building habitable and safe communities, promoting urban economic development, clear roles and institutional transformation, partnerships, and a vibrant civil society (UDF, 1997:11-41).

Standing central in this urban vision, 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”* (UDF, 1997:24). As such, the UDF (1997) recognises that the environment in which a house is situated, as being equally important as the house itself in satisfying the needs and requirements of the occupants. As such, the housing process has to make a positive contribution to the creation of a non-racial, non-sexist, democratic and integrated society (NHC, 2000:4).

In relation to its monitoring and evaluation function, the authors of the UDF (1997: Executive Summary), acknowledged that the framework contains many gaps relating to uncompleted policy development processes, which need to be monitored and reviewed on an on-going basis to ensure that the policies and programmes can have the desired effect. At the time of conducting this study, the Department of Housing was in the process of reviewing the Urban Development Framework.

2.3.4 The White Paper on Housing (WPoH): A new Policy and Strategy for Housing in South Africa

Paragraph 2.2 of this chapter provides an outline to the culmination of the NHF process. As noted in that section, the basic framework outlined in the “Overall Housing Strategy” forms the basis of the current housing policy in South Africa. Following the approval of the WPoH by Parliament in 1994, its implementation was left to the National Department of Housing (Gardner, 1997:106).

As the first comprehensive policy framework for housing in South Africa, the White Paper on Housing (WPoH) represented a departure from previous approaches to housing, and was hailed as the framework for achieving the GNU’s goal of a million houses in five years. In that sense, the WPoH advanced the consensus reached at the National Housing Summit at Botshabelo on 27 October 1994, (HSA, 1995:4). This new housing policy and strategy represented a long-term partnership between the State, communities, and the private sector *“not only to get the houses onto the ground, but also to give meaning to the notion of a people-centered development”* (WPoH, 1994:4; HSA, January 1995:4).

Acknowledging the lack of a comprehensive source of information on housing at the time, the WPoH nonetheless painted a bleak picture of the (then) current housing context, including

- a backlog of 1,5 million units in 1995,

- an estimated 720 000 serviced sites in need of upgrading to meet minimum basic standards of accommodation,
- large numbers of rural houses that lacked access to basic services, and
- approximately 450 000 people living in existing public, private and grey sector hostel accommodation in urgent need of upgrading (WPoH, 1994:11).

In addition, the context also sketched the prevailing housing environment in South Africa at the time in terms of:

- housing backlogs and conditions of tenure (paragraph 3.2.1 & 3.2.2),
- existing constraints to resolving the housing crisis (paragraph 3.3), as well as;
- opportunities prevalent in the housing environments (paragraph 3.4) and recent policy development processes in housing (paragraph 3.5) (WPoH, 1994:11-19).

In proposing a national housing strategy, the WPoH defined the Government's housing vision and it's stated goal of increasing the total State budget on housing to 5 % per year and to increase housing delivery on a sustainable basis to peak at 350 000 units per year, to reach a target of 1 million units in 5 years (WPoH, 1994: 21-22). In pursuance of the stated goals, the Government considered the following points of departure to be fundamental to its cause, namely:

- the sovereignty of the Constitution,
- housing as a basic human right,
- the role of the State, and ensuring conditions conducive to the delivery of housing,
- the right to individual freedom of choice, and
- the removal of entrenched discriminatory mechanisms and conventions in respect of gender, religion, race and creed (WPoH, 1994: 22-23).

In keeping with its principles developed through the RDP process, the Government's housing intervention was considered as part of its integrated approach to resolve the problem of poverty in the country, where more than 40 % of households has a joint household income of less than R800 per month (WPoH, 1994:27). As such, the Government sought to achieve this through pursuing the following seven key strategies namely:

1. **Stabilising the housing environment**

- by instituting a general Governmental campaign aimed at the resumption of payment for goods and services (the Masakhane Campaign), and
- by encouraging the resumption of private sector investment and housing credit in low cost housing.

2. **Supporting the housing process**, utilising a wide variety of delivery approaches, access to well-located land, basic services, secure tenure and the ongoing construction of and upgrading of the public environment, services and homes.

3. **Mobilising housing credit** through short term interventions such as;

- developing a code of conduct for mortgage lending which would discourage redlining and discrimination by banks,
- establishing a Mortgage Indemnity Scheme (MIS) through which Government would indemnify financial institutions faced by a breakdown in the process of law,
- the principle of rightsizing, as well as
- the establishment of a Home Builders Warranty Fund.

In addition, a range of longer term interventions were also proposed in order to facilitate ongoing access to appropriate credit in the lower end of the housing market. These interventions included the establishment of a National Housing Finance Corporation, which was envisaged as a “National Housing Bank”, and finally, a mechanism for mobilising the communal/collective savings efforts of communities.

4. **Provision of subsidies** through a capital subsidy approach. The levels of subsidy would vary according to income, and which are as follows;

Beneficiary income (monthly)	Subsidy amount
<R800	R15 000
R801 – R1 500	R12 500
R1 501 – R2 500	R9 500
R2 501 – R3 500	R5 000

(Figure 2.2: Capital subsidy- 1994) (Sources: Adler & Oelofse, 1996:123; Meyer, 1997:157)

All of the above amounts may be increased by 15 % to compensate for locational, topographical, or geographical problems which could potentially increase the cost of housing delivery (Adler & Oelofse, 1996:123).

The above amounts were increased from 1 April 1999 as follows, namely:

Beneficiary income (monthly)	Subsidy amount
0 – R1 500	R16 000
R1 501 – R2 500	R10 000
R2 501 – R3 500	R5 500

(Figure 2.3: Capital subsidy - 1999) (Source: <http://www.gcis.gov.za/docs/publications/yearbook/2001/chap14.pdf>, 2001:354)

The housing subsidies again increased from 1 April 2002 to the amounts reflected in figure 2.4. In addition, the increases coincided with the implementation of the warranty scheme of the National Home Builders Registration Council (NHBRC) in respect of the subsidy only housing market. In order to compensate for the implementation of the above scheme, beneficiaries falling within the R0 – R1 500 income category would be required to contribute R2 479,00 to the construction of their house. Beneficiaries participating in the Peoples Housing Process, as well as aged, disabled and indigent persons would however be exempted from this requirement. The revised subsidy amounts could still be increased by 15 % to compensate for locational, topographical, or geographical problems that could potentially increase the cost of housing delivery (Minister of Housing, 2002:1).

Beneficiary income (monthly)	Subsidy amount
0 – R1 500	R20 300
R1 501 – R2 500	R12 700
R2 501 – R3 500	R7 000

(Figure 2.4: capital subsidy - 2002) (Minister of Housing, 2002:1)

Housing subsidies can be accessed either through project-linked, individual, consolidation or institutional subsidies. While project-linked and individual subsidies are linked to levels of household income, institutional subsidies can be accessed through housing institutions at the full subsidy of R20 300 to qualifying beneficiaries, irrespective of levels of household income below R3 500 per month. Consolidation subsidies of R12 700 for household income below R1 500 per month are available to qualifying families who have already received housing assistance from Government in the form of ownership of serviced sites. The consolidation subsidy is granted for the provision or upgrading of a top structure on such service site, (Source: <http://www.gcis.gov.za/docs/publications/yearbook/2001/chap14.pdf>. 2001:355).

5. **Rationalisation of institutional arrangements** at all three spheres of Government, to remove the fragmentation, overlap, wastage and inefficiencies which characterised the prevailing housing scenario at the time.
6. **Facilitating the speedy release and servicing of land for housing development.** Given the fragmented and complex regulatory framework governing the release of housing land at the time, the Development Facilitation Act, 1995 (Act 67 of 1995) was introduced as a bridging short term-measure, and
7. **Coordinating an integrated development process** by bringing together diverse functions such as education, health services, transport and local government. (WPoH, 1994: 27-53).

In response to the drafting of the WPoH, the NHF, while expressing general support for the strategy, raised the following areas of concern, namely:

- that the incentive-based approach to stabilising the housing environment could unfairly penalise areas which were less organised than others,
- that only hostels were recognised as a special case housing programme, to the exclusion of cases such as informal settlements, inner city housing, rural housing and farm-worker housing,
- setting and monitoring of performance standards, and condemnation of non-compliance to such standards,
- the lack of affirmation of the role of women in the housing process,
- concern for the distortion of the housing market, and
- the lack of attention for the rental housing option in the WPoH (HSA, January 1995: 7,11).

Following the release of the WPoH, it was generally considered that a starting point for housing delivery has commenced, and that it provided the basis for the delivery of housing (Meyer, 1997:153).

2.4 Legislative context

The promulgation of the Housing Act (1997) legislated and extended the provisions of the WPoH, and also aligned the national housing policy with the Constitution of the RSA (1996). In addition, the Housing Act, 1997 established roles and responsibilities for the national, provincial and local spheres of Government in furtherance of the National Housing Policy (NHC, 2000: 4 UF). It should also be remembered that the negotiations conducted within the NHF process, happened alongside the broader multi-party constitution–building process at CODESA at Kempton Park (Gardner, 1996:100).

The development of the current housing policy should therefore be evaluated against the necessity at the time for interim legislative arrangements while a final deal was being negotiated. As such, legislation that would impact directly or indirectly on the achievement on the Governments' national housing vision should be considered. However, only the following legislation are considered here, namely:

The Less Formal Township Establishment Act, 1991 (Act 113 of 1991)

The Housing Arrangements Act, (Act 155 of 1993)

The Interim Constitution Act, (Act 200 of 1993)

The Local Government Transition Act, (Act 209 of 1993)

The Housing Amendment Act, (Act 8 of 1994)

The Development Facilitation Act, (Act 67 of 1995)

The Constitution of the RSA, (Act 108 of 1996)

The Housing Act, (Act 107 of 1997)

The Housing Consumers Protection Measures Act, (Act 95 of 1998)

The Local Government: Municipal Structures Act, 1998 (Act 117 of 1998)

The Western Cape Planning and Development Act, 1999 (Act 7 of 1999)

The Rental Housing Act, (Act 50 of 1999)

The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000)

The Local Government Municipal Finance Bill, 2000

While there are various other legislation and policy guidelines from other Government departments that may impact on the delivery of housing in South Africa, only a brief summary of each of the above follows:

2.4.1 The Less Formal Township Establishment Act (Act 113 of 1991)

According to its preamble, the Less Formal Township Establishment Act (1991), in relation to this study, provides *inter alia* for shortened procedures for the designation, provision and development of land, and the establishment of townships for less formal forms of residential settlement (Chapters 1 and 2).

In applying the provisions of the Less Formal Township Establishment Act (1991), specific land parcels are granted a special status by excluding the requirements of the Land Use Planning Ordinance of 1985 and certain other legislation. A Provincial Premier has to be convinced of the need to use the provisions of Act 113 of 1991 instead of the Land Use Planning Ordinance of 1985.

In applying to establish a township in terms of Act 113 of 1991, two different procedures could apply, namely:

- A chapter 1 application, which is used for the conversion of existing informal settlements into more formal townships, or
- A chapter 2 application, which is used for a greenfields project, or a project with no resident population, but which is more formal and controlled by regulations, including
 - Submitting an application to the Premier,

- Requiring the Premier to advertise the application in the Provincial Gazette and receive comments within 60 days,
- Requiring the Premier to either approve, or reject the application, irrespective of objections from the public or private sector without having to quote reasons.

In either of the above events, applying the provisions of Act 113 of 1991 permits the Premier to set aside certain legislative limitations, and restrictive title deed conditions as part of the township establishment process. At the same time, the process also has a potentially shorter township establishment timeframe than is the case with the Land Use Planning Ordinance of 1985 (Beresford, 2000:5, 39-40).

2.4.2 The Housing Arrangements Act, (Act 155 of 1993)

Given the fragmented nature of housing policy and delivery during the NHF negotiations, the Forum recognised the need to establish interim institutional arrangements in order to exercise sufficient control over the housing sector during the interim phase. Following negotiations between the NHF and the Government, an “*Aide Memoire* to (the) Record of Understandings on Interim Arrangements for Housing” was adopted in July 1993 (see paragraph 2.2). These negotiations were afforded legal status with the promulgation of the Housing Arrangements Act, Act 155 of 1993 (Gardner, 1996:92-97). In short, the main aim of the Act was:

- The establishment of a National Housing Board to advise Government on issues of National Housing Policy,
- The establishment of four Regional Housing Boards in the (previous) four provinces, as well as
- The amalgamation and joint operation of housing funds and certain housing institutions of the old Own Affairs administrations, by April 1994 (WPoH: 1994: 18-19).

2.4.3 The Interim Constitution of the RSA, (Act 200 of 1993)

As indicated already, the NHF and the Constitution-making processes were conducted in parallel with the adoption of the Interim Constitution. Of relevance to this section is the fact that issues like housing, together with related functions such as Local Government, regional planning and development, roads, as well as urban and rural development were set out as concurrent competencies between National and Provincial Government. These concurrent competencies are outlined in Schedule 6 of the Interim Constitution, (Act 200 of 1993).

2.4.4 The Local Government Transition Act, (Act 209 of 1993)

The Local Government Transition Act (Act 209 of 1993) (the LGTA) introduced the concept of Integrated Development Plans (IDP's), which each municipality was required to prepare in terms of Land Development Objectives, which again was required in terms of the Development Facilitation Act. IDP's are discussed in more detail in the following chapter.

2.4.5 The Housing Amendment Act, (Act 8 of 1994)

Following the general elections in 1994, the Housing Arrangements Act (1994) had to be aligned with the changes brought about as a result. As such, the Housing Amendment Act (Act 8 of 1994) was promulgated to provide primarily for:

- the replacement of the (previous) four existing Regional Housing Boards with nine Provincial Housing Boards, and
- the extension of the availability of subsidies to previous Self-Governing Territories and the so-called Independent Homelands.

2.4.6 The Development Facilitation Act, (Act 67 of 1995)

The Development Facilitation Act (Act 67 of 1995) (the DFA) which was promulgated on 4 October 1994 included many of the principles and approaches developed by the NHF's Joint Technical Committee (JTC) on Land and Services. The DFA is broadly considered to be the first piece of legislation formulated within the context of the Interim Constitution and the RDP (Abrahams & Rantete, 1996:240).

The DFA was seen primarily to provide a coherent framework for land development according to a set of binding principles to speed up the approval of development projects, and to provide for the overhaul of the existing planning framework in operation at the time (National Development and Planning Commission, 1999:ii) (ND and PC). According to the ND and PC (1999:23) the principles contained in the DFA represented a rejection of the low density, sprawling, and fragmented forms of development established during Apartheid, and called for more compact, integrated and mixed-used settlement forms.

According to Parnell & Pieterse (1999:74) the three major premises contained in the DFA which promise to transform the spatial legacy of repression are:

- the provision of mechanisms for the rapid delivery of land to historically disadvantaged communities,
- the establishment of Land-Development Objectives (LDO's) by local authorities, which must be committed to redressing Apartheid injustices. Once approved, LDO's would assume statutory power, and
- the establishment of a Planning Commission to review the legislative and institutional framework of planning in South Africa. The Commission published its Draft Green Paper on Development and Planning during 1999.

Although the chapter 1 principles of the DFA apply to all land development and spatial planning in South Africa, the Western Cape and Kwazulu-Natal Provinces have not adopted the DFA (Parnell & Pieterse, 1999:83).

2.4.7 The Constitution of the Republic of South Africa (Act 108 of 1996)

Following the adoption of the final Constitution of the Republic of South Africa, the right to housing was elevated to a basic human right. In terms of Section 26 of the Constitution, all South Africans are afforded the right of access to adequate housing, while the Government is charged with the duty to take reasonable legislative and other measures, within its available resources, to achieve this right on a progressive basis.

2.4.8 The Housing Act (Act 107 of 1997)

The Housing Act (Act 107 of 1997), which came into operation (with the exception of a few clauses) on 1 April 1994, now forms the supreme housing law in South Africa. The Act upholds the right of all South Africans to access to adequate housing, and therefore gives legislative status to section 26 of the Constitution. As indicated earlier in this chapter, the Housing Act, (1997) recognises the fact that housing fulfills a basic human need, represents both a product and a process, is a product of human endeavour and enterprise, forms a vital part of IDP, forms a key sector of the national economy, and is vital to the socio-economic well-being of the nation.

In terms of its structure, the Housing Act outlines;

- the principles applicable to housing development (part 1) and
- the roles and responsibilities of the National (part 2), Provincial (part 3) and Local spheres of Government (part 3).

The Act also abolishes the National Housing Board and replacing it with the South African Housing Development Board, which must advise the Minister of Housing on, and monitors the implementation of national policy. The Act also renames the Provincial Housing Boards to Provincial Housing Development Boards, which must administer and approve finance for national and provincial housing programmes, and advise the Provincial Housing Member of the Executive Committee (MEC) on housing development in the Province. The Act also authorises Provincial legislatures to promulgate provincial housing legislation.

Part 5 of the Act establishes a South African Housing Fund as the public fund for financing/administering national and provincial housing developments funds consistent with national housing policy. The section also obliges Provincial Governments to establish their own Provincial Housing Development Funds.

Part 6 of the Act provides for the termination of housing arrangements as follows, namely;

- the abolition of the National Housing Board;
- regulate arrangements regarding assets and liabilities of the NHB;
- the transfer of certain property from Provincial Housing Development Boards to municipalities;
- the transfer of money in certain funds to municipal operating accounts, as well as
- the termination of the Discount Benefit Scheme.

The final section (part 7) contains general provisions regarding delegations, submission of annual reports to the Minister and Parliament, and the repeal of previous housing legislation.

Since the inception of the main Act, it has since been amended thrice, namely by:

- The Housing Amendment Act, (Act 28 of 1999),
- The Housing Second Amendment Act, (Act 60 of 1999), and
- The Housing Amendment Act, 2001 (Act 4 of 2001).

2.4.9 The Housing Consumer Protection Measures Act, (Act 95 of 1998)

The Housing Consumer Protection Measures Act (1998), became effective from 1 November 1999 for the protection of housing consumers, as well as for the establishment and functioning of a National Home Builders Registration Council (the Council). In terms of the Act, the objectives of the Council are *inter alia*, to:

- a) represent the interest of housing consumers by providing warranty protection against defects in new homes,
- b) regulate the home building industry,
- c) provide protection to housing consumers in respect of the failure of home builders to comply with their obligations in terms of the Act,
- d) establish and promote ethical and technical standards in the home building industry,
- e) improve structural quality in the interest of housing consumers and the home building industry,
- f) promote housing consumer rights and to provide housing consumer information,
- g) communicate with and assist home builders to register in terms of the Act,
- h) assist home builders, through training and inspection, to achieve and maintain satisfactory technical standards of home building, as well as to
- i) oblige homebuilders to take out insurance against a number of factors contemplated in terms of section 23(9) of the Act.

As is evident from the objectives of the Act, its aim is to protect housing consumers from inferior workmanship. Initially, the Act only applied to houses costing more than R20 000,00 and therefor excluded houses constructed with State housing subsidies. The current status however is that in terms of section 18 of the Act, a Provincial Housing Development Board cannot approve a housing development project unless the home builder(s) involved in such project is/are registered with the Council.

In terms of various sections of the Act, the Council is required to:

- register all home builders (section 10),
- withdraw registration of a home builder where such home builder has been found guilty of an offence in terms of the Act (section 11),
- publish a Home Building Manual containing NHBRC technical requirements (section 12),
- establish a fund for the purpose of providing assistance to housing consumers where the home builder fails to meet their requirements in terms of the Act (section 15),
- for the training of historically disadvantaged home builders, and
- to appoint inspectors for the inspection of homes constructed in terms of the Act (section 19).

The first phase of the Housing Consumer Protection Act (1998) came into operation on 4 June 1999, which implies that the National Home Builders Registration Council is now recognised as a statutory body in terms of the Act,

(<http://www.gcis.gov.za/docs/publications/yearbook/chap14pdf>, 2001:352).

2.4.10 The Local Government: Municipal Structures Act, (Act 117 of 1998)

The Local Government Municipal Structures Act (1998), (The Structures Act) should be considered as part of a series of legislation transforming Local Government in South Africa in accordance with the Constitution and the WPolG.

In terms of the preamble to the Structures Act, the Constitution (1996) *inter alia* establishes:

- Local Government as a distinctive sphere of Government, interdependent and interrelated with the National and Provincial spheres of Government,
- Agreement on the fundamental importance of Local Government to democracy, development and nation building in South Africa,
- Recognition of massive poverty, gross inequalities in municipal services, and disrupted spatial, social and economic environments in which people continue to live and work,
- Agreement on a vision of democratic and Developmental Local Government, in which municipalities fulfil their constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all people can lead uplifted and dignified lives, and
- The need for municipalities to embark on the final phase in the Local Government transition process to be transformed in line with the vision of developmental and democratic Local Government.

Given the above platform, the objectives of the Structures Act are:

- To provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities,

- To establish criteria for determining the category of municipality to be established in an area,
- To define the types of municipality that may be established within each category,
- To provide for an appropriate division of functions and powers between categories of municipality,
- To regulate the internal systems, structures and office-bearers of municipalities,
- To provide for appropriate electoral systems, and
- To provide for matters in connection therewith.

It is noted here that the Structures Act is primarily of administrative importance and as such, no further discussion in relation to this study is offered.

2.4.11 The Western Cape Planning and Development Act, (Act 7 of 1999)

In terms of its preamble, the Western Cape Planning and Development Act (1997), (the WCP and DA), was enacted to *inter alia*,

- Replace racially based planning and development legislation,
- Establish a system for development planning in the Western Cape Province, and consolidate legislation in the Province pertaining to provincial planning, regional planning and development and urban and rural development into a single law,
- Provide frameworks, and norms and standards with the view to establishing and maintaining standards essential to orderly coordinated planning and development or to the promotion of integrated social and economic development where provincial or regional interests require,
- Provide for principles and lay down policies, guidelines and parameters for planning and sustainable development where provincial or regional interest require, including environmental protection and land development management,
- Provide for the establishment of a Planning Review Board, and
- Provide for accelerated development processes, especially with regards to the removal of restrictions and land development where health, human need, the

restitution of land rights, tenure upgrade or security and other reasons necessitate the acceleration of normal development procedures.

In terms of Sections 4(1)(a) and (b) of the WCP and DA, the Provincial Minister is empowered, after consultation with municipalities and Development Councils, and in consultation with other Provincial Ministers concerned, to prepare and submit to the Provincial Cabinet for approval,

- (a) A provincial Integrated Development Framework, and
- (b) A provincial sectoral plan in respect of the Province or region, which affects more than one District Council area.

Section 2(1)(24) of the WCP&DA describes an Integrated Development Framework as a framework which deals with the integration of different strategies and sectoral plans relating to development such as economic, spatial, social, infrastructural, housing, institutional, fiscal, land reform, transport, environmental and water plans, to attain the optimal allocation of scarce resources in a particular geographical area, and includes an Integrated Development Plan as defined in Section 10B of the LGTA, 1993. Given the use of the word “includes” in the previous definition, it is unclear whether the IDP is a part of the integrated development process, or whether the concepts are used interchangeably. According to Beresford (2000:12), the concept of IDP was given wider and significantly more content in the Municipal Systems Bill (now an Act) than in the LGTA, 1993, and presumes therefore that the terms are used interchangeable, and thus refers to an integrated planning process for a municipal area which has a strong spatial component.

Beresford (2000:11) also argues that the WCP and DA was enacted because the Western Cape opted not to implement the National Government’s DFA, and further, that the WCP and DA flies in the face of the spirit of the DFA, by placing substantial emphasis on the role of the Provincial Government as the overseer and reviewer of decisions taken by a municipality on planning related issues.

2.4.12 The Rental Housing Act (Act 50 of 1999)

The Rental Housing Act (1999), was passed in Parliament in September 1999, in terms of which it is recognised that,

- rental housing forms a key component of the South African housing sector,
- there is a need to promote the provision of rental housing in South Africa,
- there is a need to balance the rights of tenants and landlords and to create mechanisms to protect both tenants and landlords against unfair practices and exploitation, and
- the need to introduce mechanisms through which conflicts between tenants and landlords can be resolved speedily at minimum cost to the parties.

In terms of its scope, the Rental Housing Act (1999) sets out to;

- define the Government's responsibility in respect of rental housing property (chapter 1),
- Government's responsibility to promote, and measures to increase the provision of rental housing property, including the introduction of a national rental subsidy housing programme (chapter 2),
- lay down general principles to guide relations between tenants and landlords (chapter 3), including the establishment of Provincial Rental Housing Tribunals (chapter 4) and
- to repeal the Rent Control Act of 1976.

In the Explanatory Memorandum to the Housing Rental Bill (1998), the Government recognised the shortage of low cost rental housing stock in South Africa (Housing Rental Bill, 1998:21). At the same time, the Housing Rental Bill also acknowledged the inadequate nature of the informal housing sector, where the subletting of backyard shacks and allotments in informal areas and squatter settlements on the urban periphery were commonplace. The Housing Rental Bill also recognised that national

housing policy tends to promote home ownership ahead of rental housing, despite the fact there are large numbers of South Africans who, as a result of their migratory patterns, do not wish to own their homes (Housing Rental Bill, 1998:22). The promulgation of the Rental Housing Act (1999) is therefore aimed at filling that gap in South Africa.

2.4.13 The Local Government: Municipal Systems Act, (Act 32 of 2000)

The Municipal Systems Act (2000), (The Systems Act) describes the following matters in relation to Local Government, namely:

- The legal nature, rights and duties of municipalities (Chapter 2),
- Assign municipal functions and powers to municipalities in terms of the Constitution (Chapter 3),
- Prescribes the development of mechanisms, processes and procedures for community participation (Chapter 4),
- Establishes an enabling framework for Integrated Development Planning (Chapter 5),
- Establishes a performance management system (Chapter 6),
- Prescribes basic values and principles governing local public administration and human resources (Chapter 7),
- Develop mechanisms for the provision of municipal services, including tariffs (Chapter 8),
- Develop a framework for the management of credit control and debt collection (Chapter 9),
- Provide for national and provincial monitoring and standard setting (Chapter 10),
- Provide for legal matters pertaining to local authorities (Chapter 11),
- Various miscellaneous matters (Chapter 12) as well as schedules containing a code of conduct for Councillors (Schedule 1) and municipal staff members (Schedule 2).

In addition, the Systems Act gives meaning to terms such as *developmental government*, *integrated development and sustainability*, and defines 'development' as including integrated social, economical, infrastructural, institutional, spatial, and human resources development, which should lead to the improvement in the quality of life of especially the poorer segment of communities. The Systems Act also describes what is meant by *financially sustainable* in relation to the provision of municipal services (Scheepers, 2000:47).

In relation to its planning function, Section 23 enjoins municipalities to undertake developmentally-oriented planning in order to ensure that it;

- Strives to achieve the objects of Local Government as set out in Section 152 of the Constitution,
- Gives effect to its development duties as required by Section 153 of the Constitution, and
- Together with other organs of State, contribute to the progressive realisation of the fundamental rights contained in Sections 24,25,26,27, and 29 of the Constitution.

Not only must municipalities undertake the afore-mentioned activities, but are also required to do so within the framework of cooperative government as set out in Section 41 of the Constitution (Section 34 of the Systems Act).

2.4.14 The Local Government Municipal Finance Bill (2000)

The Municipal Finance Bill (2000) has its roots in Section G of the WPoLG, and forms part of the series of legislative measures giving effect to the policies set out in the WPoLG. The Bill should therefore be read in conjunction with other legislation based on the WPoLG.

The Municipal Finance Bill, (2000) deals with various financial management matters, and where-as its stated objectives are to secure transparency, accountability and sound management of the revenue, expenditure, assets and liabilities of the Local Government institutions. Of importance to this study, chapter 4 of the Bill sets out the annual budgeting process within a multi-year framework, and in accordance with the municipal IDP.

2.5 Conclusion

This chapter traced the evolution of the current national housing policy by discussing the historical, policy and legislative contexts in which the policy was developed. With regards to the historical context, the conditions pertaining to the State housing sector in the early 1990's are sketched, as is the role of the National Housing Forum in attempting to build an emerging consensus on a new housing policy for South Africa. In addition, the policy context is discussed against the backdrop of the Government's attempts to coordinate the different development activities of the National, Provincial and Local Governments. As such, the development of a new housing policy, as eventually finding expression in the White Paper on Housing (1994), is discussed against the backdrop of the RDP, GEAR and the Urban Development Framework. Finally, the legislative context is discussed against various legislation relevant to the housing policy process.

This chapter contains reference to the fact that housing should not only be considered as an end product, but that much of the success of building sustainable communities in South Africa, indeed rest on engaging in sustainable housing processes. As such, the preamble to the Housing Act (1997) recognises housing not only as a product, but also as a process approach. At the same time, it is acknowledged that the provision of sustainable housing processes cannot happen in isolation, but must be conducted holistically as an integral part of the broader development process of the country as a whole. As such, the development of the current housing policy and legislation is

analysed in the context of various policies and programmes instituted by the Government, for example, the RDP, GEAR and the Urban Development Framework.

Given the importance of housing in building these 'new' sustainable communities, the following chapter considers the provision of housing in the context of IDP.

CHAPTER THREE: OUTLINE

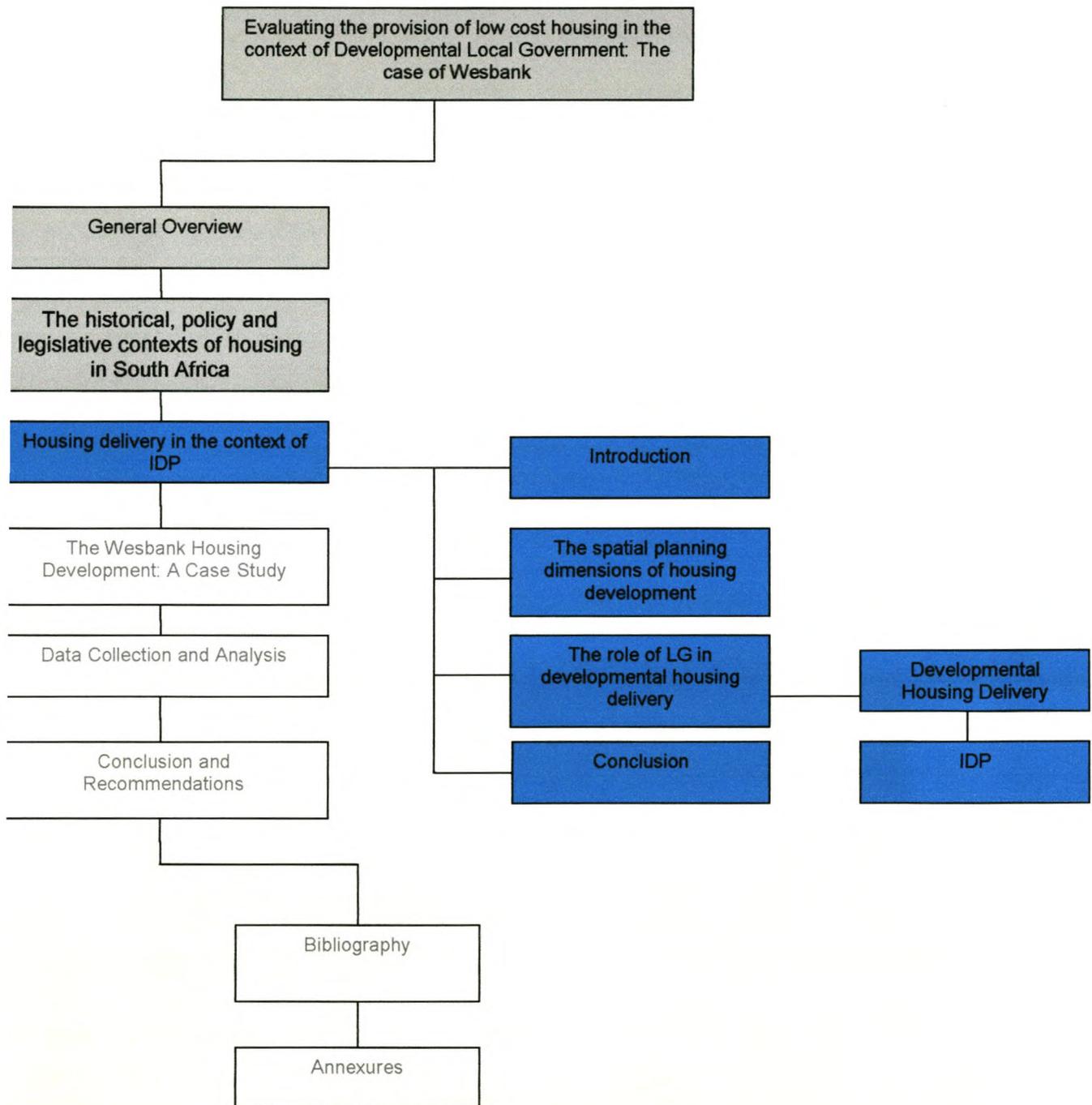


FIGURE 3: Chapter 3: Outline (Adapted from Steenekamp, 1996:2)

CHAPTER THREE

HOUSING DELIVERY IN THE CONTEXT OF INTEGRATED DEVELOPMENT PLANNING (IDP)

3.1 Introduction

As argued in the previous chapter, the housing delivery process cannot be conducted in isolation, and must be approached holistically as an integrated process requiring coordination and integration by a wide range of public and private stakeholders. This view is acknowledged by the South African Government's values of sustainability, viability and integration as contained in the overall vision for housing delivery in South Africa (NHC, 2000:3,73). This vision of integration is embedded in the Housing Act (1997), where-in housing development is defined as *"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 which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:*

- (c) *permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and*
- (d) *potable water, adequate sanitary facilities and domestic energy supply."*

In an effort to locate the context of the housing development process, this chapter explores housing development in respect of its spatial planning dimensions, where-after housing development is considered within the context of Developmental Local Government.

Developmental Local Government, which places municipalities at the heart of planning for improved human settlements, is in turn explained using IDP as a potentially powerful tool to realise the vision of Developmental Local Government.

3.2 The spatial planning dimensions of housing development

Any discussion on the spatial planning dimensions of housing development has to take into account the history of spatial planning in South Africa. According to Mabin (in Parnell *et al*, 2002:40), planning as a Local Government activity has generally denoted attempts to allocate the use of scarce resources of various kinds. Where the contents and objects of Local Government have therefore sometimes tend to refer particularly to planning in relation to land-use functions, at other times it tend to attach a wider meaning to planning. In interpreting their appointment brief, the National Development and Planning Commission (the ND and PC)(1999:1-2) acknowledged that initial debate within the ND and PC reflected a terminological confusion relating to planning matters within South Africa. It therefore led to the need, from the ND and PC's perspective, to develop a common understanding on a terminological approach. The ND and PC thus reached consensus that land planning was just one sub-set of the broader concerns of more holistic development planning. The ND and PC further accepted the notion of spatial planning on the understanding that development spatial planning decisions would only be possible as part of the full range of social, cultural, economic, political, environmental and technological issues which impacted upon, and which are affected by those decisions. As such, it was agreed that the term "spatial planning" would refer to the organisation of space, rather than the narrower definition of land, as was customary within the planning debate.

With the publication of the Draft Green Paper on Development Planning, the ND and PC (1999:4-5) argued that since all South African Governments prior to 1994 was elected by a minority of the population, the definitions, problems and the planning systems created to address them, primarily reflected minority interest. The implementation of the

Group Areas Act, which enforced separate development, resulted in forced removals in rural areas, increasingly inequitable access to urban and rural economic, social and political resources along racial and ethnic lines, as well as the characteristic segregated and alienated urban 'townships'. All of these activities were also accompanied by the rapid growth in planning as a distorted and repressive activity that took political ideology, rather than people-centered ethical considerations as its starting point (Section 2.1.1.3). As a result, the planning system in South Africa became complexly fragmented along a number of lines, notably;

- across scales (i.e. national, provincial and local),
- across race-groups (i.e. different race groups operated under different planning systems),
- across ethnic lines,
- across geographical areas,
- across different provinces,
- across jurisdictional boundaries, and
- across sectoral uses (i.e. different line functional departments undertook planning independently from one another, or the so-called "silo-approach" where different norms and standards prevailed)(Section 2.1.2.1).

Following the adoption of the Interim Constitution in 1994, new constitutional requirements such as cooperative governance, accountability for decision-making, the promotion of social and economic rights and the protection of the environment created imperatives which affected planning in South Africa. The promulgation of the Development Facilitation Act (1995) (DFA), has shifted the focus of planning legislation from being control-oriented towards being normatively based (Section 2.1.3.1).

According to Mabin (in Parnell *et al*, 2002:44), the driving philosophy of the DFA can be found in two different threads, namely;

- speeding up land development and removing the cumbersome obstacles of the past, and
- getting Local Government to think ahead in order to shape the physical and development future of its surrounds.

In similar vein, Parnell & Pieterse (1999:74) argue that the DFA identifies three major aspects that would be crucial to the changing urban landscape in South Africa, namely;

- the provision of mechanisms for the rapid delivery of land for historically disadvantaged communities,
- the establishment of land development objectives (LDO's) by local authorities which must be overtly committed to redressing Apartheid injustices, and
- the establishment of a planning commission to review the legislative and institutional planning framework of South Africa.

In addition, Parnell & Pieterse (1999:65) argue that the building of a post-apartheid society seemed to depend on at least four issues, namely

- the total re-orientation of the planning apparatus inherited from the segregationist and Apartheid state,
- the physical and economic reconstruction of the racially divided city,
- the introduction of a transparent and unified system of urban revenue creation, and
- the social, political and psychological incorporation of all Black South Africans into legitimate State structures and the sensitization of the state to survival systems and social networks that dominate the lives of the majority of poor citizens.

It should be noted that while municipalities are required to produce LDO's, both the Provinces of the Western Cape and Kwazulu-Natal have opted not to adopt the DFA. Instead, the Western Cape Province adopted the Western Cape Planning and Development Act, 1999 (Act 7 of 1999), to provide general planning principles similar to those contained in the DFA for the Province (Ceaser, 1999:31). All Local Authorities

are however required by the Systems Act (2000), to annually compile Integrated Development Plans that conform to LDO's. Integrated Development Planning therefore represent the core purpose of Local Government and guides all aspects of revenue raising and service delivery activities, while also representing the primary tool to ensure integration of Local Government activities with other spheres of development planning at provincial, national and international levels (Parnell & Pieterse, 1999:77). Developmental Local Government therefore places municipalities at the heart of planning for improved human settlements, and which emphasises Integrated Development Planning as a potentially powerful tool to realise the vision of Developmental Local Government (ND and PC, 1999:9).

3.3 The role of Local Government in developmental housing delivery

In attempting to promote the aforementioned vision, Government acknowledged that "*Local Government has a critical role to play in rebuilding local communities and environments as the basis for a democratic, integrated, prosperous and truly non-racial society*" (WPoLG: 1998:ix). As such, Section 153 of the Constitution (1996), enjoins a municipality to:

- (a) structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and
- (b) participate in National and Provincial development programmes.

Section 152 of the Constitution, 1996 also sets out a number of non-racial, democratic objectives with the goal of entrenching equal opportunities for all at a local level (Parnell & Pieterse, 1999:73). Given the Constitutional commitment by Government to avail its available resources to ensure adequate access to housing, health care, education, food, water and social security, the Ministry for Provincial Affairs and Constitutional Development in 1998 produced the White Paper on Local Government as a framework

in which municipalities could develop their own strategies to meet the needs and promote the social and economic development of communities (WPoLG, 1998:17). According to Parnell & Pieterse, (1999:73) these strategies, which together reflect a different approach to the management of urban areas, “are referred to as Development Local Government.” Olfield (in Parnell *et al*, 2002:92) agrees that the design of South African Developmental Local Government attempts to create a framework for sustainable urban governance. In order to achieve these developmental outcomes, the WPoLG (1998:26) advances three inter-related approaches to assist municipalities to become more developmental namely:

- Integrated Development Planning and budgeting,
- performance management, and
- working together with local citizens and partners.

While these three approaches are interrelated, this chapter will concentrate primarily on the relationship between housing delivery within the context of IDP. While the remaining two approaches will not be discussed, it is assumed that a properly implemented IDP process will accommodate the elements of both approaches.

3.3.1 Developmental housing delivery

In respect of developmental housing delivery, the Housing Act (1997), ushers in a new and substantial role for Local Government by obligating every municipality, as part of its IDP processes, to take all the necessary steps within the framework of national and provincial housing legislation and policy to ensure that its communities have access to adequate housing and related services on a progressive basis. In addition, municipalities are also required, *inter alia*, to set housing delivery goals, identify and designate land for housing development, and create and maintain an environment conducive to housing development which is financially and socially viable (Section 9).

Given this substantial new role of housing delivery in terms of the Housing Act (1997) as part of its IDP process, it is considered useful to explore the IDP as a developmental tool.

3.3.2 Integrated Development Planning (IDP)

The WPoLG (1998:27) defines Integrated Development Planning as a process through which a municipality can establish a development plan for the short, medium and long term, and which enables a municipality to:

- assess its current social, economic and environmental reality,
- determine community needs through close consultation,
- develop a vision for development in the area,
- conduct audits of available resources, skills and capacities,
- prioritise these needs in order of urgency and long-term importance,
- develop integrated frameworks and goals to meet these needs,
- formulate strategies to achieve the goals within specific time frames,
- implement projects and programmes to achieve key goals, and
- use monitoring tools to measure impact and performance.

According to Parnell & Pieterse (1999:78), integrated development recognises the complex inter-relationship between various aspects of development, and suggest that any sustainable and successful strategy must address all such elements in a coordinated manner. Given the inter-relatedness of the development of these aspects which include the political, social, economic, environmental, ethical, infrastructural and spatial dimensions, it would necessarily be impossible to address one dimension only and expect to make a substantial impact on poverty and inequality. The National Development and Planning Commission (1999:22) indicates that the IDP has different dimensions, namely:

- that the term “integrated” implies that it pulls together social, economic, environmental, spatial, cultural and political concerns into a single act of processes, as well as;
- the integration of implementational and directional issues and the alignment of internal corporate management issues with external influences, while
- the term “development” refers to a holistic approach to planning the various activities.

In the context of housing development at the local sphere, local authorities are required to align the delivery of houses to other spatial initiatives such as transportation plans, water plans, educational plans, economic development plans and the like (ND and PC: 1999:62). Integrated Development Planning therefore refers to a number of different dimensions to the planning activity as opposed to just the delivery of housing products.

Of importance to the housing delivery process, the Systems Act (2000) compels a municipality to undertake “developmentally oriented planning” to ensure that it:

- strives to achieve the objectives of Local Government as required by Section 152 of the Constitution (1996),
- give effects to its developmental duties required by Section 153 of the Constitution, and contribute to the notion of co-operative government (Section 41 of the Constitution) to the progressive realisation of fundamental human rights contained in sections 24, 25, 26, 27, and 29 of the Constitution (1996).

Not only does the Systems Act (2000) prescribes the process adopting municipal IDP's (Section 26), but also prescribes the core components to which local IDP's must subscribe, namely:

- (a) the municipal Council's vision for the long term development of the municipality, with special emphasis on their most critical development and internal transformation needs,

- (b) an assessment of the existing levels of development in the municipality, which must include an identification of communities with no access to basic municipal services,
- (c) the Council's development priorities for its elected term (or term of office) including its local economic development (LED) aims and its internal transformation needs,
- (d) the Council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation,
- (e) a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality,
- (f) the Council's operational strategies,
- (g) applicable disaster management plans,
- (h) a financial plan, which must include a budget projection for at least the next three years, and
- (i) the key performance indicators and performance targets determined in terms of Section 41 of the Systems Act (2000).

As indicated in the previous chapter, the Housing Act, (1997) now represents the primary legislation with regards to housing development in South Africa. As such, Section 9 of the Housing Act, (1997) emphasises the integrated nature of housing delivery by setting out the following functions of municipalities with regards to housing development namely:

9 (1) to ensure that the municipality, as part of its Integrated Development Planning, take all reasonable and necessary steps within the framework of national and provincial legislation and policy to:

- (a) Ensure that:
 - (i) the inhabitants of its area of jurisdiction have access to housing on a progressive basis,

- (ii) conditions not conducive to the health and safety of the inhabitants are prevented or removed,
 - (iii) services in respect of water, sanitation, electricity, roads, stormwater drainage and transport are provided in a manner, which is economically efficient,
-
- (b) Set housing delivery goals in respect of its area of jurisdiction,
 - (c) Identify and designate land for housing development,
 - (d) Create and maintain a public environment conducive to housing development which is financially and socially viable,
 - (e) Promote the resolution of conflicts arising in the housing development process,
 - (f) Initiate, plan, coordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction,
 - (g) Provide bulk engineering services, and revenue generating services in so far as such services are not provided by specialist utility suppliers, and
 - (h) Plan and manage land use and development.

Coupled to the aforementioned functions of municipalities, Section 2 of the Housing Act, (1997) under the heading 'General principles applicable to housing development' requires that all three spheres of Government must,

- (a) give priority to the needs of the poor in respect of housing development,
- (b) consult meaningfully with individuals and communities affected by housing development,
- (c) ensure that housing development:
 - (i) provides as wide a choice of housing and tenure options as is reasonably possible,
 - (ii) is economically, fiscally, socially, and financially affordable and sustainable,
 - (iii) is based on **Integrated Development Planning** (my emphasis) and

- (iv) is administered in a transparent, accountable and equitable manner, and upholds the practice of good governance, and
 - (v) encourage and support individuals and communities in their efforts to fulfill 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,
- (d) (this section of the Act is not applicable in this context, and is only included in the text to ensure consistency in numbering),
- (e) Promote:
- (i) education and consumer protection in respect of housing development,
 - (ii) conditions in which everyone meets their obligations in respect of housing development,
 - (iii) the establishment, development and maintenance of socially and economically viable communities and of safe and healthy living conditions to ensure the elimination and prevention of slums and slum conditions,
 - (iv) the process of racial, social, economic and physical integration in urban and rural areas,
 - (v) the effective functioning of the housing market while leveling the playing fields and taking steps to achieve equitable access for all to that market,
 - (vi) measures to prohibit unfair discrimination on the ground of gender and other forms of unfair discrimination by all actors in the housing development process,
 - (vii) higher density in respect of housing development to ensure the economical utilisation of land and services,
 - (viii) The meeting of special housing needs, including the needs of the disabled,
 - (ix) The provision of community and recreational facilities in residential areas,

- (x) The housing needs of marginalised women and other groups disadvantaged by unfair discrimination, and
- (xi) The expression of cultural identity and diversity in housing development,
- (f) Take due cognisance of the impact of housing development on the environment,
- (g) Not inhibit housing development in rural or urban areas,
- (h) In the administration of any matter relating to housing development,
 - (i) Respect, protect, promote and fulfill the rights in the Bill of Rights of the Constitution,
 - (ii) Observe and adhere to the principles of cooperative government and intergovernmental relations in terms of section 41(1) of the Constitution, and
 - (iii) Comply with all other applicable provisions of the Constitution, and
- (i) strive to achieve consensus in regard to the policies of the respective spheres of Government in respect of housing development,
- (j) observe and adhere to the principles of Chapter 1 of the DFA, (1995) in respect of housing development.
- (k) Use public money available for housing development in a manner which stimulates private investment in, and the contributions of individuals to, housing development,
- (l) Facilitate active participation of all relevant stakeholders in housing development and,
- (m) Observe and adhere to all principles for housing delivery that the Minister of Housing may, by notice in the Gazette, prescribe.

When one compares the different requirements for Integrated Development Planning in the Systems Act (2000) and the general requirements for municipalities with regards to housing development in the Housing Act (1997), it becomes evident that Local

Government is located at the cutting edge of planning in that it is the focus within which most spatial decisions are appropriately made (ND and PC; 1999:3).

3.4 Conclusion

This chapter considered housing delivery within the context of its spatial planning dimensions. Prior to 1994, planning in South Africa has always been linked to a minority political ideology, which resulted in a distorted and repressive activity, which considered political ideology, rather than people-centered ethical considerations as its starting point. Following the adoption of the Interim Constitution in 1994 however, new constitutional requirements such as cooperative governance, accountability, the promotion of social and economic rights and the protection of the environment created imperatives, which affected planning in South Africa. The promulgation of the Development Facilitation Act in 1995 has further shifted the focus of planning legislation from being control-oriented towards being normatively based and people-centered.

This new environment created a new role for Local Government to rebuild local communities and environments as the basis for a democratic, integrated, prosperous and non-racial society. This new environment ushered in a fundamentally different approach to the management of urban areas, and has since become known as "Developmental Local Government." In order to achieve these developmental outcomes, three inter-related approaches were introduced to assist municipalities to become more developmental namely: Integrated Development Planning and budgeting, performance management, and working together with local citizens and partners. While these three approaches are interrelated, this chapter concentrated primarily on the relationship between housing delivery within the context of the IDP.

Emphasising the inter-relatedness of Developmental Local Government, the Housing Act, (1997) introduced a new and substantial role for Local Government by obligating every municipality, as part of its IDP processes, to take all the necessary steps within the framework of National and Provincial housing legislation and policy to ensure that its

communities have access to adequate housing and related services on a progressive basis. This requires municipalities to set housing delivery goals, identify and designate land for housing development, and create and maintain an environment conducive to housing development, which is financially and socially viable.

Given this requirement of integrated housing delivery, the following chapters will determine whether the Wesbank housing project, which is the case study, displays the characteristics set out in this chapter.

CHAPTER FOUR: OUTLINE

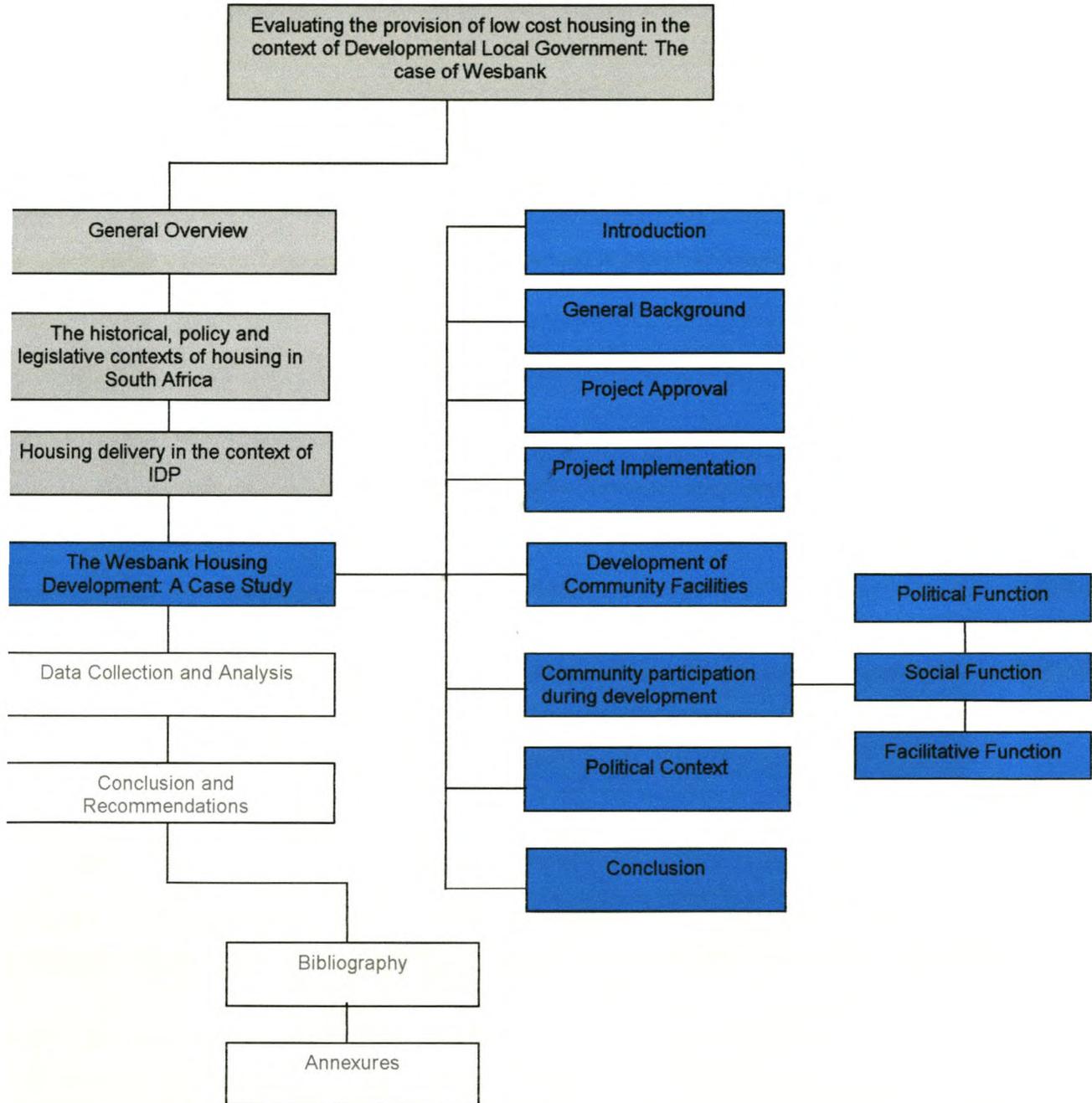


FIGURE 4: Chapter 4: Outline (Adapted from Steenekamp, 1996:2)

CHAPTER FOUR

THE WESBANK HOUSING DEVELOPMENT: A CASE STUDY

4.1 Introduction

The previous chapter explored the critical role of Local Government in developmental housing delivery. It was argued that the very concept of Developmental Local Government placed municipalities at the heart of planning for improved human settlements, and identified IDP as a potentially powerful planning tool for achieving such human settlements. It was also argued that the Housing Act of 1997 introduced a substantially new role for Local Government, in that municipalities are charged, within the framework of National and Provincial housing legislation and policy, to ensure that communities have access to adequate housing and related services on a progressive basis. Finally, it was indicated that integrated development recognised the complex inter-relationship between the various aspects of development, and suggested that for any strategy to be sustainable, it had to address all such elements in an holistic and coordinated manner.

In keeping with the problem statements posed in chapter one, this chapter explores the background to the Wesbank housing development, including the municipality's role in it, in order to determine whether the project complied with the principles of "sustainable housing development" as defined in the Housing Act of 1997. As such, the project history is explored relative to IDP principles. This implies that the municipality is required, *inter alia*, to set housing delivery goals, identify and designate land for housing development, and create and maintain an environment conducive to housing development that is financially and socially viable. Other issues to be explored include the project approval, project implementation, community participation, and the provision of community facilities for the development.

Although not constituting a major part of this chapter, allegations that the project was politically motivated, and therefore received priority development status ahead of the impending Local Government elections scheduled for November 1995, are also briefly referred to.

It should also be noted that this chapter attempts to provide an overview of the development of the area, and little or no attempt is made to provide an analysis of the development at this juncture. This will be done in the concluding chapter.

4.2 General background

Wesbank is a low-income housing development consisting of 5147 dwelling units which was developed in five phases between 1997 and 2000. Spatially, Wesbank is situated approximately 30 km from the centre of Cape Town, and is bounded to the north by the Stellenbosch Arterial Road, and to the south by Hindle Road, which links Blue Downs with Delft. The R300 freeway forms the western boundary of the area, and to the east by the Kuils River and the Nooiensfonteinvlei (Undated memorandum by the Director: Professional and Technical Services, Department of Housing, Local Government and Planning, Western Cape Province). Given its location, the area is located on the western bank of the Kuils River, hence it's eventual name.

The location of the area in its metropolitan context is depicted in Annexure A.

From a regional perspective, Wesbank is situated in the poverty stricken metropolitan south-east, which accommodates over 60% of the metropolitan population of Cape Town, but contains scarcely 16% of the formal employment opportunities in the City. By the same token, the area's economic contribution to the city's formal business turnover was less than 7% for the year 2000 (Provincial Development Council: Western Cape, 2002:15-17). Families occupying the said dwellings come mainly from the Oostenberg Administration areas, although an undisclosed number of families also come from the greater Cape Town area, as well as areas much further away. Economic activity in the

area is mainly of an informal nature with very little prospect of growing into viable business ventures, without massive external assistance in terms of financial and business-skills development.

From an environmental perspective, the area forms part of the Kuils River and Nooiensfonteinvlei floodplains, which are located within an environmentally sensitive area forming part of the Metropolitan Open Space System (MOSS), as identified by the Metropolitan Spatial Development Framework (MSDF) for the Cape Metropolitan Area (CMC, 1999: 13). Given the potential impact of the Wesbank development on the ecological character of the area, the Cape Metropolitan Council in May 1999 commissioned an Environmental Impact Assessment. The report recommended the formulation of a formal Management Plan for the area, and recommended a number of positive land use proposals to develop the economic potential of the area (CMC, 2000: Summary). At the time of finalising this study, the proposed management plan was not yet implemented.

The total area measured approximately 204 hectares, of which 135 hectares was suitable for development. The remaining portions are located below the 1:50 year flood line of the Kuils River. Of the total area, 39 hectares of land was initially unavailable for development, but became part of the development through undertaking mass earthworks during the development (Undated memorandum by the Director: Professional and Technical Services, Department of Housing, Local Government and Planning, Western Cape Province).

Since the Local Government elections held on 5 December 2000, the Oostenberg Municipality, which initially had jurisdiction over Wesbank, forms part of the City of Cape Town.

4.3 Project approval

In an undated memorandum tabled at a meeting of the Provincial Housing Development Board (the Housing Board): Western Cape on 16 April 1997 (Item 9.24), the Housing Board was advised that Wesbank was initially earmarked for residential development for low-income families as far back as 1995. According to the memorandum, a study commissioned by the Provincial Department of Housing in 1995, identified Wesbank as an area immediately suitable for low-income development, and which enjoyed the “very favourable” endorsement by the (then) Provincial Minister of Housing in the Western Cape, Mr Gerald Morkel. Apparently, the Minister was concerned with the slow progress in providing additional housing opportunities in the Blue Downs/Melton Rose area. These sentiments were confirmed by the author of the memorandum in an interview conducted by the researcher (Fourie, 2002:07:10). Since Wesbank resorted under the jurisdiction of the (then) Oostenberg Municipality, officials from the Provincial Housing Department made presentations to the Housing Committee of the (then) Oostenberg Municipality during October 1996, and again to a select group of senior officials of the Municipality during March 1997. According to the memorandum, both groups received the presentations “very favourably”, and requested that the development be proceeded with without avail. On the strength of such favourable endorsement by the parties concerned, including Mr Morkel, the author of the memorandum was instructed to proceed with the development as a matter of priority (Undated memorandum by the Director: Professional and Technical Services, Department of Housing, Local Government and Planning, Western Cape Province).

Arising from the aforesaid meeting, the Housing Board *inter alia* resolved to:

- acknowledge the proposed overall development of ‘West Bank’ as part of Melton Rose/Blue Downs,
- reserve approximately 5 500 capital subsidies totaling R94 875 000,00 (inclusive of the additional 15% premium for adverse soil conditions),

- make available an amount of R53 243 105,77 as an advance to enable the (Provincial) Department of Housing to proceed with the project on behalf of Oostenberg Municipality,
- subjected the approval of the project to the Department obtaining a mandate from the Oostenberg Municipality to proceed with the project on their behalf, and
- note that more than R8000,00 per beneficiary would be available for a top structure of at least 25m² (Extract of the minutes, approved as amended item No. 9.24 of the 16th meeting of the Housing Board held on 16 April 1997).

In considering the matter on 29 April 1997 (item 7.2.5), the Oostenberg Municipal Council *inter alia* resolved to:

- acknowledge the proposed overall development of Wesbank by the competent authority acting as agent for the Housing Board: Western Cape, in consultation with the local authority, and
- approve the procedure of development whereby erven and affordable houses would be developed through mass housing with funds made available and/or obtained by the competent authority as indicated above (Extract of the minutes of the Oostenberg Municipal Council held on 29 April 1997).

Arising from an increase in subsidies from 1 April 1999, the Executive Committee of the Housing Board on 9 November 1999 approved, as per item 6.15, an increase for the subsidy amount to R16 000, 00 per beneficiary in respect of 2943 still undeveloped erven. This represented an additional R1 150 000, 00 to the funding already approved by the Housing Board on 16 April 1997. At the same meeting, the Executive Committee of the Housing Board also resolved to reduce the project from 5500 to 5147 erven.

Notwithstanding the favourable endorsement of the above project by senior Oostenberg politicians and officials, there were also some concerns regarding the operational sustainability of the project in the longer term. Some of these concerns are addressed below, namely;

(i) Socio-economic analysis

In a meeting conducted between the coordinating planners and the Director of Economic Development and Planning of the Oostenberg Municipality, the latter expressed concern that insufficient planning of the demand for housing in Wesbank had been undertaken. The Director argued that no socio-economic survey was undertaken to determine the potential beneficiaries, where they come from and what their personal circumstances were. He finally expressed concern that without such a socio-economic analysis, Wesbank could potentially become a financial burden on the Council (memorandum dated 6 June 1997 from Macroplan).

(ii) Delivering municipal services

During the Council meeting held on 23 June 1998, the Council, via its Amenities and Health Committee was informed by the Director of Civil Services, on the precarious situation prevailing in the municipal area with regards to the delivery of municipal services to low-cost housing areas such as Wesbank. He bemoaned the Council's unwillingness to allocate additional staff or equipment to service these newly developed areas. He also reported that such services could only be delivered in these newly developed areas if those in other areas across the municipal services were significantly scaled down (Extract of minutes of the Council meeting held on 23 June 1998, item 7.9.3).

4.4 Project implementation

Physical development of the area was conducted in five phases over the duration of the project, which occurred between 1997 and December 2000. The area consisted of 5147 low-cost dwelling units made up of three different housing design types and sizes, namely simplex units (23,5 m²), duplex units (26m²) and fourplex units (28m²), together with planning provision for associated community facilities such as schools, churches,

business sites and recreational facilities. The simplex units are freestanding, while the duplexes are single-storey, semi-detached units, with the fourplex units consisting of four, single-storey attached units. At the time of the Wesbank development, this construction method represented a move away from the mono-type, single dwellings constructed in similar low-income developments across many parts of the city. In terms of a requirement of the Oostenberg Municipal Council, at least 10% of the housing construction was sub-contracted to emerging contractors, and local labour was to be used as far as possible (Meyer, Burger, van Baalen & Rheeder (2001: 29). Adherence to this requirement was however never monitored or reported upon, and there is no empirical evidence that such requirements were ever achieved.

Electricity provision to the area is done by ESCOM, a public utility company, and at the time of compiling this study, a significant bone of contention in the Wesbank community was the fact that residents did not receive their allocation of 20 kilowatts of free electricity per month, as was the case with their counterparts in many parts of the City, where the Local Authority is the service provider. They did however receive 6 kilolitres of free water every month.

4.5 Development of community facilities

As indicated in section 4.2, Wesbank is situated in the poverty stricken metropolitan south-east, which accommodates over 60% of the metropolitan population of Cape Town, but contains scarcely 16% of the formal employment opportunities in the City (Provincial Development Council: Western Cape, 2002:15-16). Two recently undertaken representative samples confirm this trend (Meyer et al, 2001; Oostenberg Municipality, 2001).

In addition to the 5147 dwellings units being provided in the development, planning provision allowed for a number of erven for non-residential purposes, namely 6 school sites, 6 commercial sites, 17 church sites, 9 crèche sites, 1 service station site, 1 community facility site and 27 public open space sites (Annexure A of item 7.8.1, Economic Development and Planning Committee, Oostenberg Municipality, 11 January 2000).

At the time of undertaking this study, community facilities and associated amenities such as clinics, schools or sports and recreation facilities were either non-existent or severely under-supplied. For example, five years after the first occupants moved in, the area has only one formal and one temporary primary school, as well as a clinic catering for children below six years of age. No major shopping complex exists in the area, and residents are generally dependent on a few corner shops, and a large number of informal house shops. All church sites have already been sold to church organisations, which at the time of compiling this study, were in varying degrees of development. A study conducted by Meyer *et al*, (2001, Survey outcomes), corroborates the notion that at the completion of the physical development of Wesbank, most, if not all of these community facilities remained non-existent.

Referring to the planning of schools in Wesbank, the Director: Professional and Technical Services, Department of Housing, Local Government and Planning, Western Cape Province (Undated memorandum, paragraph 5.1.6), indicated *“that the development still had to be discussed with the Department of Education in order to ensure timeous planning of school facilities”*. It also indicated that during the planning process, planners had to look at the provision of community facilities, health clinics, sport and recreational facilities, safety and security and social welfare. The memorandum envisaged that all the various line departments from the PAWC would be briefed to include the various identified community facilities on their capital expenditure programmes. In the final instance, the Oostenberg Municipality and other metropolitan authorities would be requested to budget for associated assets required *“to create a vibrant and sustainable community”* in Wesbank.

Judging from the above comments, no provision has (at that stage of the development at least), been made for the development of these facilities during the planning or the housing construction period, which is not in keeping with the principles of sustainable development. This despite the fact that an age profile analysis conducted by the project managers for the Wesbank development indicated that by June 1999, children younger than six years comprised 17% of Wesbank residents, while 26% of residents were between 6 – 15 years, and another 7% between 16 – 20 years old. Taken together, the survey therefore showed that by June 1999, when the presentation was received at the housing head office in Kuilsrivier, 50% of Wesbank residents represented a population younger than 20 years (BKS (Pty) Ltd: Undated). This represents a period of more than four years after the Housing Board approved the project. Media reports covering the lack of schools in the area are attached under Annexure B (Argus, 2000-06-30; Burger, 2000-07-18).

The non provision of community facilities in the area in general, and schools in particular notwithstanding, it is evident that no planning arrangements were made to ensure that school children who would eventually relocate to Wesbank, would have safe access to schools in the surrounding areas. Given the fact that the first residents moved to Wesbank during early 1999, it took planners more than a year, and the deaths of many individuals trying to cross the busy R300 freeway, to secure sufficient funding to provide a footbridge across the busy freeway. This despite the fact that planners should have been aware of the dangers of people, particularly school children, trying to cross the freeway (letter dated 2000-02-14 from the Head of the Department, Department of Planning, Local Government and Housing, Western Cape).

4.6 Community participation during development

As indicated in paragraph 3.3, one of the principles of Developmental Local Government involves the participation of citizens and partners in the development of their livelihoods. Given the fact that the Wesbank development represented a greenfields development, i.e. establishing a newly created community, no specific target community was in place at the time who could be consulted on issues pertaining to the development. At least, this was the situation prior to the development of phase one of the project. As such, the Oostenberg Municipality on 23 June 1998 appointed its Housing Committee to fulfill the role of target community. The Municipal Council argued that in the absence of a target community, councillors, as the official elected representatives of the communities they serve, were best placed to fulfill that role. As such, the Oostenberg Municipality mandated its Housing Committee to assume the following three specific functions in respect of a community participation role during the development of the project, namely a political, social and a facilitative function. These are briefly described below.

4.6.1 Political function

In terms of their assumed political function, the Housing Committee, as elected representatives for the Oostenberg municipal area would

- evaluate and approve development proposals in concert with the low-cost housing strategy for the Oostenberg municipal area,
- approve and recommend all planning, design and housing proposals on the advice of the officials,
- if necessary, seek political support for the respective project phases and development proposals, as well as
- market and defend the development politically to the broader community.

4.6.2 Social function

In terms of their assumed social function, the Housing Committee would,

- in concert with the housing department, identify the needs of the potential beneficiaries who comprise the lower income group, and relay such information to the project team,
- ensure the inclusion of the needs of all beneficiaries, irrespective of race, sex or political affiliation during the development process, and
- in concert with the housing department, compile a waiting list, subject to the creation of an acceptable, impartial set of criteria to determine the order of priority for the purpose of the allocation of dwellings to qualifying persons.

4.6.3 Facilitative function

In terms of their facilitative function, the Housing Committee would

- play a facilitative role in the acquisition of (additional) funding to finance the development. In particular, it meant liaising with other sources of funding and State departments in order to ensure the creation of a sustainable community with sufficient community facilities in Wesbank,
- include the monitoring of adherence of the waiting list criteria in respect of prospective beneficiaries,
- fulfill, through the officialdom, a facilitative role between the project team and beneficiaries. Any matter of a political or community nature, and which were non technical in nature, would however serve before the Housing Committee for facilitation, and finally
- the Housing Committee would, through its officialdom, assist to trace prospective beneficiaries who submitted an application for home ownership (Extract of the minutes, item 7.2.6, of the Oostenberg Municipal Council held on 23 June 1998).

While the afore-mentioned process indicates the situation as it pertained during the development process, a representative sample survey conducted in 2000, indicate that 95.3% of the respondents never heard about an IDP process for Wesbank (Meyer *et al*, 2001, Survey outcomes).

4.7 Political context

While not intended as a feature of this chapter, allegations of political motivations for the proposed development of Wesbank by the New National Party in the Western Cape are briefly explored. This is done primarily for contextual purposes, in order to arrive at an objective pronouncement in terms of the sustainability of the development. The situation described in paragraph 4.6 above represents just one of those issues which was construed, particularly by the ANC-aligned councillors serving on the Oostenberg Municipal Council, as being politically motivated. The inclusion of this section in the study is based on an alleged statement contributed to the Western Cape Minister of Housing at the time. During the launch of the project, Mr. Cecil Herandien, allegedly reported *“that the housing development in Wesbank was not motivated by the national (Local Government) election, but had been an initiative for a long time”* (Cape Times, 1999-09-14, copy attached under Annexure B). The Local Government elections was initially scheduled for November 1995, but was eventually only conducted during May 1996. Rumours accordingly abounded at the time that the approval of the Wesbank housing project was rushed through its various project stages to allow the New National Party the opportunity to canvass the so-called “Coloured vote” on the back of the provision of housing as an election promise.

Another issue relating to perceived political motivation refers to the naming of streets for the area. The reason for such perception relates to a Council resolution adopted in November 1998, whereby the Council adopted a policy which, *inter alia*, recommended that, in order to avoid potential embarrassment, no streets should be named after prominent living persons. However, during the Council meeting in July 1999, six street names already approved for the Wesbank development, were replaced with the names

of prominent political figures in the New National Party at the time, despite this being contrary to the resolution adopted in November 1998. The names in question included those of prominent members of the New National Party at the time, including Marthinus Van Schalkwyk (Leader), Gerald Morkel (Western Cape Premier), FW de Klerk (Former State President and National Leader), Cecil Herandien (Western Cape Minister of Housing), as well as Gawa Samuels and Achmat Williams (both former chairpersons of the Oostenberg Housing Committee). In some instances, the already approved names were already in place, and of which the additional cost of the replacement was allocated against the project (Extract of Council minutes dated 26 October 1999, item 7.8.3).

Another notion of perceived irregularities relate to the allocation of dwellings in Wesbank, where two serving Housing Committee councillors representing the New National Party on the Council at the time, were accused of nepotism and corruption in the allocation of dwellings to alleged family members. However, while these allegations were investigated by the office of the Public Protector, the latter reported that he was unable to substantiate the validity of such allegations (Cape Times, 2000-08-13, copy attached under Annexure B).

4.8 Conclusion

This chapter traced the embryonic development of Wesbank from its early conception stages in October 1995 through to completion of the physical development of 5147 dwelling units in December 2000. The chapter provides a contextual background of the development, and no or little attempt is offered to provide an analysis of the development project. This will be done in chapter six.

Given the fact that the Wesbank development commenced after the 1994 elections, it was hoped that cognisance would be taken of the principles of Integrated Development Planning. As such, the development should be judged in the context of the complex inter-relationship between housing and the various other aspects of development such as the provision of community facilities, and the involvement of citizen groups in the

development of their own destinies. This chapter also enquires whether the development adhered to the principles of sustainable development as contained in the Housing Act of 1997, and the objects of Developmental Local Government.

Allegations that the Wesbank housing project was politically motivated, and therefore received priority development status ahead of the impending Local Government elections scheduled for November 1995, have been briefly investigated.

CHAPTER FIVE: OUTLINE

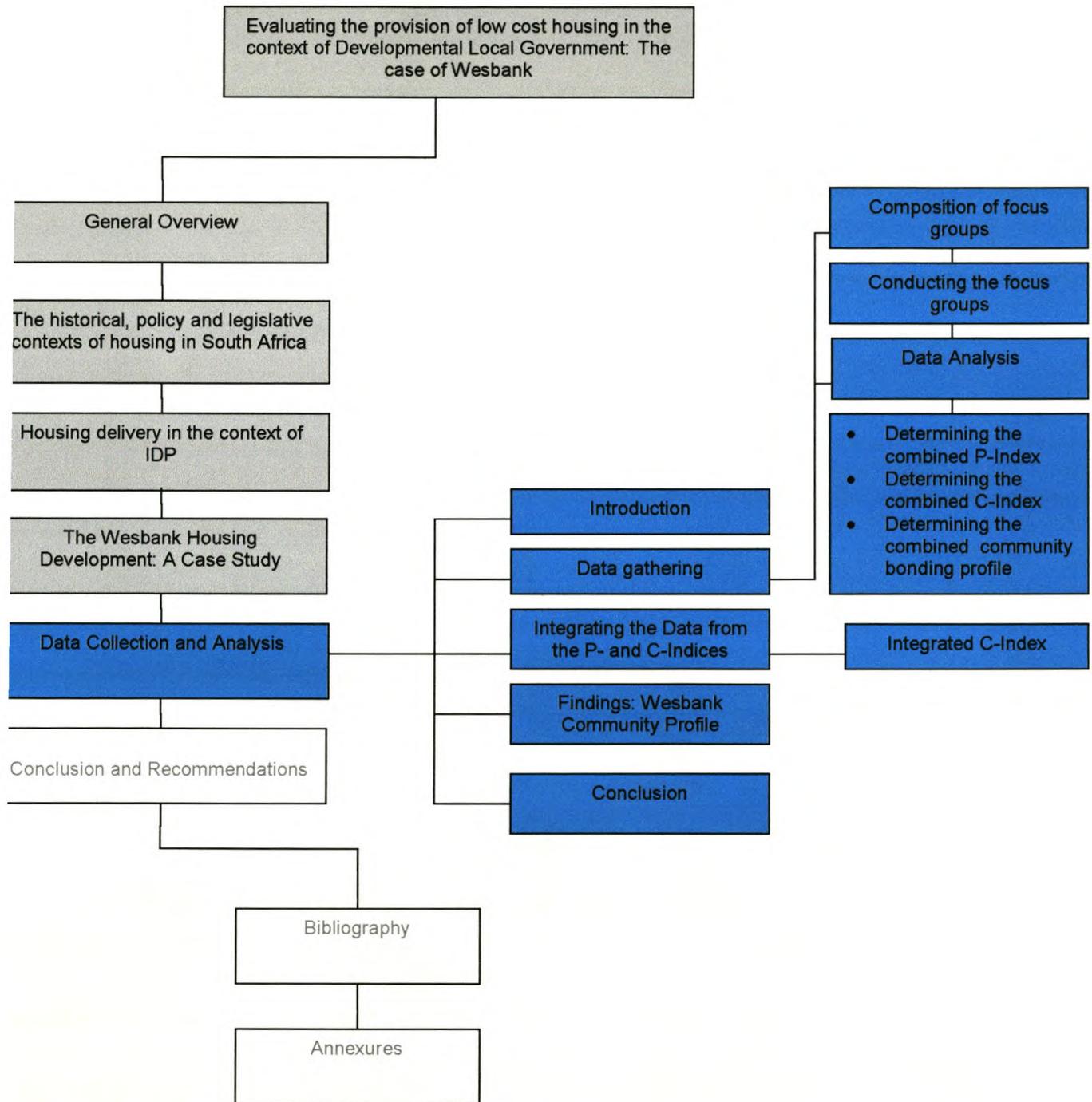


FIGURE 5: Chapter 5: Outline (Adapted from Steenekamp, 1996:2)

CHAPTER FIVE

DATA COLLECTION AND ANALYSIS

5.1 Introduction

This chapter explains the methodology of data gathering in the Wesbank community, conducted through a series of six focus group sessions by the researcher, and assisted by a facilitator and a community worker. A list reflecting the most important issues raised by the different focus groups, the reasons behind such issues, as well as its scoring ratings, is attached under Annexure C. The inputs provided have been integrated and are presented in such a way as to reflect the actual needs identified by the Wesbank community at a specific point in time, while it also indicate the level of satisfaction or dissatisfaction with the existing services available to the community. In assessing the levels of satisfaction or dissatisfaction, use was made of a “non-verbal, qualiquantive (*sic*) response technique”, known as a Schutte scale (Schutte, 2000: 10), which is credited by its developer to collect cross-cultural data across a variety of communities with the assumption of an equal measure of validity. In applying this technique, three different sets of information were essentially determined, namely;

- (i) a Priority-index (or P-index), reflecting those issues identified by a segment of the Wesbank community as important to them, while also measuring the levels of importance attached to each such issue, as well as the levels of satisfaction or dissatisfaction with those identifies issues as it existed in Wesbank at that time (paragraph 5.2.3.1),
- (ii) a Community index (or C-index), reflecting the levels of satisfaction or dissatisfaction with a set of thirteen basic needs issues, which represent the basic corner stones necessary for community survival in general (Schutte, 2000:23), (paragraph 5.2.3.2) and

- (iii) the level of community bonding prevailing within the Wesbank community (paragraph 5.2.3.3).

Next, the data derived from the P- and C-indices were re-categorised and integrated into the 13 categories of the C-index profiles (paragraph 5.3). This was achieved by clustering the issues raised by the focus groups, and using the reasons for raising them, to determine their location under the C-index profile. In this way, it would thus be possible for an item that was raised under one category in the P-index, to be slotted in under another category under the C-index, based on the reasons advanced by the focus groups for such issue. The C-index would therefore now reflect the unique content as created by that community (Schutte, 2000: 30).

In conclusion, the data gathered is reflected in a community wheel index, where the issues under the C-index profile is reflected *viz-a-viz* the community bonding profile for Wesbank (figure 5.9).

5.2 Data gathering

The data required for the determination of the P-index, C-index and community-bonding profile for the Wesbank community were collected through a series of six focus groups conducted by the researcher, with the assistance of a facilitator and a community worker. Prior to the focus groups being conducted, the following preparatory work had to be concluded, namely;

5.2.1 Composition of the focus groups

The researcher enlisted the services of a community worker to assemble a pre-determined category of people from a pre-determined geographically demarcated area who would be willing to participate in the exercise. The community worker was provided with a letter (Annexure D) from the study supervisor, Mr F Theron, substantiating the validity of the research exercise. In terms of the target community, the neighbourhood

was demarcated into eight cells of more or less equal size, with the brief to assemble the following groups of people, namely;

- A group of eight women, one from each cell, 45 years and older,
- A group of eight women, one from each cell, between the ages 25 and 44,
- A group of eight women, one from each cell, between the ages 16 and 24,
- A group of eight men, one from each cell, 45 years and older,
- A group of eight men, one from each cell, between the ages 25 and 44, and
- A group of eight men, one from each cell, between the ages 16 and 24.

While care was taken to impress upon the community worker the importance of adhering to the instruction brief, the researcher is unable to verify whether such request has been complied with. The matter was however raised briefly in each focus group, and no serious deviation could be determined in that way. Following confirmation by the community worker that the required people had been identified, the researcher approached a local primary school for the use of a classroom during the June 2002 school holidays to conduct the focus group sessions. Copy of the letter addressed to the school is attached under Annexure D.

In the final instance, the researcher met with and briefed the facilitator and the community worker on the purpose of the exercise, the nature of the methodology to be applied, as well as the use of the Schutte scale.

5.2.2 Conducting the focus groups

The focus group sessions were conducted on 2 July 2002. Figure 5.1 reflects the attendance, age and gender profiles of the participants, namely;

Figure 5.1 (Attendance profile of focus groups)

Group 1	Group 2	Group 3	Group 4	Group 5	Group 6
Women: 45 years and older	Women: 25-44 years	Women: 16-24 years	Men: 45 years and older	Men: 25-44 years	Men: 16-24 years
9 people attended	9 people attended	7 people attended	8 people attended	8 people attended	8 people attended

The focus group sessions were conducted by a facilitator, while the researcher acted as scribe during the proceedings. This was necessitated primarily by the inability to use the tape recorder due to some technical fault. Care was taken during the focus group sessions to allow the participants to identify their own issues, as well as measuring its importance and levels of satisfaction or dissatisfaction. Participants were given the opportunity to conduct themselves in any one of the three official languages spoken in the Western Cape, namely, Afrikaans, English or Xhosa. A Xhosa speaking translator was on hand to translate, if necessary. However, participation by Xhosa and English speaking participants were negligible, as a result of which discussions were conducted predominantly in Afrikaans.

Following completion of the focus group sessions, the researcher personally transcribed, and translated the data into the format presented in Annexure C. At the same time, the P-indices for the individual groups were calculated by subtracting the mean averages of each item's satisfaction measurements from the mean averages of its importance measurement (Schutte, 2000: 16). In addition, the C-indices on the community profiles were determined by calculating the averages of each item (Schutte, 2000: 29), and finally, the community bonding profile was determined by calculating the averages of the three 'bonding' questions (Schutte, 2000: 22).

5.2.3 Data analysis

As indicated in section 5.1, the primary purpose of the focus group sessions was to obtain three different sets of information pertaining to the Wesbank community. The three sets of information gathering are explained in the next sub-sections, namely, determining the combined P-index, (i.e. the P-indices of all the groups) the combined C-index and the combined community-bonding profile for the Wesbank community.

5.2.3.1 Determining the combined P-index

In determining the combined P-index (figure 5.3), the researcher computed the sum of the individual measurements and divided it by the number of groups who raised the issue. For example, figure 5.2 reflects a real-time example of a day-hospital/hospital, which was raised as an issue by groups 1,2,3,5,and 6. The combined P-index for the day-hospital/hospital would therefore reflect the average of P-indices for the five groups in which the matter was raised, for example;

Figure 5.2 (Determining the combined P-index)

	Group 1	Group 2	Group 3	Group 4	Group 5	Group 6	Total
Importance	9,67	10,11	10,29	Not raised	10,88	10,63	51,58
Satisfaction	1,67	2,33	1,29	-	1,0	1,5	7,79
P-Index	8,0	7,78	9,0	-	9,88	9,13	43,79

According to the above method of computation, the combined P-index for a day-hospital/hospital as raised by the Wesbank community is calculated as the average of the sum of the individual measurements divided by the number of groups in which the issue was raised, namely $43,79 \div 5$. The combined P-index for a day hospital/hospital in Wesbank, as calculated by all the groups who raised the issue, is therefor 8,76 (Schutte, 2000:17).

Figures 5.3 – 5.6 contain a compendium of the various issues obtained from the different focus groups. Figure 5.3 reflects a combined list of identified issues depending on the reasons provided for each such item being raised as an issue. In addition, figure 5.3 should be read in conjunction with figure 5.1 in order to determine the groups in which these issues were raised. The issues are ranked according to their P-indices, with due regard to the fact that the higher the P-index, the higher the priority which the community attached to each item (Schutte, 2000:16). Figure 5.4 represents a graphic reflection of the combined P-index according to rank.

Figure 5.3 (Combined P-Index report)

Issue	Group(s) derived from	Combined P-Index
Water wastage	4	9,63
Religion	4	9,63
Gangsterism	3	9,15
Better education	3	9,14
Shebeens (problems with/closure)	3	8,86
Job opportunities/unemployment	1,2,3,4,5,6	8,82
Day hospital/Hospital	1,2,3,5,6	8,76
Co-operation	3	8,57
Condition of houses/roofs	1,2,3,4,5,6	8,46
Shops/shopping complex	1,2,3,4,5,6	8,34
Sports grounds/activities	4,5,6	8,08
Police station	1,2,3,4,5,6	8,0
Welfare/poverty protection	2,4	7,85
Free electricity	1	7,56
Allocation of (empty) houses	1,4	7,3
Roads/safety/speed bumps	2,4,5,6	7,29
Youth centre/opportunities/community hall	1,2,3	6,51
Additional electricity vendor	1,2,3,4,5,6	6,43
Security at footbridge	3,6	6,4
Illegal dumping/danger at river/bush	1,2,4	6,16
Geysers (problems)	4	5,5
Taxi rank	6	5,13
Library	1	3,89
Parks/recreational facilities	1,6	3,55
Bridge across river	6	1,3

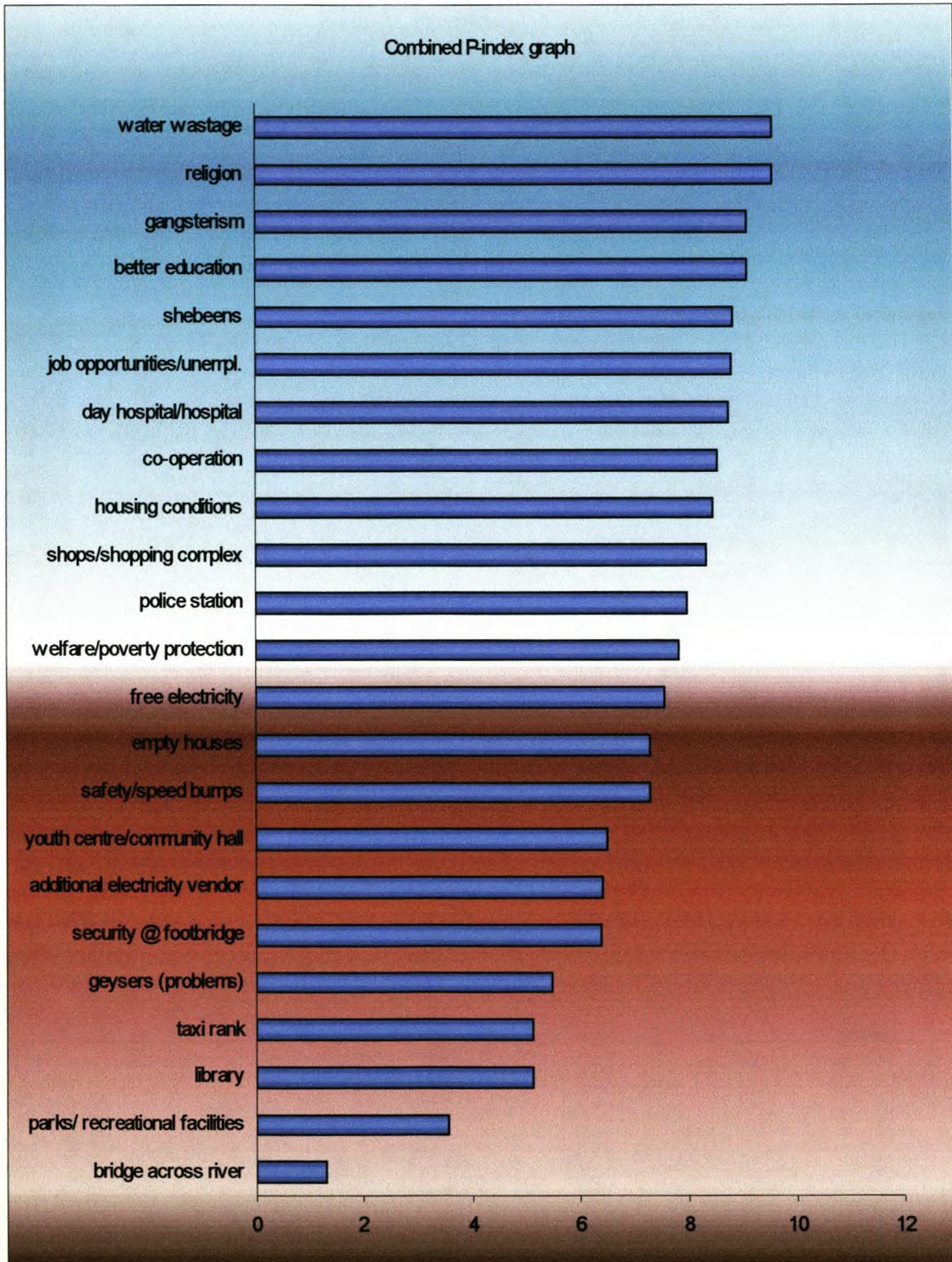


Figure 5.4 (Combined P-index graph)

5.2.3.2 Determining the combined C-index

According to Schutte (2000:23), the potential for community development depends on three issues, namely;

- the extent of bonding within a community,
- the extent to which an individual's basic needs are satisfied within a community, and
- the extent to which an individual's social needs are satisfied within that community.

As indicated in section 5.1, a community index (or C-index), reflects the level of community satisfaction through a series of thirteen basic needs issues, which are considered to represent the basic corner stones necessary for community survival (Schutte, 2000:23). Figure 5.5 represents the C-index for the Wesbank community, as measured through the six focus groups in this exercise. The satisfaction ratings were acquired by asking the following question in relation to the thirteen items listed in figure 5.5, namely;

- how satisfied or dissatisfied are the people of Wesbank with the availability of housing (shelter) in the community?

The same question was repeated relative to the remaining items. The average of the scoring results obtained from the focus groups were then considered as the C-index for the Wesbank community (Schutte, 2000:29). In order to facilitate the graphic plotting of the C-index in figures 5.5 and 5.6, the scored averages were rounded off to the next decimal. Important to note in this context, is the fact that the exercise attempts to measure the availability, as opposed to the level of services provided, of the thirteen services referred to in this paragraph.

Figure 5.5 (Combined C-Index Averages for Wesbank)

Issue	Satisfaction/ Group 1	Satisfaction/ Group 2	Satisfaction/ Group 3	Satisfaction/ Group 4	Satisfaction/ Group 5	Satisfaction/ Group 6	Average C-Index
Shelter	5,89	9,44	9,57	8,63	9,25	9,63	8,74
Health care	2,55	2,0	1,29	2,13	1,88	1,25	1,85
Sanitation	4,78	4,0	2,0	3,25	6,88	5,25	4,36
Water	8,11	8,78	10,43	9,88	9,13	10,25	9,43
Food	3,67	3,44	5,43	3,0	6,63	4,38	4,43
Energy	4,11	6,33	3,29	2,75	7,88	8,63	5,50
Safety	2,0	1,56	1,29	1,13	1,0	1,0	1,33
Income	5,11	4,22	2,86	8,63	7,0	6,13	5,66
Education	5,33	4,33	6,29	2,88	4,63	9,0	5,41
Recreation	3,11	2,44	1,89	1,5	1,88	3,5	2,39
Religion	2,22	1,56	1,29	1,0	2,88	2,0	1,83
Welfare	1,67	4,11	1,0	1,0	1,63	2,13	1,92
Transport	3,44	1,56	3,57	6,13	6,38	4,0	4,18

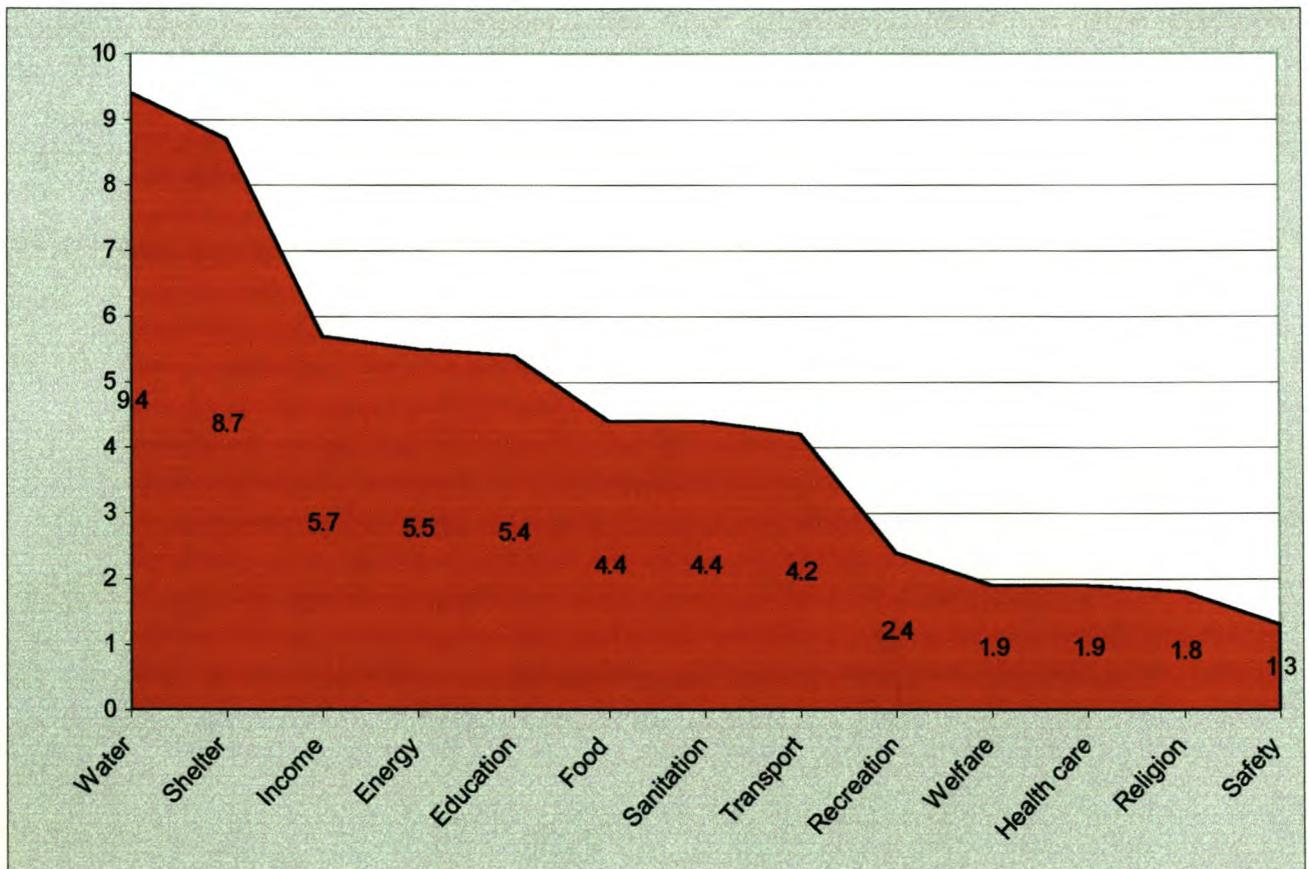


Figure 5.6 (Average C-Index for Wesbank: Graph)

5.2.3.3 Determining the combined Community-bonding profile

According to Schutte (2000:22), community-bonding involves three elements, namely the extent to which the following issues in a particular community exists, namely;

- social support services available for those who need help within the community,
- socialisation (friendship circles) existing within the community, and
- a sense of belonging (pride to belong) to that particular community.

Taking these factors into account, the following three questions were formulated and measured on the Schutte scale, namely;

- to what extent do you consider Wesbank to be your home? (i.e. pride to belong),
- how close do you feel to your friends in the community? (i.e. friendship circles), and
- to what extent can you rely on the rest of the community to come to your aid if you would have a problem? (i.e. social support system).

The averages of the responses to these questions are reflected in figure 5.7 below.

Figure 5.7 (Combined Community-bonding profile)

Groups	Group 1	Group 2	Group 3	Group 4	Group 5	Group 6
Satisfaction	23,0	22,0	15,72	11,01	22,76	17,38
Index	7,67	7,33	5,24	3,67	7,59	5,79

In determining the combined community-bonding profile, the average of the sum of satisfaction measurements for the community-bonding indices, are divided by the number of questions relating to this segment of the focus group exercise, i.e. $111,87 \div 3$ questions, to provide the average community-bonding index, which computes to 37,29. Next, the average community-bonding index is divided by the number of groups i.e. $37,29 \div 6$ to determine the combined community-bonding profile. In this exercise, the combined community-bonding profile is 6,22 (rounded off to 6,0).

In the final analysis, the amount of community bonding would be reflected as a circle drawn on the C-index, on a scale of 1 – 11, and where 1 is placed on the circumference of the circle, and 11 in the centre. According to Schutte (2000:22), the smaller the circle, the better the community–bonding, and *vice versa*. In the case of the Wesbank community, their community-bonding circle is on 6. Figure 5.8 below reflects the community-bonding circle for the Wesbank community.

Community Index Wheel

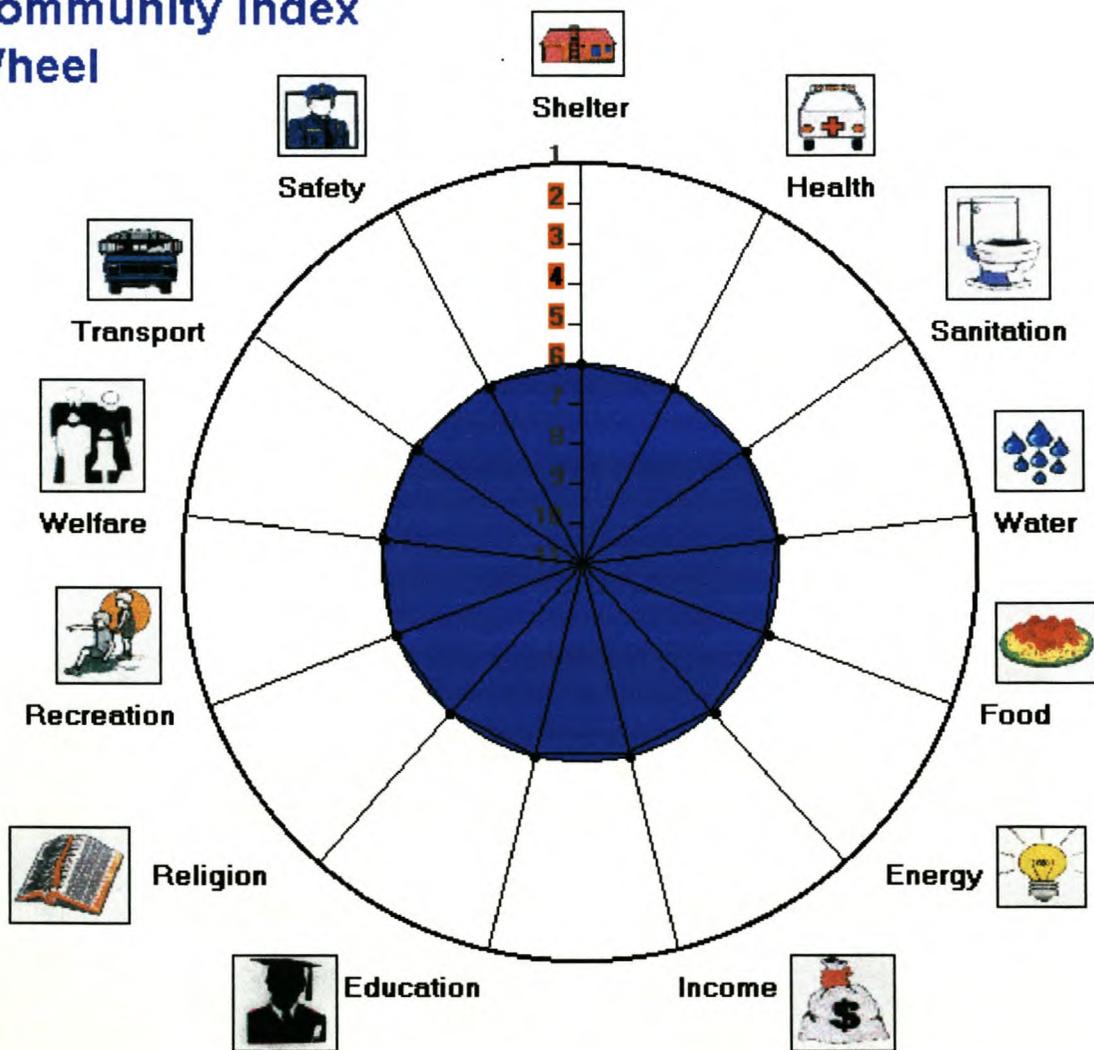


Figure 5.8: Wesbank Community-Bonding Profile (Source: Schutte, 2000:23)

5.3 Integrating the data gathered from the P- and C- indices

As indicated in section 5.1, this section aims to integrate the data derived from the P- and C-indices, and is re-categorised under the thirteen categories making up the C-index profiles. This is achieved by clustering the issues raised by the focus groups and using the reasons provided for them, in order to determine their location under the C-index profile. In this way, it is thus possible for an item that was raised under one category in the P-index, to be slotted in under another category in the C-index. It should also be noted that where issues were raised by more than one group, duplications to that effect have been deleted. The issues listed under the integrated C-index, thus now reflect the unique contents relevant to the Wesbank community. In addition, the issues are listed in order of satisfaction according to the C-index as determined by the focus groups, namely, availability of water, shelter, income, energy, education, food, sanitation, transport, recreation, welfare, healthcare, religion and safety.

5.3.1 Integrated C-index

(See next page)

Table 5.1 (Integrated C-index)

Integrated C-index	P-index	Integrated responses (as provided by participants)
Water (C-index = 9,43)	Water	<p>Water is being disconnected, Water pipe in Diepwater Street has been broken for more than two weeks, nobody is doing anything to fix it, The leakage has been reported to Oostenberg,</p>
Shelter (C-index = 8,74)	Condition / size of housing	<p>The houses were built with inferior materials. Walls crack, because the plaster is more sand than cement, The houses are so poorly built, when it rain, the doors expand, water seep through the walls and the roofs leak, The houses are so small, a person can't even bath in them, or put a double bed and cupboard in the room, Our neighbours and us can see each other through a crack in the wall, Oostenberg does nothing about these conditions, There's no privacy between husband and wife,</p>
	Sub-letting of houses	<p>The owner collects rent money from the tenant, but don't pay the Council, When services are suspended, Oostenberg do not want to accept money from tenants, The owners put other people in on top of you in the middle of the night, Tenants are being kicked out of their houses (by the owners) without any form of recourse, What is going to happen to us who rent? Where must we go with our children? People make money with the RDP houses, Owner(s) who received houses, and rent them out, never needed the house in the first place,</p>
	Allocation of houses	<p>The way housing was allocated means that a boyfriend and girlfriend could each obtain a house, while families with children must do without houses and live in backyards, Why does the Council allow people to use their houses as shops, instead of letting people live in them?, Why can't these vacant houses be allocated to people who need it?</p>

Income (C-index = 5,66)	Unemployment	<p>There is huge unemployment, and no job opportunities in Wesbank, Unemployment breaks up families, We dearly want to work, but we don't have money to go look for work, My shoes are already worn out from looking for work, You need clothes to put on every day, Your parents complain because you don't pull your weight around the house, If you don't have a job, you are going to rob. If people don't give their money off, they will get hurt, Young people who don't work, commit crime, Without work, it is difficult to control your children. Children break into peoples' places if they don't work. That's how they become gangsters, I have a family to support. I can't get work, and so I see stuff in somebody's yard that I can sell – well, then you get into trouble, I am now unemployed for more than four years, I don't even have money to buy food, People can't afford medical aid. When they get hurt, they can't afford a doctor, You can't honour your credit commitments,</p>
	Job opportunities	<p>Shopping centres can create employment, The Council can create jobs themselves. For example, we can clean the streets. In that way, we can pay our accounts, We don't have money to pay our service charges, We get water and electricity accounts, but we can't pay it, People received houses with affidavits. Oostenberg knew the people don't work. Where must they get the money? Because of the unemployment in the area, people can clean the streets and drains themselves, With the construction of the school, other people (from outside Wesbank) received preference, Wesbank residents should get preference with local projects, I filled in forms for a job during the construction of the school already, Oostenberg sends out threatening letters over accounts. I am a tradesman, why can't I fix the school's desks?</p>

<i>Energy (C-index = 5,50)</i>	Electricity vendor(s)	<p>There's only a single electricity vendor in Wesbank. We need an additional one, Residents in E-Block must walk to A-Block to purchase electricity, Location of electricity vendor must be more central, Availability of electricity is very inconvenient. By the time I come from work, they are closed, Sometimes you can't get electricity at the vendor The queue is always very long, especially at around 5 p.m. on a Friday, When the electricity vendor is busy, we must go to Silversands to purchase electricity, Muslim people close their shop on Friday afternoons. On Sunday afternoons, they don't even bother to open, Electricity cards cost R15, but you can only use it a few times, so you must purchase a new card every time,</p>
	Free electricity	<p>We don't get our free electricity as promised. City Council people get 20 units electricity free every month, The free geysers use more electricity. Could Oostenberg not have done something else with that money?</p>
<i>Education (C-index = 5,41)</i>	Better education	<p>Children who must be in school, walk around during the day, Children of Wesbank swear and fight a lot, There are many qualified people living in Wesbank, The only work I can do is to collect scrap and sell it,</p>
	Library	<p>The closest libraries are in Delft or Kuilsrivier, Children read very poorly, Adults can also use the library, Library can present educational programmes to the children, Children can't study at home,</p>
<i>Food (C-index = 4,43)</i>	Shops	<p>Foodstuffs are more expensive at the house shops, and they don't always have everything in stock, If you don't have something in the house, you must go without it, When the old people get their pensions, they must go far to purchase groceries, Taxi fare is expensive. Where a person can buy food with R6, you must now spend that on a taxi, People come from Eersterivier and Belhar to sell fish here, Prices are cheaper in Kuilsrivier, Pensioners/disability grantees cannot always go to these shops, People in wheelchairs cannot go to Kuilsrivier,</p>

Sanitation (C-index = 4,36)	Sanitation	Sewerage system is poor, and it leaks, Drains are constantly blocked by sand,
Transport (C-index = 4,18)	Roads	It is unsafe to cross the R300 (freeway), We don't always have transport to get to Kuilsrivier and Delft, You must pay altogether R18 in taxi fares to get to and from Wesbank, otherwise you'll have to walk, That taxi fare can buy a loaf of bread, Children need taxi fare to go the library, In order to go seek work, you must get up at 3 a.m. in the morning. You must steal train (i.e board the train without a valid ticket), and when you return, there are guards (conductors) on the trains, It cost money to go to Kuilsrivier. It's also dangerous,
	Bridge across the (Kuils) river	We need a bridge across the river, We have family in Silversands. Now you must place stones in the water to cross the river, you can fall in and drown.
Recreation (C-index = 2,39)	Sports fields / parks	There's a shortage of recreational facilities for young people, There is nothing else for them to do, Children play in the streets because there are no parks, People must control their children. Because there are no parks, children play in the streets, Park is too open – children run across the street, We need recreational facilities, like soccer and netball fields, Young people can participate in sports and become professional, Many young people go sit at shebeens and use drugs, sports facilities will reduce that, Friday evenings, you always find young people loitering on street corners, because of the absence of recreational facilities for them,

	Youth Centre / Community hall	<p>The aged can meet there, where they can do things with their hands, The children can be also be kept busy there after school, Young people must be kept busy, Children who spend their weekends at shebeens, can spend their time more productively at the youth centre, They can play volleyball, etc. there, especially those who loiter at street corners and trouble people, Young peoples' talents are wasted, and they end up as gangsters, Young people who are unhappy at home, can get support there, It will build up relations amongst young people, Pensioners can receive their grants there, Older people must pay a lot of money to get their pensions, Some even travel as far Stellenbosch to receive their grants,</p>
Welfare (C-index = 1,92)		<p>One soup kitchen can be held at the community centre, People at the Council office are there to assist you, but they rather show you away, Children are being abused, We are having problems with street children, There must be a grant for people who don't work, Young children abuse liquor and drugs, In order to solve the community's problems, they have to stand together, My wife and I and our children went to bed on Sunday without something to eat, Your wife and children look up to you for work (you have no pride), The woman at the vendor has her own (nasty) manners, if they don't want to help you, they simply close, People who have no income, can't Oostenberg give them a food parcel? When you look for work, and you don't find any, then there's nothing (to eat), You don't get change from the 'motjie' (female shopkeeper from Indian/Muslim descent), Owners at the electricity vendors are very discourteous,</p>

Healthcare (C-index = 1,85)	Day hospital / hospital	<p>It's to far to go the Delft, The clinic in Wesbank only helps children under the age of six years, People are referred to Delft for medicine, You must already be in Delft at 5 a.m. to see the doctor. Sometimes you sit there the whole day (till 4 p.m.), without seeing one, Children experience health problems, because the houses are very cold, My wife leaves at 6 a.m. to get a ticket since they only see a certain number of patients. When she gets there at 5 a.m., the queue is already very long, Sometimes you must turn back even if you have an appointment, You have to be at the Kleinvlei clinic at 3 a.m. already if you want to be helped, We must stand in very long queues, even when it rains, When you phone an ambulance, they only come in 5 hours. In that time, a person can die, especially a pregnant woman. Sometimes they don't even show up. People must stand and wait in the cold and rain to buy electricity,</p>
	Housing conditions	<p>Dampness of the houses is a problem. The sweat drips on the children while they sleep, Children have to go sleep with wool caps on, The dampness penetrate the walls when it rain, Paint doesn't help. The mildew come through the paint, Many people have asthma and tuberculosis,</p>
	Taxi rank	<p>People must walk in the rain to Delft, Taxi rank needs a roof cover, because people must stand in the rain.</p>
	Illegal dumping at the river / bush	<p>Children become sick by playing there, Fishmongers dump fish intestines in the river. It causes flies and the children must still play there, River gives off a stench – it creates flies Germs are carried over from scabby dogs onto children.</p>
	Sand in the roads	<p>You can't even open your doors, because all the sand blow into the houses, Sand create mud pools, which are tramped into peoples' houses, Sand blows against peoples' washing, which stick to peoples' bodies, Sand creates lice and flees in the area</p>

Religion C-index = 1,83)		<p>Because of all the unemployment, it is only God who can help you, If more churches are established, we can take our children to the house of the Lord, Children can go to Sunday school, Sundays are the biggest drinking days,</p>
Safety (C-index = 1,33)	Gangsterism	<p>You can't send the children (to buy electricity), because the bigger folk rob their money, There's too many things happening in Wesbank, Gangsters make it their hiding place, Saturday night I was chased by people who do not even live in Wesbank, Wesbank is very dangerous. People, especially children, are being attacked, raped and killed, There are too many burglaries and robberies taking place. Even people's groceries are being robbed, Women can't move freely where they want to, After 7 p.m. at night, you or your wife can't even go buy electricity or go to prayer meeting, In comers come and cause trouble in Wesbank, People in Khayalitsha take the law into their own hands. Can't we do the same? You go to work, but you worry about your wife at home – people can easily kick your door in,</p>
	Police station	<p>The percentage of violence is very high in Wesbank, The police in Delft do not work in Wesbank, When you phone the police in Kuilsrivier, they can't come out, and when they do come, they take half a day to get here, by which time you are already dead, They respond immediately to cases of domestic violence though, especially if women complain, but when people complain about robbery or rape, they take their own time, Owners threaten (to evict) tenants with guns. The police don't come, If you want to lay a charge of any kind, you must go to Kuilsrivier, Police station, (even if it is just a temporary one), must also be centrally located, You can't rely on the police, even people from the neighbourhood-watch beat you up, Needs lighting at taxi rank, because bandits attack you in the dark, Young people play pool and jukebox. When you talk to them, they don't listen because they know the police won't come,</p>

	Security at the Footbridge	<p>We live next to the bridge. Every weekend there's a shooting incident at the bridge, People are being robbed and hurt on the bridge, Loiterers hang out on either side of the bridge, when you cross the bridge, both groups attack you and you have nowhere to escape, Children stand on the footbridge and throw stones on peoples' roofs, You have no choice, because the R300 (freeway) is the road of death, People are being robbed when they come from Budget Stores (in Delft), The children of Wesbank go swim in Delft, and they are often attacked or robbed,</p>
	Danger at the river / bush	<p>It's a very dangerous place for children, Four grown men had to be saved from the river recently, A four-year old child went after his ball that fell in the water, and had to be rescued, Get rid of the bush at the river In 2001, many children were raped and killed there</p>
	Safe roads / speed bumps	<p>We want speed bumps in the main road, because the cars drive too fast, Sometimes it appear as if the cars are going to drive right through your house, Cars, especially taxis, don't even stop at the stop streets. They only pretend to stop, but then just proceed further, Even the police don't stop at the stop streets, People drive to fast and road users are irresponsible, Speed bumps are important. In Mfuleni, taxis and cars drive safely, but in Wesbank, people just do as they please, We need four way stops in Wesbank/Main Roads, Sand in streets let cars slide, Because of the absence of play parks, children play in the streets, and are knocked over,</p>
	Shebeens	<p>Lots of things happen at the shebeens, Girls are being raped when bandits are drunk, Wine and shebeens in the area create dangers, and lead to domestic violence, People run away with pensioners and disability grantees' money, to spend at shebeens,</p>

5.4 Findings: Wesbank community profile

Having integrated the data from the three sets of information gathered through the focus group exercises, it is possible to present the findings of the Wesbank community profile in a graphical format. This is done in figure 5.9 below. It is re-emphasised that the community profile represents a compendium of those issues as seen through the eyes of the focus group participants, namely that which are required to transform the Wesbank community into a sustainable community.

Community Index Wheel

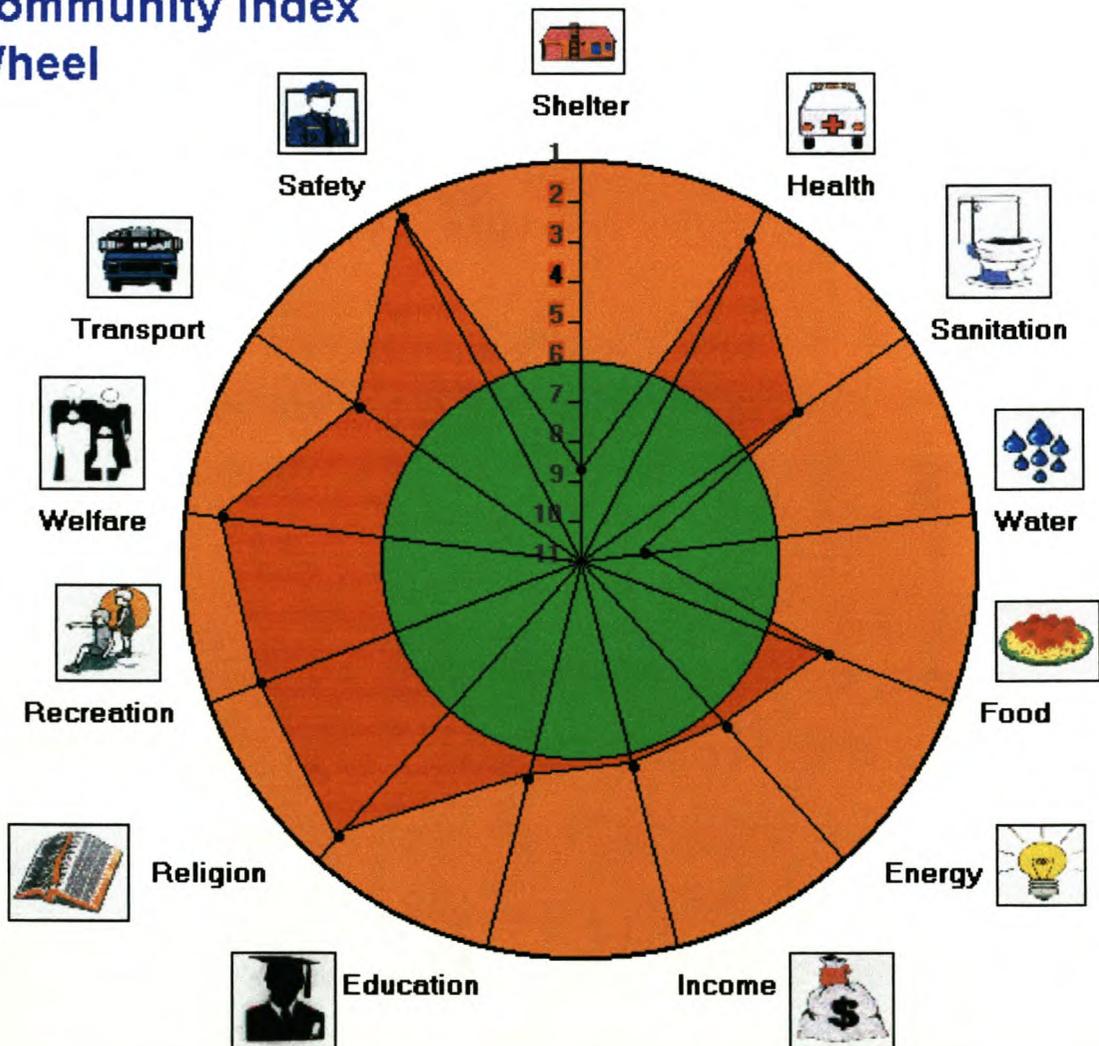


Figure 5.9 Wesbank Community index wheel, (Source: Schutte, 2000:31)

In presenting the community profile, the thirteen issues listed in the C-index are plotted on a circular graph on a scale of 1 – 11, where 1 is placed on the circumference, and 11 in the centre of the circle. The values of the C-indices reflect the level of satisfaction enjoyed with each measure of importance attached to each issue by the community. In addition, the level of community bonding in Wesbank, as determined in section 5.2.3.3 above, is 6.22, (rounded off to 6.0), and is reflected as a smaller circle drawn on the graph. The smaller the circle, the better the community–bonding, and *vice versa*.

In interpreting the community graph, it becomes clear that within the context of the Wesbank community, the only issues that enjoy relative levels of community satisfaction are the availability of water (at 9.4) and shelter (at 8.7). That this is the case is reflected in its scores being higher than the community-bonding profile. The remaining issues all reflect scores below the community-bonding levels, ranging from the availability of income (at 5.7) which is just below the community-bonding line, to safety (at 1,3) which reflects the issue with which the Wesbank community is least satisfied. Even more telling, is the fact that there is an absence of meaningful community bonding prevalent within Wesbank. Having determined the levels importance, satisfaction and community-bonding in the Wesbank community, it is possible to reflect on the problem statements posed in section 1.3, namely;

- that the housing process followed with the Wesbank development project did not adhere to the principal of a 'sustainable housing development' as defined in the Housing Act, 1997, and further,
- that the housing development in Wesbank did not necessarily lead to the improvement of the socio-economic well being of that community.

This is done in the following chapter.

5.5 Conclusion

This chapter examined the process of data gathering in the Wesbank community through a series of focus group discussions conducted by the researcher, with the assistance of a facilitator and a community worker. An initial list reflecting the different issues raised by the respective focus groups was compiled, including the reasons for raising them, as well as its scoring ratings. Following this exercise, the respective inputs were integrated to reflect the actual needs identified by the Wesbank community at a specific point in time, together with the levels of satisfaction or dissatisfaction with the issues listed. In assessing the levels of satisfaction or dissatisfaction, use was made of a “non-verbal, qualiquantive (*sic*) response technique”, known as the Schutte scale, which is credited by its developer to collect cross-cultural data across a variety of communities with the assumption of an equal measure of validity. From the aforementioned process, three different sets of information were determined, namely the Priority-index (or P-index), the Community index (or C-index), and the level of community bonding prevailing within the Wesbank community.

Using the above information, the data so derived from the P-index were re-categorised and integrated into thirteen basic needs issues which are considered to represent the building blocks necessary for sustainable development in a community. This was achieved by clustering the issues raised by the focus groups using the reasons for raising them, to determine their new location under the C-index profile. In this way, it became possible for an item that was raised under one category in the P-index, to be slotted into another category under the C-index, based on the reasons advanced by the focus groups for such issue. The C-index thus now reflected the unique content as created by that specific community.

Finally, the information derived above was used to graphically represent the levels of community satisfaction enjoyed within Wesbank, relative to the community-bonding profile derived for that community. It could therefore be shown that the levels of community satisfaction with available services in Wesbank ranged from the availability of water, (most satisfied), to a lack of safety, as the least satisfactory service.

Given the information gathered through the above-mentioned process, it is possible to pronounce on the problem statements posed in paragraph 1.3. At the same time, it is possible to determine and recommend appropriate community interventions in order to improve the lives of the Wesbank community. These recommendations are advanced in the following chapter.

CHAPTER SIX: OUTLINE

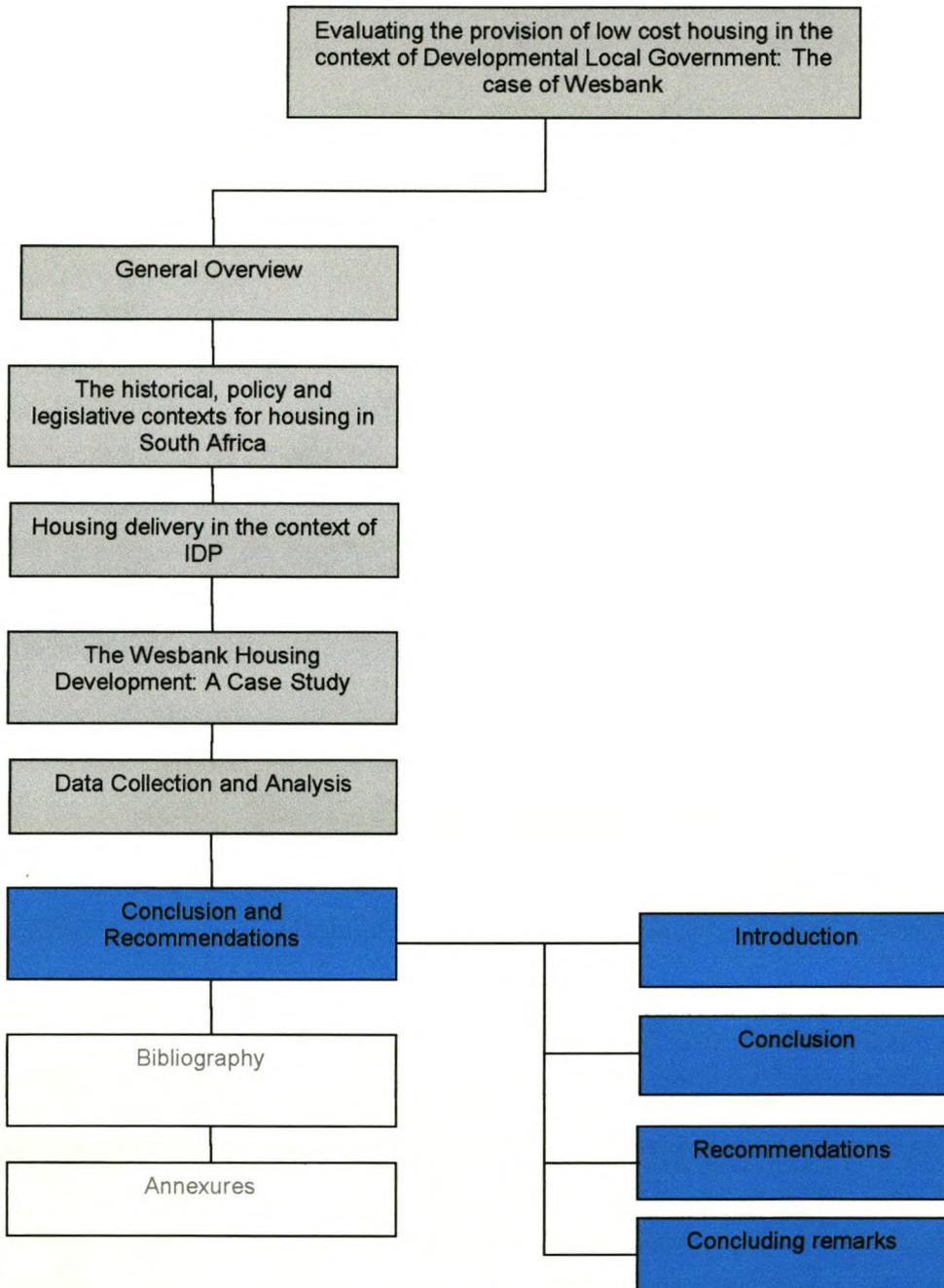


FIGURE 6: Chapter 6: Outline (Adapted from Steenekamp, 1996:2)

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

As indicated throughout this study, its main purpose was primarily to determine whether the Wesbank housing development in the City of Cape Town, adhered to the principles of a sustainable housing development as envisaged in the Housing Act (1997) and the notion of Developmental Local Government.

Wesbank is a low-cost housing development consisting of 5147 dwellings of various designs and sizes, and which was conceptualised and constructed in the period following the historic first democratic elections in South Africa in 1994. The period under consideration represented an era when emphasis was placed on the notion of integrated development with the view to enabling municipalities to move progressively towards the social and economic upliftment of local communities, and in turn, the creation of sustainable communities. This meant that from a planning perspective, the desire was to move away from the dormitory-styled living spaces that characterised most of South Africa's Black and Coloured townships at that point. In turn, this new planning paradigm was premised on three inter-related approaches to assist municipalities to become more developmentally focussed, namely

- Integrated Development Planning and budgeting,
- performance management, and
- working together with local citizens and partners.

For purposes of contextualising this study, it is stated that while the inter-relatedness of the above methodology is assumed, this study focuses primarily on Integrated Development Planning as one component of Developmental Local Government. In other words, in the context of discussing Integrated Development Planning, the related components of budgeting, performance management and citizen participation are largely assumed, although they are briefly referred to in some instances.

Although housing does not appear as a Local Government function under Schedule 6 of the Constitution (1996), various legislation, notably the Housing Act (1997), allocates a substantial role to Local Authorities towards the social and economic upliftment of local communities. For example, Municipalities are required, as part of their process of Integrated Development Planning, to take all reasonable and necessary steps within the framework of National and Provincial legislation and policy, to ensure that, among other things,

- the inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis,
- conditions not conducive to the health and safety of the inhabitants of the area of jurisdiction are prevented or removed, and
- services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a manner that is economically efficient.

In view of the above, the provision of housing is considered as an integral component of developing sustainable communities.

Having collected and analysed a range of information from relevant literary sources, and a sampling of Wesbank residents through a series of focus group sessions, the researcher's pronouncement on the problem statements posed in paragraph 1.3, is advanced in paragraph 6.2. It is noted that the conclusions drawn are based primarily on an interpretation of the literary sources related to

the development process (chapter four), and the outcomes of the empirical data collected through the focus group sessions conducted in Wesbank (chapter five).

6.2 Conclusion

In light of the above roles assigned to Municipalities in the creation of sustainable communities, and an analysis of the planning process followed in respect of the Wesbank housing development, as well as the focus group results, this study concludes that the problem statements posed in paragraph 1.3, namely;

- that the housing process followed with the Wesbank development project did not adhere to the principal of a 'sustainable housing development' as defined in the Housing Act, 1997, and further,
- that the housing development in Wesbank did not necessarily contribute to the improvement of the socio-economic well being of the Wesbank community, as intended by the notion of Developmental Local Government, contain both elements of validity and invalidity.

The above inconclusiveness is based on a "narrow" and a "broader" definition of "sustainable housing development" as defined in the Housing Act (1997), namely;

"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 which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:

- (n) *permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and*

- (o) *potable water, adequate sanitary facilities and domestic energy supply.*”

Based on a narrow interpretation of the definition described above, an analysis of the focus group results indicates that the Wesbank development has in fact led to the delivery of at least the following requirements identified in the definition, namely, the availability of;

- “**permanent residential structures** with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and
- **potable water, adequate sanitary facilities and domestic energy supply.**”

These conclusions are borne out by the scoring results of the affected issues (in bold above) under the integrated C-index developed in figure 5.9, where the following results (out of 11), were achieved namely; the availability of shelter or residential structures (8.7); water (9,4); sanitation (4.4) and energy (5.5). This means that, notwithstanding issues of size and quality, the Wesbank development has delivered 5147 dwelling units with varying degrees of access in respect of the elements identified in the definition.

In respect of the broader definition of “sustainable housing delivery”, a pronouncement of the success of the Wesbank development should be based on the remainder of the definition, namely; *“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,...”*. Based on such pronouncement, the Wesbank housing development appears less successful in having achieved the desired outcomes. Again, as reported in the previous paragraph, the conclusions are borne out by the scoring results of the remainder of the affected

issues under the integrated C-index developed in figure 5.9. In those instances, the following results (out of 11) were achieved for the remainder of the issues, namely; the availability of income (5.7); education (5.4); food (4.4); transport (4.2); recreation (2.4); welfare (1.9); health care (1.9); religion (1.8) and safety (1.3). Interpreted against the community-bonding circle as developed in the previous chapter, it becomes evident that the Wesbank community members interviewed in the focus groups were generally less satisfied with the availability of those services offered within their community. This is based on the fact that all the results referred to above have a scoring ratio of less than 50% of the community-bonding index.

In the final instance, the second component of the problem statement is considered, namely;

- that the housing development in Wesbank did not necessarily contribute to the improvement of the socio-economic well being of the Wesbank community, as intended by the notion of Developmental Local Government.

Based on an analysis of the planning process followed in respect of the Wesbank housing development, coupled with the scoring outcomes of the issues identified in the integrated C-index for Wesbank, the problem statement is considered to be valid. In the case of the scoring outcomes, it is noted that the only issues with a scoring ratio higher than the value of the community-bonding average, are the availability of water and shelter. (Refer to the narrow interpretation discussed above). The remainder of the issues, which in chapter five were identified as crucial to the building of sustainable communities, all reflect scoring ratios below the community-bonding average. It is therefore pronounced that the housing development in Wesbank did not necessarily contribute to the improvement of the socio-economic well-being of the Wesbank community.

With regards to the planning process followed in Wesbank, an analysis of such processes leads to the conclusion that;

- the notion of Integrated Development Planning has not been followed. This is based primarily on the fact that while the project has delivered 5147 dwellings, the provision of associated community facilities are under supplied, and even non-existent in some instances. Of concern here is that while theoretically, liberal use is made about Integrated Development Planning “talk”, the Wesbank housing project has shown that in practice, it remains “business as usual” in terms of the planning paradigms prevalent amongst the planners of low cost housing development projects,
- there appeared to be some level of political interference in the planning processes, particularly with regards to issues relating to street naming, and the role of the Housing Committee in the community participation process,
- the process of community participation, which represents a crucial element in Integrated Development Planning, was non-existent, even if one accepts that in the initial phase, there was no particular identified community. This should have been rectified with the second and consequent phases, and lastly
- referring to budgetary provisions, it is clear that while funding was secured for the construction of 5147 dwellings, no timely provision was made for associated community facilities such as schools, clinics, etc.

In conclusion, it appears evident that in the context of the Wesbank community, the only issues enjoying relative levels of community satisfaction, are the availability of water (at 9.4) and shelter (at 8.7), which reflect scoring ratios higher than the community-bonding profile, while the remaining issues all reflect scores below the community-bonding levels, ranging from the availability of income (at 5.7) which is just below the community-bonding line, to safety (at 1,3) which reflects the issue with which the Wesbank community is least satisfied. Even more telling though, is the absence of any meaningful community bonding taking place within Wesbank. This absence of community bonding has led to many

Wesbank residents feeling excluded from the mainstream of social and political participation. In turn, this exclusion has given rise to the proliferation of what Parnell & Pieterse (1999:81) refer to “uncivil society”, meaning groups and individuals with vested interest who flourish in conditions of disorder and the lack of proper governance.

6.3 Recommendations

Having considered the conclusions above, the following recommendations are offered in respect of an anticipated improved environment for the Wesbank community, namely;

- a more comprehensive research study to determine the proper socio-economic profile of community facilities required for Wesbank,
- establishment of a multi-purpose community centre in the short-term, which could incorporate a number of different community activities, including life-skills programmes designed to involve the youth at various levels, as well as programmes for the elderly, etc.,
- establishment of a community programme designed to strengthen the sense of belonging in Wesbank. This will hopefully assist with community-bonding, which in turn, could produce a knock-on effect in tackling the remaining issues identified under the integrated C-index, in a coordinated manner,
- establishment of a programme to build leadership and administrative capacity among organized community groupings, in order for them to engage constructively with other stakeholders with the view to improved governance in the area, and thereby reducing the proliferation of “uncivil society” groupings in the area,

- the development of a medium to long-term financial strategy based on the principles of IDP, in order to develop appropriate interventionist activities to improve the economic base of the area. In this regard, a management plan containing recommendations for the economic utilization of the Kuils River already exists, but at the time of completing this study, such recommendations have not yet been implemented,
- the development of specific, sector based strategies to deal decisively with those issues of concerns identified by the community under the integrated C-index, and finally
- compilation of a comprehensive strategy outlining engagement between the Wesbank community and different spheres of Government, in order to coordinate funding requirements for those community facilities such as schools, a day hospital, police station etc, which have been identified as much needed amenities to improve the social fabric of the area. The urgent provision of a police station in Wesbank should feature high in such a strategy.

In respect of the short-term outputs of this study however, the researcher anticipates the following activities, namely;

- conducting a workshop amongst peers and colleagues in order to disseminate the main findings and recommendations of the research results,
- disseminate the main findings and recommendations of the research results to the Kuilsrivier Police Forum, as requested by a senior member of such Forum, and
- submit for publication in a relevant subject journal, an article containing the main findings and recommendations of the research results.

6.4 Concluding remarks

According to Coetzee (1995), quoting Korsten (1990:67), in Meyer *et al*, (1995:11), societal capacities and capabilities can only be strengthened if the society's participation in a development process allowed them "to reproduce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations". Only then can we talk about having achieved sustainable housing development as envisaged by the authors of South Africa's new housing policy. Judging from the results acquired through the focus group sessions with the Wesbank community, it is concluded that they (the community), have not been allowed to "improve the quality of (their) life consistent with their own aspirations". Sadly therefore, it is concluded that sustainability has not been achieved. It is hoped that the lessons learnt through the Wesbank experience, will assist housing practitioners at all levels of Government, to avoid reproducing any more Wesbanks in the future.

CHAPTER SEVEN

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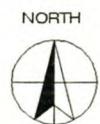
ANNEXURE A
Metropolitan Location of Wesbank



Prepared on AUTOCAD MAP by
D. Diedericks
 for the Directorate : Economic
 Development and Planning
 OOSTENBERG ADMINISTRATION

CITY OF CAPE TOWN
OOSTENBERG ADMINISTRATION
LOCALITY PLAN

SCALE
 nts
 DATE
 19-08-2002



DRAWING NO.
METRO-WB

ANNEXURE B
Media Reports

Public Protector set to investigate housing development at Noordhoek

JO-ANNE SMETHERHAM

THE Public Protector is investigating the Noordhoek development of Masiphumelele, in which over R13 million in housing subsidies was used on the township's development, but no houses were built.

The investigation follows a Cape Times story about the failure of non-profit development company Communicare to build houses for 811 recipients of government housing subsidies.

Communicare was entrusted, by the provincial housing department, with R13 850 025 in housing subsidies to develop Masiphumelele and build houses.

No houses were built, however, and residents have alleged that Communicare told them their housing subsidies had been used up on developing the township.

An independent audit, com-

pleted by PriceWaterhouse-Coopers six months ago, also revealed that Communicare still owed R3 338 800 to the Masiphumelele housing project.

Gary Pienaar, of the Cape Town Public Protector's office, said he had received the final version of the audit, and a response to it by the provincial housing department, containing allegations that the audit was not entirely accurate.

This, despite the fact that Communicare and the housing department had several months in which to reply to the draft version of the audit.

The housing department's response did not address all the issues raised in the audit, Pienaar said.

Alfred Lose, also from the Cape Town Public Protector's office, said that several other housing projects in the Western Cape had been investigated, or were being investigated

by the protector.

These included:

- A housing project in Wesbank, near Delft, in which allegations of corruption were found to be unfounded.

- Masimanyane, in Philippi, in which people complained that they had not received building materials, as these were delivered to the wrong address.

Masiphumelele, Lose said, was the biggest housing investigation the city protector's office had yet undertaken.

Pienaar said that the public could request information from the government and, as long as it was not classified as secret, should be given it, as dictated by the Promotion of Access to Information Act no 2 of 2000.

No reason for requiring the information needed to be given, he said. If the information was not provided, complaints could be laid with the Public Protector's office.



Kinders speel in Wesbank se strate tydens skoolure.

Foto: Ebrahim Pregalato

Kinders in Wesbank nie skool toe nie

JORISNA BONTHUYS

KAAPSTAD – Net twee uit elke vyf kinders van die behoeftige woonbuurt Wesbank is gister, die eerste skooldag van die nuwe kwartaal, skool toe. Die res het óf tuis gebly óf doelloos in die strate rondgedwaal omdat hulle nie 'n skool het nie.

Me. Gawa Samuels, raadslid van die Oostenberg munisipaliteit, meen tot 40% van die kinders hier was nog glad nie vanjaar in die skool nie.

Kinders bly tuis omdat hul ouers nie die sowat R100 per maand per kind vir busgeld na nabygeleë skole kan opdok nie. Sommige hardloop soggens oor die gevaarlike R300 roete om in Delft skool te gaan.

Dié nuwe buurt met sy sowat 4 200

Hop huise het nie skole nie. Skole binne loopafstand is volgens inwoners reeds oorvol. Talle ouers vrees vir hul kinders se veiligheid en kla hulle word deur bendeledes in Delft aangeval en beroof.

Janine (8), dogter van me. René Elias, wat vier maande gelede daar ingetrek het, woon gevolglik by haar ouma in Kleinvele, omdat sy van daar gereedlik en veiliger toegang tot onderrig kan kry. "Ek sien haar net sommige naweke. Minstens gaan sy skool toe. Baie ander kinders van Wesbank bly eenvoudig tuis omdat hul ouers te bang is om dit in Delft te waag."

Die agtjarige Nicola George, wat in Kraaifontein skoolgaan, ryloop soggens douvoordag skool toe. Soms

is sy vir twee tot drie weke afwesig van die skool. Haar pa, James, is werkloos.

Uit 'n verslag van die Kaapse Metropolitaanse Raad blyk sowat 950 mense, van wie 20% skoolkinders, het in 1988 daaglik die R300 oorgesteek. Dié syfer het intussen waarskynlik aansienlik gestyg sedert met die ontwikkeling van Wesbank begin is.

Die verkeersdruk daal buite spitsrye tot 1 200 voertuie per uur, maar dit is steeds uiters gevaarlik vir voetgangers om die pad oor te steek.

Die verkeersowerhede het onlangs gesê as alles volgens plan verloop, sal voor einde September begin word met die bou van 'n voetbrug tussen Delft en Wesbank.

Schools 'too far away', so children stay put

Argus 18/7/2000

LYNNETTE JOHNS
STAFF REPORTER

Residents of the new low-cost Westbank development in Delft say their children are not at school because the nearest school is too far away, but the department of education has denied this.

Many children have missed school for months because residents claim the walk to the nearest school is fraught with danger - the pupils have to cross the busy R300 highway and are harassed by gangsters.

But the department says there are four schools within 3km of Westbank, and children can cross the highway by a footbridge.

Yesterday Anna Coetzee said her two children, Annelie, 8, and Gert, 12, had not been to school since they moved to Westbank in December.

The family is from Ceres, where the children attended a farm school. Mrs Coetzee, who is unemployed, said: "I do not have money to pay for transport to school and neither do I have money for school fees. Maybe if they built a school in our area it would be better."

Her children are not the only ones in this predicament. Driving through the area, even on a cold, windswept Cape day, you would be forgiven for thinking that school holidays were still in full swing.

Scores of children were out in the streets playing, when they should have been in school for the first day of the new term.

Departmental spokesman Tony Eaton said surrounding schools were also being extended to accommodate the Westbank children. He said the Kuils River office had not been informed of the problem with gangsters.

Delft gets new housing project

MANDLA MNYAKAMA

THE launch of the Wesbank Housing Development Project in Delft yesterday was not motivated by the national election, Western Cape Housing MEC Cecil Herandien said.

"It's not because of the coming elections. We had this initiative for a long time," he said, handing over the keys to Delft residents who moved into the first 60 houses of the 5 500 two-bedroom homes to be provided for people in the Oostenberg municipal area.

There are two houses — each equipped with a bath and a toilet — per plot to save land.

In the near future, 20 houses will be built each day.

Schalk Vorster, of project managers BKS, said the project was valued at R120 million. He said R92m came from the government's housing subsidies.

The initiative was aimed at making houses available to poor people, most of whom were on the waiting list of the Oostenberg municipality area, he said.

They would try to house all people who were on this list, he added.

In spite of the problems of cracks and damp which other Delft residents experienced in the past, Herandien said he was pleased with the quality of the houses.

"This is a very good example and people here are satisfied with it," he said.

He also urged residents from the area to stop criticising initiatives by the housing board.

"People out there should stop criticising the change.

"They must come and see how grateful the beneficiaries of these houses are," he said.

David Reed, one of the Delft residents who received the keys to his house, said he was overwhelmed to have his own brick house after living in a one-roomed shack for many years.

"I really feel good and satisfied to get my own house. I praise and thank our government for helping us. I hope to live a happy life with my family in the



FUTURE UNLOCKED: David Reed (right) gets the keys to his new house from Western Cape Housing MEC Cecil Herandien. **PICTURE: MANDLA MNYAKAMA**

coming years," he said.

Other residents in the area also expressed their gratitude for the project.

Oostenberg municipality housing director Cecil Africa said the project set the pace for other municipalities in the province.

He urged those who had not yet registered their applications for the Oostenberg integrated housing waiting-list, to do so.

Africa also asked those who moved out of the area after registration to contact his department.

In the past few years, Western Cape residents who claimed to have had their names on the Provincial Housing Board's waiting lists for many years illegally occupied houses from other projects in the area.

Other residents were conned by people who demanded hundreds of rands in return for guaranteed housing.

ANNEXURE C
Focus Group Data

WOMEN: 45 YRS – OLDER
P-Index

ISSUE	REASON	IMPORTANCE	SATISFACTION	P-INDEX
HOSPITAL	<ul style="list-style-type: none"> Because its to far to go to Delft Its unsafe to cross the R300 (freeway) We don't always have transport Houses are always wet The ambulance don't s come if you phone them The clinic in Wesbank referspeople to Delft for medicine Day hospital in Delft – if you get there without an appointment, you must turn back Sometimes you must turn back even if you have an appointment You have to be at the clinic at 3 am at Kleinvlei if you want to be helped 	10,9,10,10,10,11,9,10,8 Mean (87/9 = 9,67)	1,5,2,1,1,1,1,1,1,1 Mean (15/9 = 1,67)	8,0
THE CONDITION OF THE HOUSES	<ul style="list-style-type: none"> Conditions are bad. The asbestos roofs sweat The sweat drips on the children when they sleep Many people have ashtma and TB Paint doesn't help – the mildew comes through the paint The dampness penetrates the walls when it rain Our neighbours and us can see each other through a crack in the wall Inferior materials were used. The plaster is more sand than cement Wind blow the doors open Sewerage system is poor. It leaks 	10,10,9,11,10,9,10,11,10 Mean (90/9 = 10,0)	1,3,2,3,4,2,4,2,3 Mean (24/9 = 2,67)	7,33
POLICE STATION	<ul style="list-style-type: none"> Lots of break ins, and children are being robbed People, especially children are being raped When you phone Kuilsrivier – they can't come out The police in Delft do not work in Wesbank Wen they do come, they take half a day to get here Shebeens in the area create dangers Young people shoot pool and play jukebox. When you talk to them, they don't listen because they know the police won't come 	10,10,9,7,7,10,10,10,10 Mean (83/9 = 9,22)	3,3,3,5,4,3,3,1,1 Mean (26/9 = 2,89)	6,33
ELECTRICITY POINT OFFICE AT	<ul style="list-style-type: none"> There's only one electricity point The queue is always long We must walk in the rain You can't send the children, because the bigger folk take their money 	10,9,9,11,10,10,9,10,5 Mean (83/9 = 9,22)	9,3,1,2,3,4,4,3,10 Mean (39/9 = 4,33)	4,89
TENANTS	<ul style="list-style-type: none"> What is going to happen to us who rent.. Where must we go with our children? It means the owner never needed the house People make money with the houses The owner collects the money, but then don't pay the Council Oostenberg do not want to accept money from people who rent The owners put other people in on top of you in the middle of the night Owners threaten people with guns. The police don't come 	7,7,5,6,5,8,6,6,7 Mean (57/9 = 6,33)	1,1,5,5,5,1,6,1,1 Mean (26/9 = 2,89)	3,44
RIVER	<ul style="list-style-type: none"> It's a very dangerous place for children 4 men had to be saved from the river recently A 4 year old child's ball fell in the water – the child had to be saved River gives off a stench – it creates flies 	6,4,11,4,10,4,10,4,3 Mean (56/9 = 6,22)	2,2,3,5,5,7,1,3,1 Mean (29/9 = 3,22)	3,0
COMMUNITY HALL	<ul style="list-style-type: none"> Pensioners can receive their pay there Some people have to go to Stellenbosch to pay People must pay a lot of money to get their pensions The aged can meet there – they can do things with their hands The children can be kept busy there after school One soup kitchen can be held at the community centre 	10,7,10,11,10,6,10,9,10 Mean (83/9 = 9,22)	4,6,3,1,3,3,3,2,3 Mean (28/9 = 3,11)	6,11

SHOPS	<ul style="list-style-type: none"> • People must now pay taxi fare to Kuilsrivier • Stuff is more expensive at the house shops • Taxi fare can buy a bread • If you don't have something in the house, then you must stay without it • When the old people get their pensions, they must go far to purchase groceries • People's groceries are being robbed • You must pay altogether R18 in taxi fares to get to and from Wesbank 	10,10,11,11,11,11,10,10,10 Mean (94/9 = 10,44)	4,3,3,3,2,2,3,1,3 Mean (24/9 = 2,67)	7,77
LIBRARY	<ul style="list-style-type: none"> • The closest libraries are in Delft or Kuilsrivier • Children read very poorly • Adults can also use the library • Library can present educational programmes to the children • Children need taxi fare to go the library • Children can't study at home 	9,7,9,11,8,3,9,7,8 Mean (71/9 = 7,89)	4,2,3,4,4,6,4,5,4 Mean (36/9 = 4,0)	3,89
PARKS	<ul style="list-style-type: none"> • Children play in the streets – they are knocked over • Big guys play in the park 	3,2,2,8,8,1,3,3,2 Mean (32/9 = 3,56)	3,3,4,3,4,7,6,4,4 Mean (38/9 = 4,22)	- 0,66
JOB OPPORTUNITIES	<ul style="list-style-type: none"> • We don't have money to pay our service charges • Water is being cut • People are being shown away from the office • People at the office are there to assist- but they show you away • People received houses with affidavits. They knew the people don't work. Where must they get the money? 	8,10,11,11,11,9,10,10,10 Mean (90/9 = 10,0)	4,4,3,1,2,2,2,1,2 Mean (21/9 = 2,33)	7,67
FREE ELECTRICITY	<ul style="list-style-type: none"> • Don't get our free electricity as promised • City Councils' people get 20 units electricity free 	10,7,11,11,11,10,10,10,10 Mean (90/9 = 10,0)	3,1,3,4,6,1,1,1,2 Mean (22/9 = 2,44)	7,56
EMPTY HOUSES	<ul style="list-style-type: none"> • Gangsters make these their hiding places • Why can't these vacant houses be allocated to people who need it? 	10,8,10,2,10,10,9,9,10 Mean (78/9 = 8,67)	3,1,3,4,6,1,1,1,2 Mean (22/9 = 2,44)	6,23

WOMEN: 45 YRS - OLDER
C- INDEX PROFILE

NO	ISSUE	SATISFACTION	INDEX
1.	Shelter	10,3,9,8,7,2,6,4,4	5,89
2.	Health care	4,2,2,3,2,4,2,2,2	2,55
3.	Sanitation	3,3,4,3,4,5,7,5,9	4,78
4.	Water	8,9,9,8,10,9,10,10,10	8,11
5.	Food	4,4,4,3,4,3,6,2,3	3,67
6.	Energy	4,4,7,3,3,3,5,4,4	4,11
7.	Safety	2,2,3,2,2,1,2,2,2	2,0
8.	Income	3,4,5,5,6,5,7,6,5	5,11
9.	Education	9,4,7,6,6,2,6,4,4	5,33
10.	Recreation	2,4,3,2,2,5,4,3,3	3,11
11.	Religion	4,2,2,2,2,2,2,2,2	2,22
12.	Welfare	2,2,2,2,2,1,1,2,1	1,67
13.	Transport	2,2,2,1,2,8,5,4,5	3,44

WOMEN: 45 YRS - OLDER
BONDING PROFILE

NO	ISSUE	SATISFACTION	INDEX
1.	Social support services available within Community	9,6,8,8,7,4,8,1,10	6,78
2.	Socialisation (friendship circles) within Community	9,4,10,7,10,9,7,8,10	8,22
3.	Sense of belonging (pride to belong) to the Community	9,5,9,8,8,8,8,9,8	8,0

WOMEN: 25 – 44 YRS
P-Index

ISSUE	REASON	IMPORTANCE	SATISFACTION	P-INDEX
SELF SERVICE SHOP	<ul style="list-style-type: none"> Where a person can buy something with R6, you must now spend that on a taxi House shops are very expensive The shop could create job opportunities 	10,10,10,11,10,10,10,10,10 Mean (91/9 = 10,11)	2,1,3,3,3,3,2,2,4 Mean (23/9 = 2,56)	7,55
DAY HOSPITAL	<ul style="list-style-type: none"> You must now go to Delft It is very dangerous – people are being attacked You sit there (in Delft) the whole day You must already be there at 5 am to see the doctor in Delft. When children are older than 6 years, the clinic in Wesbank won't help you 	10,11,10,10,10,10,10,10,10 Mean (91/9 = 10,11)	2,3,1,2,2,2,2,5,2 Mean (21/9 = 2,33)	7,78
POLICE STATION	<ul style="list-style-type: none"> To many things are happening in Wesbank The police take their own time, or they don't come at all If you want to lay a charge, you must go to Kuilsrivier 	10,10,10,10,10,10,10,11,10 Mean (91/9 = 10,11)	3,3,2,2,2,2,2,2,4 Mean (24/9 = 2,44)	7,67
HOUSES	<ul style="list-style-type: none"> Houses crack, the plaster they used is more sand than anything else When it rains, the water seeps through Houses sweat, tears run down the walls 	7,10,7,9,10,10,10,10,7 Mean (80/9 = 8,89)	2,3,3,2,4,2,2,2,4 Mean (24/9 = 2,67)	6,22
WELFARE	<ul style="list-style-type: none"> Children that must be in school, walk around Children are abused. We have problems with street children There is huge unemployment in Wesbank. There must be a grant for people who don't work 	10,10,8,9,8,10,10,10,8 Mean (83/9 = 9,22)	4,3,4,2,3,2,2,2,3 Mean (25/9 = 2,78)	6,44
JOB OPPORTUNITIES	<ul style="list-style-type: none"> We dearly want to work, but we don't have money to go look for work Many qualified people live in Wesbank There are no job opportunities in Wesbank My shoes are already worn out of looking for work At the school being built in Wesbank, people from outside are being employed 	10,10,10,10,10,10,9,9,10,10 Mean (88/9 = 9,78)	2,2,2,1,1,1,2,1,2 Mean (14/9 = 1,56)	8,22
OPPORTUNITIES FOR YOUNG PEOPLE	<ul style="list-style-type: none"> Young people must be kept busy There's a shortage of recreational facilities for young people Young children abuse liquor and drugs There is nothing else for them to do 	9,8,8,7,10,8,8,8,8 Mean (74/9 = 8,22)	3,2,3,3,3,2,2,2,4 Mean (24/9 = 2,67)	5,55
ROADS	<ul style="list-style-type: none"> We want speed bumps in the main road Cars drive too fast It sometimes appear as if the cars are going to drive right through your house Children play in the streets because there are no parks Cars don't even stop at the stop streets Even the police don't stop at the stop streets 	8,7,9,9,10,10,10,10,7 Mean (80/9 = 8,89)	4,2,2,3,2,3,2,2,3 Mean (23/9 = 2,56)	6,33
BUSH/RIVER	<ul style="list-style-type: none"> Get rid of the bush at the river In 2001 – many children were raped and killed there 	10,10,6,7,9,10,10,10,10 Mean (82/9 = 9,11)	3,2,3,2,1,2,2,1,2 Mean (18/9 = 2,0)	7,11
ELECTRICITY POINT	<ul style="list-style-type: none"> There's only one electricity point in Wesbank We must stand in very long queues, even when it rains Our money are being robbed 	9,10,4,11,10,10,10,10,10 Mean (84/9 = 9,33)	3,1,5,1,2,2,2,1,2 Mean (19/9 = 2,11)	7,22

**WOMEN: 25 – 44 YRS
C- INDEX PROFILE**

NO	ISSUE	SATISFACTION	INDEX
1.	Shelter	10,6,9,11,9,10,10,10,10	9,44
2.	Health care	4,1,3,1,2,1,2,1,3	2,0
3.	Sanitation	3,3,6,5,8,2,2,3,4	4,0
4.	Water	10,7,9,10,10,10,7,8,8	8,78
5.	Food	4,2,5,2,2,4,4,4,4	3,44
6.	Energy	4,5,7,6,10,7,5,5,8	6,33
7.	Safety	3,1,2,1,2,1,2,1,1	1,56
8.	Income	4,1,4,4,4,5,4,5,7	4,22
9.	Education	4,6,8,4,3,2,5,4,3	4,33
10.	Recreation	4,1,4,3,4,2,1,1,2	2,44
11.	Religion	3,1,1,2,1,1,1,3,1	1,56
12.	Welfare	10,1,5,4,4,4,2,2,5	4,11
13.	Transport	4,1,2,1,1,1,1,1,2	1,56

**WOMEN: 25 – 44 YRS
BONDING PROFILE**

NO	ISSUE	SATISFACTION	INDEX
1.	Social support services available within Community	3,5,9,8,10,4,4,5,4	5,78
2.	Socialisation (friendship circles) within Community	6,9,5,4,2,8,8,8,5	6,11
3.	Sense of belonging (pride to belong) to the Community	10,11,9,11,10,11,10,11,8	10,11

WOMEN: 16 – 24 YRS
P-Index

ISSUE	REASON	IMPORTANCE	SATISFACTION	P-INDEX
SECURITY AT THE FOOT BRIDGE	<ul style="list-style-type: none"> • People are being robbed and hurt on the bridge • We live next to the bridge. Every weekend there's a shooting incident at the bridge • Stones are thrown onto peoples' roofs from the bridge 	9,10,11,11,11,11,10 Mean (73/7 = 10,43)	1,4,3,1,8,3,2 Mean (22/7 = 3,14)	7,29
YOUTH CENTRE	<ul style="list-style-type: none"> • Weekends – children spend their time at shebeens • These children can spend their time more productively at the youth centre • They can play volleyball, etc. there • Youths who are unhappy at home, can get support there 	10,11,11,11,11,10,10 Mean (74/7 = 10,57)	1,2,4,1,5,3,3 Mean (19/7 = 2,71)	7,86
SHOPPING COMPLEX	<ul style="list-style-type: none"> • Uncomfortable without a shopping centre • People are being robbed when they come from Budget (Store) in Delft • Taxi fare is expensive – people must spend money to go buy food 	10,11,10,11,11,10,10 Mean (73/7 = 10,43)	1,1,2,2,7,3,3 Mean (19/7 = 2,71)	7,72
POLICE STATION	<ul style="list-style-type: none"> • There's too much violence in Wesbank • People are being raped and killed • Wine and shebeens cause domestic violence 	10,11,11,10,10,10,10 Mean (72/7 = 10,29)	1,1,3,2,3,3,3 Mean (16/7 = 2,29)	8,0
SHEBEENS	<ul style="list-style-type: none"> • Lots of things happen at the shebeens • Girls are being raped when bandits (jongens) are drunk 	10,11,10,11,10,10,11 Mean (73/7 = 10,43)	1,1,3,1,2,1,2 Mean (11/7 = 1,57)	8,86
JOB OPPORTUNITIES	<ul style="list-style-type: none"> • Shopping centres can create employment • Parents complain because you don't pull your weight around the house • You can't honour your credit commitments • Young people who don't work, commit crime 	10,11,10,11,10,10,10 Mean (72/7 = 10,29)	1,2,1,1,2,1,1 Mean (9/7 = 1,29)	9,0
DAY HOSPITAL	<ul style="list-style-type: none"> • Must go very far to Delft • People can't afford medical aid. When they get hurt, they can't afford a doctor 	10,11,10,11,11,11,10 Mean (74/7 = 10,29)	1,1,2,1,1,2,1 Mean (9/7 = 1,29)	9,0
CONDITIONS OF THE HOUSES	<ul style="list-style-type: none"> • Dampness of the houses is a problem • Pieces of cement fall from the roofs • Roofs leak – especially like today (rainy weather) 	10,11,11,11,11,11,10 Mean (75/7 = 10,71)	1,1,1,2,1,3,2 Mean (11/7 = 1,57)	9,14
CO-OPERATION	<ul style="list-style-type: none"> • In order to solve the community's problems, they have to stand together 	10,10,10,11,11,11,10 Mean (73/7 = 10,43)	1,1,3,3,3,1,1 Mean (13/7 = 1,86)	8,57
BETTER EDUCATION	<ul style="list-style-type: none"> • Children swear and fight a lot 	10,11,10,11,11,11,10 Mean (74/7 = 10,57)	1,2,1,1,1,3,1 Mean (10/7 = 1,43)	9,14
GANGSTERS	<ul style="list-style-type: none"> • Especially those who loiter at the corners and trouble people • Girls can't move freely where they want to • Friday evenings, there's always a long queue at the electricity vendor – there's always people who stand and loiter on the corners 	10,10,10,11,10,11,10 Mean (72/7 = 10,29)	1,1,2,1,1,1,1 Mean (8/7 = 1,14)	9,15
ELECTRICITY VENDOR	<ul style="list-style-type: none"> • Sometimes you can't get electricity at the vendor 	10,11,11,10,8,9,9 Mean (68/7 = 9,71)	1,1,1,2,2,2,1 Mean (10/7 = 1,43)	8,28

**WOMEN: 16 – 24 YRS
C- INDEX PROFILE**

NO	ISSUE	SATISFACTION	INDEX
1.	Shelter	8,9,10,10,11,9,10	9,57
2.	Health care	1,1,1,1,2,2,1	1,29
3.	Sanitation	1,1,1,3,3,2,3	2,0
4.	Water	10,11,10,11,10,11,10	10,43
5.	Food	10,5,3,3,3,10,4	5,43
6.	Energy	6,1,3,4,3,3,3	3,29
7.	Safety	1,1,1,1,2,1,2	1,29
8.	Income	6,3,3,2,3,1,2	2,86
9.	Education	10,1,1,11,9,9,3	6,29
10.	Recreation	1,1,3,2,2,3,1	1,89
11.	Religion	1,2,1,1,1,2,1	1,29
12.	Welfare	1,1,1,1,1,1,1	1,0
13.	Transport	6,4,3,4,3,2,3	3,57

**WOMEN: 16 YRS – 24YRS
BONDING PROFILE**

NO	ISSUE	SATISFACTION	INDEX
1.	Social support services available within Community	6,6,3,6,6,5,5	5,29
2.	Socialisation (friendship circles) within Community	6,11,3,5,2,3,9	5,57
3.	Sense of belonging (pride to belong) to the Community	6,7,6,6,3,1,5	4,86

MEN: 45 YRS – OLDER
P-Index

ISSUE	REASON	IMPORTANCE	SATISFACTION	P-INDEX
JOB CREATION	<ul style="list-style-type: none"> My wife and I and our children went to bed on Sunday without a piece of bread to eat It break up families Your wife and children look up to you for work (you have no pride) Do not always have money to go look for work Without work, it is difficult to control your children. Children break into peoples' places if they don't work. That is how they become gangsters If you don't have a job, you going to smoke (rob) someone. If they don't give their money off, you're going to hurt them I am now unemployed for more than 4 years The only work I can do is to collect scrap and sell it We get water and electricity accounts, but we can't pay it 	<p>10,11,9,11,11,11,10,10</p> <p>Mean (83/8 = 10,38)</p>	<p>1,1,2,1,1,1,1,1</p> <p>Mean (9/8 = 1,13)</p>	9,25
ROADS/ SPEEDBUMPS	<ul style="list-style-type: none"> People drive to fast and road users are irresponsible Cars only make as if they stop, but then just ride further People must control their children. Because there are no parks, children play in the streets Speedbumps are important. In Mfuleni – taxis and cars drive safely. In Wesbank, people just do as they please 	<p>10,10,10,9,11,11,10,11</p> <p>Mean (82/8 = 10,25)</p>	<p>1,2,2,3,1,2,1,1</p> <p>Mean (13/8 = 1,63)</p>	8,62
POLICE STATION	<ul style="list-style-type: none"> Here are many things happening in Wesbank If you phone the police, they don't even bother to come out Saturday night I was chased by people who don't even live in Wesbank After 7 pm at night, you or your wife can't even go buy electricity or go to prayer meeting You go to work, but you worry about your wife at home – people can easily kick your door in 	<p>10,10,10,11,11,11,10,11</p> <p>Mean (84/8 = 10,5)</p>	<p>1,1,2,2,1,1,1,1</p> <p>Mean (10/8 = 1,25)</p>	9,25
SPORTSFIELDS	<ul style="list-style-type: none"> No recreational for the children Children then play in the streets – get knocked over Park is to open – children run to and fro across the street 	<p>10,10,10,9,11,11,10,11</p> <p>Mean (82/8 = 10,25)</p>	<p>1,1,3,5,5,1,1,1</p> <p>Mean (18/8 = 2,25)</p>	8,0
DUMPING OF RUBBISH AT THE RIVER	<ul style="list-style-type: none"> It causes flies and the children must still play there Children become sick by playing there (at the river) Fish mongers throw the fish intestants in the river People come from Eersterivier and Belhar to sell fish here 	<p>10,11,9,11,11,8,10,11</p> <p>Mean (81/8 = 10,13)</p>	<p>1,1,2,6,1,1,1,1</p> <p>Mean (14/8 = 1,75)</p>	8,38
HOUSE SIZES	<ul style="list-style-type: none"> To small, a person can't even bath You can't put a double bed and cupboard in the room There's no privacy between husband and wife Houses are small and poorly built – roofs leak When it rains, the doors swell. If you open the door to hard, you'll break it 	<p>10,11,10,8,11,11,10,11</p> <p>Mean (82/8 = 10,25)</p>	<p>1,1,2,3,1,1,1,1</p> <p>Mean (11/8 = 1,38)</p>	8,87
WATER WASTE-AGE	<ul style="list-style-type: none"> Pipe in Diepwater street has been broken for more than two weeks – nobody is doing anything to fix it The leakage has been reported to Oostenberg 	<p>11,10,10,11,11,11,10,11</p> <p>Mean (85/8 = 10,63)</p>	<p>1,1,1,1,1,1,1,1</p> <p>Mean (8/8 = 1,0)</p>	9,63
GEYSERS	<ul style="list-style-type: none"> Could Oostenberg not have done something else with that money? Geysers use more electricity, they don't even work 	<p>11,6,4,3,11,2,8,10</p> <p>Mean (55/8 = 6,88)</p>	<p>1,1,2,3,1,1,1,1</p> <p>Mean (11/8 = 1,38)</p>	5,5
ELECTRICITY PURCHASES	<ul style="list-style-type: none"> We in E-Block must walk to A-Block to purchase electricity People must walk in the rain Times that electricity is available (is inconvenient) By the time I come from work, they are closed The woman at the vendor has her own (nasty) 	<p>11,10,9,7,11,10,11,11</p> <p>Mean (80/8 = 10,0)</p>	<p>1,1,1,1,1,1,1,1</p> <p>Mean (8/8 = 1,0)</p>	9,0

	<p>manners – if they don't want to help you, they simply close</p> <ul style="list-style-type: none"> • Muslim people close their shop on Friday afternoons. Sunday afternoons, they don't even open 			
POVERTY PROTECTION	<ul style="list-style-type: none"> • People who have no income, can't Oostenberg give them a food parcel? • When you look for work, and you don't find any, then there's nothing (to eat) 	<p>10,11,9,8,11,11,11,11</p> <p>Mean (82/8 = 10,25)</p>	<p>1,1,1,1,1,1,1,1</p> <p>Mean (8/8 = 1,0)</p>	9,25
RELIGION	<ul style="list-style-type: none"> • Because of all the unemployment – it is only God who can help you. • If more churches are created, we can take our children to the house of the Lord • Children can go to Sunday school 	<p>10,11,10,11,11,11,10,11</p> <p>Mean (85/8 = 10,63)</p>	<p>1,1,1,1,1,1,1,1</p> <p>Mean (8/8 = 1,0)</p>	9,63
ALLOCATION OF HOUSES	<ul style="list-style-type: none"> • The way houses are allocated. • Boyfriend and Girlfriend each has a house, while families with children sit without houses and must live in backyards 	<p>11,10,9,8,11,6,10,11</p> <p>Mean (76/8 = 9,5)</p>	<p>1,1,1,2,1,1,1,1</p> <p>Mean (9/8 = 1,13)</p>	8,37
CHAIN STORES	<ul style="list-style-type: none"> • Wesbank is such a big place, but don't even have a chain store • We must now take a taxi to go to Kuilsrivier • House shops are too expensive • Why does the Council allow people to use their houses as shops, instead of letting people live there 	<p>10,11,11,11,11,10,10,11</p> <p>Mean (85/8 = 10,63)</p>	<p>1,1,1,1,1,1,1,1</p> <p>Mean (8/8 = 1,0)</p>	9,63

**MEN: 45 YRS OLDER
C- INDEX PROFILE**

NO	ISSUE	SATISFACTION	INDEX
1.	Shelter	10,10,10,11,1,9,10,8	8,63
2.	Health care	1,1,1,3,6,1,2,2	2,13
3.	Sanitation	7,1,2,2,1,2,4,7	3,25
4.	Water	10,10,9,10,11,8,10,11	9,88
5.	Food	1,1,8,3,1,5,3,2	3,0
6.	Energy	1,1,6,3,1,6,3,1	2,75
7.	Safety	1,1,2,1,1,1,1,1	1,13
8.	Income	10,10,3,8,11,6,10,11	8,63
9.	Education	1,1,3,4,6,6,1,1	2,88
10.	Recreation	1,1,2,4,1,1,1,1	1,5
11.	Religion	1,1,1,1,1,1,1,1	1,0
12.	Welfare	1,1,1,1,1,1,1,1	1,0
13.	Transport	8,5,6,7,6,6,5,6	6,13

**MEN: 45 YRS – OLDER
BONDING PROFILE**

NO	ISSUE	SATISFACTION	INDEX
1.	Social support services available within Community	1,1,8,6,1,6,2,2	3,38
2.	Socialisation (friendship circles) within Community	8,9,4,4,6,6,5,6	6,0
3.	Sense of belonging (pride to belong) to the Community	1,1,3,4,1,1,1,1	1,63

MEN: 25 – 44 YRS
P-Index

ISSUE	REASON	IMPORTANCE	SATISFACTION	P-INDEX
UNEMPLOYMENT	<ul style="list-style-type: none"> • Did fill in forms at the school already • Wesbank residents should get preference (with local projects) • Oostenberg sends out threatening letters over accounts. I am a tradesman, why can't I fix the school's desks? • I have a family – I can't get work, and so I see stuff in somebody's yard that I can sell – well, then you get into trouble • In order to go seek work, you must get up at 3 am in the morning, you must steal train (i.e ride illegally), and when you return, there are guards on the trains • The Council can create jobs themselves. For example, we can clean the streets. So we can also pay our accounts 	<p>11,11,11,11,11,11,11,11</p> <p>Mean (88/8 = 11,0)</p>	<p>1,2,1,1,1,1,1,2</p> <p>Mean (10/8 = 1,25)</p>	9,75
ELECTRICITY VENDOR (KRAGPLEK)	<ul style="list-style-type: none"> • We only have one electricity vendor in Wesbank • People must stand and wait in the cold and rain to buy electricity • Needs an additional vendor • (Electricity) cards cost R15, but you can only use it a few times, so you must purchase a new card every time • People who sell electricity are rude • Small children are robbed for their electricity money • You don't get change from the motjie (female shop keeper from Indian/Muslim descent) • R300 is the road of death (to cross to purchase Electricity in Delft) • Location of electricity vendor must be more central 	<p>11,9,6,8,11,10,10,11</p> <p>Mean (76/8 = 9,5)</p>	<p>6,4,6,7,6,8,5,6</p> <p>Mean (48/8 = 6,0)</p>	3,5
POLICE STATION	<ul style="list-style-type: none"> • In comers come and cause trouble in Wesbank • You can't rely on the police, you phone them, but they don't come • People in Khayalitsha take the law into their own hands, Can we do the same? • The neighbourhood watch then even beats you up 	<p>11,11,11,11,11,11,11,11</p> <p>Mean (88/8 = 11,0)</p>	<p>6,1,1,1,1,1,2,1</p> <p>Mean (14/8 = 1,75)</p>	9,25
RESIDENTS WHO SUB LET THEIR HOUSES	<ul style="list-style-type: none"> • Owners who get houses and rent them out did not need that house in the first place • People (lessees) are just being kicked out of their houses (by the owners) 	<p>10,10,11,7,11,7,6,11</p> <p>Mean (73/8 = 9,13)</p>	<p>2,2,1,6,4,4,1,1</p> <p>Mean (21/8 = 2,63)</p>	6,5
SHOPPING CENTRE	<ul style="list-style-type: none"> • Cost money / expenditure to go to Kuilsrivier. It's also dangerous • House shops are to expensive 	<p>11,10,11,11,11,11,11,11</p> <p>Mean (87/8 = 10,88)</p>	<p>1,2,5,1,4,1,1,1</p> <p>Mean (16/8 = 2,0)</p>	8,88
SPEEDBUMPS	<ul style="list-style-type: none"> • Taxis don't even stop at stop streets • We need four way stops in Wesbank/Main Road 	<p>9,10,11,11,11,11,11,11</p> <p>Mean (85/8 = 10,63)</p>	<p>3,1,1,1,1,3,1,1</p> <p>Mean (12/8 = 1,5)</p>	9,13
DAY HOSPITAL	<ul style="list-style-type: none"> • Must get up at 5 am to go to Delft – then you must wait till 4 pm • My wife leaves at 6 am to get a ticket – they only take a certain number • When you get there (Delft) at 5 am, then the queue is already long • If you go earlier, it is very dangerous 	<p>11,10,11,11,11,11,11,11</p> <p>Mean (87/8 = 10,88)</p>	<p>1,1,1,1,1,1,1,1</p> <p>Mean (8/8 = 1,0)</p>	9,88
SAND IN STREETS	<ul style="list-style-type: none"> • You can't even open your doors – all the sand blow into the houses • Germs are carried over from scabby dogs onto children • Sidewalks can prevent that sand blows onto the streets • Drains are blown closed by the sand • Sand in streets let cars slide 	<p>9,9,11,7,11,8,10,5</p> <p>Mean (70/8 = 8,75)</p>	<p>1,3,1,6,1,1,1,1</p> <p>Mean (15/8 = 1,86)</p>	6,89

CONDITION OF HOUSES	<ul style="list-style-type: none"> • Roofs leak – Oostenberg does nothing about it • Cement filling falls out • Doors swell out 	11,10,11,11,11,11,10,11 Mean (86/8 = 10,75)	1,1,1,1,1,1,1,1 Mean (8/8 = 1,0)	9,75
SPORT ACTIVITIES	<ul style="list-style-type: none"> • Need recreation facilities, like soccer and netball fields • Sundays are the biggest drinking days • Will keep young people from the streets, and away from shebeens, otherwise they end up as gangsters • Young peoples' talents are wasted • Can build up relations amongst young people 	10,10,11,11,11,11,11,11 Mean (86/8 = 10,75)	3,6,6,1,1,5,1,6 Mean (29/8 = 3,63)	7,12

**MEN: 25 – 44 YRS
C- INDEX PROFILE**

NO	ISSUE	SATISFACTION	INDEX
1.	Shelter	4,6,11,11,11,10,10,11	9,25
2.	Health care	1,1,4,4,1,1,1,2	1,88
3.	Sanitation	6,6,4,11,1,9,7,11	6,88
4.	Water	10,10,10,8,6,10,8,11	9,13
5.	Food	4,6,6,7,6,10,9,5	6,63
6.	Energy	6,10,6,7,6,9,8,11	7,88
7.	Safety	1,1,1,1,1,1,1,1	1,0
8.	Income	3,7,8,7,1,9,10,11	7,0
9.	Education	6,1,1,8,1,10,5,5	4,63
10.	Recreation	1,5,4,1,1,1,1,1	1,88
11.	Religion	1,1,4,8,1,4,3,1	2,88
12.	Welfare	1,6,1,1,1,1,1,1	1,63
13.	Transport	6,6,6,9,1,9,9,5	6,38

**MEN: 25 – 44 YRS
BONDING PROFILE**

NO	ISSUE	SATISFACTION	INDEX
1.	Social support services available within Community	6,8,8,9,10,10,11,9	8,88
2.	Socialisation (friendship circles) within Community	6,6,6,9,6,10,9,10	7,75
3.	Sense of belonging (pride to belong) to the Community	6,5,6,5,11,8,6,2	6,13

MEN: 16 – 24 YRS)
P-index

ISSUE	REASON	IMPORTANCE	SATISFACTION	P-INDEX
POLICE STATION	<ul style="list-style-type: none"> % of violence is very high in Wesbank Kuilsrivier Police station is far, by the time when they get here, you are already dead Even if it is just a temporary one They respond immediately to cases of domestic violence (Huismollessake) – especially if women complain, but when people complain about robbery or rape, they take their own time Police station must also be located centrally 	10,10,11,11,11,11,10,11 Mean (85/8 = 10,63)	3,2,2,3,4,6,3,2 Mean (25/8 = 3,13)	7,5
HOSPITAL	<ul style="list-style-type: none"> When you phone an ambulance, they only come in 5 hours A person can die in the meanwhile, especially pregnant women 	11,10,11,11,10,11,10,11 Mean (85/8 = 10,63)	2,1,1,1,2,1,3,1 Mean (12/8 = 1,5)	9,13
AMENITIES FOR RECREATION	<ul style="list-style-type: none"> The children of Wesbank go swim in Delft – they are often attacked or robbed Will keep children away from gangsterism Will keep children off the streets Many young people go sit at shebeens and use drugs Sport facilities will reduce it (the Above) 	10,10,10,11,10,10,8,11 Mean (80/8 = 10,0)	2,1,1,1,2,5,5,1 Mean (18/8 = 2,25)	7,75
SHOPS	<ul style="list-style-type: none"> Taxi fare is expensive – otherwise you'll have to walk to Kuilsrivier Prices are cheaper in Kuilsrivier House shops do not have everything in stock Pensioners/disability grantees cannot always go to these shops (in Kuilsrivier) People run away with their (pensioners/disability grantees') money People in wheelchairs cannot go to Kuilsrivier 	8,10,10,11,9,9,10,11 Mean (78/8 = 9,75)	1,1,1,1,3,1,1,1 Mean (10/8 = 1,25)	8,5
ELECTRICITY VENDOR (KRAGPLEK)	<ul style="list-style-type: none"> At 5pm on a Friday, the queue is already very long People (owners) at the electricity vendors are very discourteous (oorlams) Bandits (Jongens) who loiter at the vendor's place, molest you 	8,8,9,11,10,10,10,11 Mean (77/8 = 9,63)	3,6,3,2,5,2,5,1 Mean (27/8 = 3,38)	6,25
UNEMPLOYMENT	<ul style="list-style-type: none"> You need clothes to put on every day With the construction of the school, other people (from outside Wesbank) received preference Don't have money to buy food 	10,10,10,10,10,9,10,11 Mean (80/8 = 10,0)	1,1,1,1,1,1,1,1 Mean (8/8 = 1,0)	9,0
FOOTBRIDGE	<ul style="list-style-type: none"> Children stand on the footbridge and throw stones on peoples' roofs Loiterers hang out on either side of the bridge, when you cross the bridge, both groups attack you and you have nowhere to escape 	6,7,11,11,6,7,10,11 Mean (69/8 = 8,63)	3,1,2,5,1,6,6,1 Mean (25/8 = 3,13)	5,5
STREETS	<ul style="list-style-type: none"> Given the state of unemployment in the area, people can clean the streets and drains themselves Sand can be swept away twice a week Sand create mud pools, which are tramped into peoples' houses Sand blows against peoples' washing, which stick to peoples' bodies Sand creates lice and fleas in the area 	8,10,10,11,10,5,9,10 Mean (73/8 = 9,13)	4,3,2,6,5,3,5,1 Mean (29/8 = 3,63)	5,5
HOUSES	<ul style="list-style-type: none"> Houses are very cold, and they leak Children have to go sleep with wool caps on Children experience health problems To scared to open the door, otherwise the filling falls out 	10,10,10,11,10,10,10,11 Mean (82/8 = 10,25)	1,1,1,1,1,1,1,1 Mean (8/8 = 1,0)	9,25
TAXI-RANK	<ul style="list-style-type: none"> Needs a roof cover – people stand in the rain Needs lighting at taxi-rank – bandits (ouens) attack you in the dark 	8,10,10,11,10,10,10,8 Mean (77/8 = 9,63)	4,3,4,6,7,5,1,6 Mean (36/8 = 4,5)	5,13

BRIDGE ACROSS THE RIVER	<ul style="list-style-type: none"> There must be a bridge across the river We have family in Silversands – now you must place stones in the water to cross the river – you can fall in and drown When electricity vendor is busy, we can go to Silversands to purchase electricity 	7,6,6,10,5,7,6,6 Mean (53/8 = 6,63)	6,6,4,6,4,6,6,6 Mean (44/8 = 5,5)	1,13
SPORTGROUNDS	<ul style="list-style-type: none"> Young people can participate in sport and become professional 	11,11,11,11,10,10,10,11 Mean (85/8 = 10,63)	1,1,1,1,1,1,5,1 Mean (12/8 = 1,5)	9,13

MEN: 16 – 24 YRS
C- INDEX PROFILE

NO	ISSUE	SATISFACTION	INDEX
1.	Shelter	6,10,10,11,9,10,10,11	9,63
2.	Health care	1,1,1,1,1,1,3,1	1,25
3.	Sanitation	6,6,6,5,4,6,5,4	5,25
4.	Water	10,10,10,10,10,10,11,11	10,25
5.	Food	6,3,2,4,7,6,6,1	4,38
6.	Energy	6,6,6,11,9,10,10,11	8,63
7.	Safety	1,1,1,1,1,1,1,1	1,0
8.	Income	6,1,2,11,6,7,8,8	6,13
9.	Education	10,8,7,11,10,10,5,11	9,0
10.	Recreation	6,1,1,5,1,8,5,1	3,5
11.	Religion	1,6,3,1,1,2,1,1	2,0
12.	Welfare	1,1,1,1,1,6,5,1	2,13
13.	Transport	6,6,5,3,1,2,8,1	4,0

MEN: 16 – 24 YRS
BONDING PROFILE

NO	ISSUE	SATISFACTION	INDEX
1.	Social support services available within Community	4,7,5,5,5,6,7,3	5,25
2.	Socialisation (friendship circles) within Community	9,6,6,11,8,10,10,6	8,25
3.	Sense of belonging (pride to belong) to the Community	6,6,7,1,1,3,6,1	3,88

ANNEXURE D
Letters of Validity



UNIVERSITEIT VAN STELLENBOSCH
UNIVERSITY OF STELLENBOSCH

Thursday 27 June 2002

To who it may concern:

Mr. Deon Wyngaard is a Masters student at the School of Public Management and Planning at Stellenbosch University. As part of the Masters programme, mr. Wyngaard is expected to conduct practical research. In this regard he is currently conducting research regarding housing and housing related issues in which you can assist him.

As the supervisor of mr. Wyngaard, I would like to make use of this opportunity to kindly request that you, as an informant or respondent assist mr. Wyngaard in his research. Practical research of the kind which he conducts is based on action research which works on the basis that direct feedback from beneficiaries or clients are important. In this regard high quality research with practical strategic and policy implications is impossible without your participation and input in the research process. You are an important part of the research process and your input will make an important contribution to the research results. The University thanks you for your participation.

When conducting an interview or taking part in a focus group discussion, you as participant and informant become part of the research process. The information which you share with mr. Wyngaard will be confidential and will be used for research purposes only.

Your participation is much appreciated.
Yours sincerely,

Francois Theron (Supervisor)

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Thursday 27 June 2002

The Governing Body  
Wesbank Primary School  
Main Road  
**WESBANK**  
7100

**For Attention: Mrs S Seboa**

Dear Madam

### **USE OF CLASSROOM SPACE TO CONDUCT RESEARCH**

The recent telephone conversation between yourself and the writer in the above regard refers.

This letter confirms that the writer is a Masters student at the School of Public Management and Planning at Stellenbosch University. As part of the Masters programme, the writer is expected to conduct practical research, which in this instance relates to housing and housing related issues within Wesbank.

The writer's methodology is based on the notion of action research, which considers direct feedback from beneficiaries or clients as an important ingredient for the legitimacy of the process. In this regard, the writer intends to conduct a number of focus group sessions, which consist of between 8-10 persons per session from the Wesbank community. It is anticipated that important and high quality research could be extracted from these processes.

In view of the above, the writer hereby seeks permission for the use of a classroom during the June school holidays over two days, in order to conduct the above research. Your assistance in this regard will be highly appreciated.

Yours sincerely,



Deon Wyngaard (Researcher)