

The Implementation of Housing Policy in the Ngaka Modiri District Municipality of the North West Province

T. E. Mabile

*Department of Public Administration, School of Management Science and Administration,
North West University Private Bag X2046, Mmabatho 2735 South Africa
Telephone: 018 3892479; Mobile: 0828529270; E-mail: Tebogo.Mabile@Nwu.Ac.Za*

KEYWORDS Municipal Functions. Housing Beneficiaries. Delivery Challenges. Sustainable Livelihood. Housing Situation.

ABSTRACT Housing is not a municipal function, yet municipalities have been the main implementers of housing policy. The study was undertaken to evaluate the effect of the implementation of housing policy on beneficiaries, to identify housing delivery challenges and to suggest recommendations that could assist the Municipality in addressing them. Both quantitative and qualitative approaches were employed in the study. The qualitative approach used three common types of data collection: observations, interviews and documents. For both urban and rural areas in the Municipality, 76 municipal officials involved in housing were involved in the survey. Random sampling was used to select 181 homeowners for interview. The major findings of the study revealed that the Municipality lacks skilled staff to deal with monitoring and assessment of housing delivery. An integrated sustainable livelihoods housing delivery framework was suggested with the aim of improving housing delivery.

1. INTRODUCTION

The municipalities need to strengthen their role in the area of housing. The State must show vision and involvement, remove obstacles and bottlenecks, and stimulate innovation. Taking an integral perspective, the State should set up a dialogue at national level and invite the relevant parties for the various policy themes to sit together periodically to determine the direction and main lines of policy. The supply orientation will be abandoned. Demand will be put to the fore and as a result the citizen will become the starting point of policy. The contribution of all institutions will be evaluated primarily according to the extent to which they support citizens' demand. This will assist the state in a proper direction towards implementation policy including (Priemus 2001: 65-86).

Housing is a basic need, providing people with the necessary protection from the elements and attack by wild animals or fellow human beings. It is the space in which fundamental human practices such as child bearing and rearing take place. It offers the space for income-generating opportunities such as carpentry and vegetable growing. The importance of housing in society is singularly important. Housing is typically the largest single item in the household budget, which holds fundamental implications for housing consumption. Tunstall, (2003:153) argues that the consequences range from an

improved housing market position of the diversified stock, a better reputation and reduced maintenance costs to less social exclusion, more social cohesion, increased community participation, role models, and greater support for neighbourhood facilities. Many claims can be ascribed to the perceived beneficial effects of the influx of middle-class and higher-income households in neighbourhoods that were formerly dominated by low-cost social rented or council housing (Kleinhans 2004: 362).

In many countries, one of the objectives of housing policy is to encourage private homeownership. This policy objective is based on the assumption that owning one's own house has a positive effect on the individual and on society as a whole. Homeownership, it is thought, will lead to greater housing satisfaction and greater self-esteem (Elsinga, and Hoekstra, 2004:401).

This study seeks to evaluate the impediments to implementation of the National Housing Policy in the Ngaka Modiri Molema District Municipality of the North West Province. The study examines the implementation of the National Housing Policy in South Africa during apartheid period until now.

1.1 Objectives

The objective of the study is to assess as to what extent Ngaka Modiri Molema District Mu-

nicipality has effectively implemented the housing policy in order to address the provision proper provision of houses. In order to achieve this objective, five principles were identified: the implementation of Ngaka Modiri Molema District Municipality strategy, its application to demonstrate effectiveness, access to spatial information and relevant skills capacity, housing or for affordable housing policy more generally demonstrated. These principles will be utilized as a framework for the assessment of the effective implementation of housing policy in its local municipalities.

1.2 Housing Policy from the Nineteenth Century until the Present

The goal to improve housing condition in South African urban and rural areas was driven by local concerns in the nineteenth century. Rapid population growth related to the industrial revolution and the subsequent arrival of large numbers of immigrants exacerbated health and safety issues in cities. Tenement buildings built to house much of the immigrant population became the focus of concern. Many buildings lacked proper sanitation, ventilation and light, and there was a high degree of overcrowding (Mumford 2003: 93). These circumstances led to improvements in housing conditions and the housing policy.

The era was followed by grand apartheid, which was characterised by the development of the homelands, which were fragmented areas located on some of the least productive land in South Africa and isolated from centres. These had the following consequences on urban and rural form:

- ♦ distorted settlement patterns, with poorest communities having to travel the longest distances;
- ♦ difficulty in the provision of efficient and viable public transport because of dispersed settlement patterns and low densities;
- ♦ high infrastructure provision costs; and
- ♦ inefficient use of large tracts of land, including agricultural land.

Ten homelands were created in South Africa, four of which were granted independence by South Africa on 6 December 1977. The homelands were regarded as independent states and formed their own constitutions and policies.

Bophuthatswana was one of these homelands. Currently, it forms part of the North West Province.

1.3 Housing Policy in Bophuthatswana

The enabling housing policy instrument of Bophuthatswana was the Bophuthatswana Housing Corporation Act (Republic of Bophuthatswana 1982), which aimed to provide and further the provision of housing and accommodation in the Republic of Bophuthatswana on a co-ordinated basis and on a national scale. The provision of housing was with special reference to those whose housing needs were not being met by existing agencies and facilities. The Act also aimed at assisting in the formation of policies to achieve such objectives. The Act provided the legal basis for the implementation of all policies relating to housing and resettlement. It provided for the appointment of a board of directors with the mandate to acquire, develop and manage housing development, as well as to redevelop and reconstruct slum areas, including the relocation of displaced persons. The Act also granted authorities permission to form strategic alliances with other organisations in the provision of housing accommodation for low-income households. Other enabling policy instruments included the Municipal Laws Act (SA 1978), Rent control Act (SA 1982), Promotion of Local Government (1984) and the Land Expropriate Act (SA 1939). These acts were intended to be critical to the total supply of housing in view of scarcity of land and growing demand for affordable housing.

Bophuthatswana was in reality a client state of apartheid-era South Africa and was not recognised as an independent country by any government other than South Africa (Raper 2004: 34). This was a devastating legacy of apartheid in which segregation was rooted at national level through the homelands housing policy, which assigned Africans to reside only in designated reserves. The policy resulted in three particularly exploited and disadvantaged groups of citizens, namely migrant workers, long-distance commuters and rural women.

Although all the former South African homelands ceased to exist as political entities on 27 April 1994, independence for the nation of Bophuthatswana had meant that individuals were able to achieve status as homeowners in their

country. In addition to taking over 30 000 housing units, mainly two- and four-roomed, at independence the Bophuthatswana government continued to build housing units.

However, until in March 1994, as to confirm the artificiality of the Bantustans, largely, and fittingly, as a product of Bophuthatswana President was the intransigence and obstinacy, the Bophuthatswana state collapsed spectacularly. Notably, it was civil servant demands and concerns over salary parity, pensions and job security rather than political opposition, which had precipitated a popular revolt. Bophuthatswana's facade of statehood imploded and the bulk of the Bantustan's administrative regions, including Mmabatho in Mafikeng, now form part of the North West Province of South Africa (Jones 2010: 604 cited in Jones 1999)

1.4 Housing Policy in South Africa

There are impediments to housing delivery, largely in the form of regulations and procedures that relate to settlement development, such as building and services norms and standards, planning regulations, by-laws and the subsidy application process. The main hindrance is the poor implementation of the housing policy framework. The problems listed below are a result of this poor implementation. Hartley (2005) identifies the housing main delivery problems as:

- ♦ Research in 2003 found widespread dissatisfaction with the quality of housing that proved the majority of respondents complained about shoddy and weak construction.
- ♦ Damp walls, rusted door and window frames and loose walls were amongst the housing defects pointed out by residents of a Hanover Park housing development.
- ♦ Thousand, of families in the South Africa still live in corrugated iron and cardboard shacks.
- ♦ A large part of the black majority lives in abject poverty in the outer districts of the cities. A spread of vast miserable settlements of tin and carton shacks, lacking sufficient sanitation, electricity and water, is the persistent reality (United Nations 2005: 4–5).

Failure by government to confront, analyse and change the contexts in which people struggle for adequate shelter, and failure to co-oper-

ate internationally in order to enable international efforts to generate shelter to meet its population's needs is extremely detrimental to global shelter problems. Immediate and sustained shelter research and action based upon the findings is immediately necessary. The current study was therefore undertaken to evaluate the impediments of the implementation of the National Housing Policy on beneficiaries, to identify housing problems and to make recommendations that could assist the Ngaka Modiri Molema District Municipality in addressing such problems

The South African Housing Act (SA 1997a) arises out of the policy approach, as expressed in the Housing White Paper (SA 1994) in order to rationalise institutional capacities. The process of rationalisation was initiated under the previous Housing Arrangements Act (SA 1993), which resulted in the creation of a single national housing fund from five racially based statutory funds. The Act furthered the process of rationalisation and brought housing legislation in line with imperatives of the Constitution of the Republic of South Africa (SA 1996).

The National Housing Code (2000) is based upon a system of once-off capital subsidies for low-income groups. In order to balance need with resource limitations, the chosen focus of the policy was scope rather than depth. As such, the Act can be seen as a new approach compared to the housing policy of separate development that existed prior to 1994. The principles, goals and strategies of the policy are encapsulated in the Housing White Paper (SA 1994). In 1997, the Housing policy was transformed into legislation in the form of the Housing Act (SA 1997a).

1.5 North West Province

According to the National of Housing Code (2000), applicants for the Housing Subsidy Scheme must meet the following qualifying criteria:

- ♦ *Married or Financial Dependants:* An applicant must be married or constantly be living together with any other person. A single person with proven financial dependants (such as children or family members) may also apply.
- ♦ *Residents:* An applicant must be a citizen of the Republic of South Africa, or be in the possession of a permanent resident permit.

- ♦ *Competent to Contract:* An applicant must be legally competent to contract (that is, over 21 years of age, or married or divorced) and of sound mind.
- ♦ *Monthly Household Income:* An applicant's gross monthly household income must not exceed R 3 500.
- ♦ *Not yet Benefited From Government Funding:* An applicant or anyone else in the household must not have received previous housing benefits from the government, except for the following:
 - an applicant that qualifies for a Consolidation Subsidy;
 - an applicant that qualifies for Relocation Assistance; or
 - a disabled person.

This band is introduced for the purpose of the new housing delivery plan of the Breaking New Ground Programme (Department of Housing 2004: 377).

According to the Department of Housing (2004: 7), the plan addresses not only the low-income housing, but also the functioning of the entire residential property market, with the objective of breaking the barriers between the formal market in which growth is located and the informal market, which has experienced a slump. Rust (2006: 10) clarifies the Breaking New Ground Programme (Table 1) with elements and objectives, such as:

With this information therefore the Breaking New Ground Programme introduces an expanded role for municipalities. In shifting away from a supply-driven framework towards a more demand-driven process, an increased emphasis is

placed on the role of the government in determining the location and nature of housing as part of a plan to link the demand for and supply of housing. This approach will enable municipalities to assume overall responsibility and use resources allocated to them. The Breaking New Ground Programme assumes that municipalities will proactively assume their housing responsibilities, given that guidelines and resources will be forthcoming from the national sphere.

The new vision according to Tomlinson (2005: 35) shifts away from the quantity to the quality of housing delivery, and particularly the delivery of sustainable human settlements that will be better located, accessible to economic activities, and provided with social and cultural amenities.

The new comprehensive plan for the sustainable development of human settlements is based on the challenges of changing and growing urban housing demand in the context of slow employment creation, the experience of housing delivery during the past years and the slowdown of this delivery. It seeks to address the challenges by emphasising the role of housing delivery in poverty alleviation, linking this to employment creation and to access to subsidised property as a form of wealth creation and employment; housing delivery is to leverage economic growth, combat crime, and improve social cohesion and quality of life (Department of Housing 2004: 7).

It can be deduced from the above reports of the provincial departments of housing that the government has taken steps towards the progressive realisation of the right to have access

Table 1: Breaking new ground programme elements and objectives

| <i>BNG elements</i> | <i>BNG objectives</i> |
|---|--|
| 1. Supporting the entire residential property market | 1. Accelerate the delivery of housing as a key strategy for poverty alleviation |
| 2. Moving from housing to sustainable human settlements | 2. Utilise the provision of housing as a major job-creation strategy |
| 3. Using existing and new housing instruments | 3. Ensure that property can be accessed by all as an asset for wealth creation and empowerment |
| 4. Adjusting institutions and capacity | 4. Leverage growth in the economy |
| 5. Defining financial arrangements | 5. Combat crime, promote social cohesion and improve quality of life for the poor |
| 6. Creating jobs and housing | |
| 7. Building information, communication and awareness | |
| 8. Establishing systems for monitoring and evaluation | |

Source: Rust (2006: 10)

to adequate houses. What is apparent, however, is that the steps adopted by the government cannot be said to be reasonable, as they do not yet meet the requirements of the Constitution (SA 1996). It is regrettable to note that a number of provinces failed to provide information on these programmes, which suggests that millions of people are still living in peril and the programme adopted is not comprehensive, as it neglects significant members of society.

2. METHODOLOGY

2.1 Population

The population is defined as the group of subjects to whom the findings of the study will be generalised (Imenda and Muyangwa 2000: 117). It is a set of elements that the research focuses upon and to which the results obtained by testing the sample should be generalised (Bless and Higson-Smith 1995: 85). Therefore, a researcher is expected to use a sample of the population that is representative of or looks like the population under investigation (Brynard and Hanekom 1997: 47).

The population size of the Ngaka Modiri Molema District Municipality is 762 999. According to local municipalities data, the population of the Ditsobotla local municipality is 147 599, the Mafikeng local municipality is 259 478, the Ramotshere Moilola local municipality is 137 443, the Ratlou local municipality is 104 324 and the Tswaing local municipality is 114 155. According to the North West Province housing plans for 2007 and 2008 for the Ngaka Modiri Molema District Municipality the following housing projects are in the process of implementation: the Mafikeng local municipality has 2 500 units, the Ditsobotla local municipality has 1 500 units, the Ramotshere Moilola local municipality has 1 500, the Ratlou local municipality has 1 200 units and the Tswaing local municipality has 1 000 units. (Department of Housing 2007: 1)

2.2 Sample Size and Technique

A sample is a small portion of the total set of objects, persons, events, organisations, units and case records that together form the population. The use of the sample can result in more accurate information than might have been obtained if one studied the entire population be-

cause with a sample, time, money and effort can be concentrated to produce better quality research (De Vos et al. 2010: 119).

The sample size of the municipal officials selected was 76 and only 40 responded, while 181 members of different local municipalities in the Ngaka Modiri Molema District Municipality were proportionally and randomly selected. A multistage procedure was used by sampling groups in obtaining the structure of every municipality and sampling within the cluster, obtaining a list of municipal areas in which there is a need to build houses within the region. A proportional and random sampling technique was also used for sampling members of these communities. Municipal officials working in the departments of housing were selected for the study and self-administered questionnaires used to obtain required information

Proportional sampling was used in this study. According to Chen et al. (2001: 69) the equal size and equal sampling condition is sufficient to guarantee a petition testing strategy to be universally safe. It can be used to sample any population that can be defined geographically, for example a neighbourhood, a city or a state. The five municipal areas were selected proportionally. Housing in these areas was grouped into sections according to housing projects.

The researcher contacted housing departments of the above municipalities for the number of blocks of houses completed in their different municipalities. Proportional sampling on housing blocks and random sampling on the number of households was used to assist in determining the sample. The Table 2 was used for sampling based on the population from each region. As shown in the table, 40 house owners in Ditsobotla, 80 house owners in Mafikeng, 30 house owners in Ratlou, 20 house owners in Tswaing and 11 house owners in Ramotshere Moilola were selected.

Table 2: Ngaka Modiri Molema District Municipality household

| <i>Local municipalities</i> | <i>No. of blocks</i> | <i>No. of households</i> |
|-----------------------------|----------------------|--------------------------|
| Ditsobotla | 4 | 40 |
| Mafikeng | 6 | 80 |
| Ramotshere Moilola | 1 | 11 |
| Ratlou | 3 | 30 |
| Tswaing | 2 | 20 |
| Total | 17 | 181 |

Questionnaires containing closed and open-ended questions were distributed to 181 community members. A 100% response rate was obtained because the researcher administered the questionnaires so that those who needed assistance in completing could request clarification. Questionnaires were distributed to 76 municipal officials. The reason for targeting the total population and not sampling was because respondents were few and available in this category. However, only 40 municipal officials returned their questionnaires, thereby providing a sample.

The pictures below were taken during pilot study which assisted the researcher to select both qualitative and quantitative data collection techniques. In order to do this effectively, the researcher attempted to frame quantitative questions. This was done because of the obvious policy generating value and the ability to link dependent and independent variables. The researcher could therefore determine how qualitative methods should be used by judging in what ways the quantitative methods were successful or unsuccessful.



Fig. 1. Houses in Montshiwa, Mafikeng local Municipality



Fig. 2. Shacks in Lotlamoreng in Mafikeng

Figure 1 shows a photograph of subsidised houses taken during the pilot study. These are subsidised houses built next to the township of Montshiwa in the Mafikeng local Municipality

Figure 2 shows photos of shacks and mud houses taken during the pilot study. It was discovered that these shacks and mud houses have been there for a number of years, while the owners are still waiting for their shacks and mud houses to be replaced by the municipality as promised.

Figure 3 shows old houses in a village. These houses are typical of areas such as Setlopo, Lomanyaneng and Magogwe.

Figure 4 shows an incomplete house. It was discovered during the pilot study that incomplete houses have been left incomplete for more than three years.

2.3 Data Collection

A structured questionnaire comprising of both closed and open-ended questions was used to collect data. The researcher, together with the postgraduate students registered for Public Policy Development, conducted the administration of the questionnaires.

A questionnaire is a set of questions on a form of which is completed by the respondent in respect of a research (De Vos 2010:152). A questionnaire is a data-collection instrument containing a selected group of questions selected because of their relevance, and carefully worded for clarity. The questions asked should produce data needed for the study.

2.4 Data Analysis Procedures

Of the 76 questionnaires distributed to the municipal officials in the local municipalities in the Ngaka Modiri Molema District Municipality, 40 were returned. The total number of returned questionnaires is represented as a percentage, termed the response rate, as indicated in Table 3. For the Ditsobotla local municipality, 40% of officials responded. For the Mafikeng local municipality, 57.6% of the officials responded. For the Ramotshere Moilola local municipality, 50% of the officials responded. For the Ratlou local municipality, 40% of the officials responded. For the Tswaing local municipality 40% of the officials responded.

Table 3: The response rate of municipal officials Table 9

| <i>Municipalities</i> | <i>No. of questionnaires distributed</i> | <i>No. returned</i> | <i>% of response rate</i> |
|-----------------------|--|---------------------|---------------------------|
| Ditsobotla | 10 | 4 | 40 |
| Mafikeng | 52 | 30 | 57.6 |
| Ramotshere-Moilola | 4 | 2 | 50 |
| Ratlou | 5 | 2 | 40 |
| Tswaing | 5 | 2 | 40 |
| Total | 76 | 40 | 46 |

The intended consistency of the questionnaires was confirmed through Cronbach’s alpha coefficient, which according to Funk et al. (2007:



Fig. 3. Setlopo Village Mafikeng Local Municipality



Fig. 4. Incomplete house: Tswaing Local Municipality

1) is a measure of internal consistency and is specifically a lower bound for the true reliability of the scale. For scales, higher levels of reliability are associated with lower random error and greater measurement of the score. Since it is based on the number of items included in the scale, reliability will increase as the number of items increases. Reliability coefficient values greater than or equal to 0.7 are generally accepted as indicative of a reliable scale, while those less than 0.7 are generally not considered reliable (Funk et al. 2007: 1). The results of the reliability analysis were presented. This questionnaire is reliable since the Cronbach's alpha coefficients are greater than 0.70.

3. RESULTS AND DISCUSSION

Knowledge of the National Housing Policy is significantly dependent on the monthly income of the municipal officials. This means that the majority (that is, 67%) of the low-income earners were not aware of the National Housing Code, whereas the majority (that is, 82%) of the high-income earners were aware of the National Housing Code. Some officials did not have copies of National Housing Code. It was found that only 25% of the respondents implemented the strategies of the National Housing Policy.

The focus is on better policy understanding of public infrastructure, Bradford (2008: 7), governance arrangements, and impacts on municipal place quality, knowledge outreach, and developments internationally and facilitates

cross-national policy learning. Municipalities therefore should use numerous learning strategies for knowledge transfer among officials and policy actors at all levels of government and in local civil societies. There are several mechanisms that have facilitated learning across the community and municipal processes. In this way housing delivery will be effectively implemented.

The urban homeowners felt that the location of houses is on the periphery of towns and cities with a long distance to reach services and facilities, which impacts on their household finances, in other words the challenges of geographical segregation. The urban homeowners acknowledged that they were not satisfied with the provision of houses, location, the material used or the size of the houses provided to them, while rural communities acknowledged their satisfaction in this regard. They indicated that the old houses they had lived in had not been sufficiently durable as they were made of mud and that the material provided, the size and the location of the new houses was satisfactory.

It was discovered that the only model the government of South Africa uses for housing delivery is the old and the new subsidy model to assist in providing subsidies to low-income earners. This does not cover the physical, natural, social and human assets of an individual. The housing delivery framework suggested in this study will address existing challenges and improves the livelihood of communities living in the Ngaka Modiri Molema District Municipality, and addresses the above-mentioned assets.

4. CONCLUSION

While the housing discourse may be said to be progressing in a direction that would more adequately address the reality of poverty, a constraint lies in the distance between the housing discourse, and the actual policy adjustments and implementation. It is recognized that the bulk of such housing delivery has failed to contribute to a spatial integration of the urban and rural form, this is because management of housing policy is not clear as some of the officials are not efficiently trained. On the one hand, people have been disadvantaged and that place a considerable strain on household economies. On the other hand, the greater the quantity of housing delivered, the smaller the effective municipal tax base in relation to the actual size of areas requiring maintenance and services. Housing delivery is therefore said to have caused financial crises in many local governments. At the centre of this fiscal dilemma is the overly simplistic subsidy mechanism of the once-off product-linked capital subsidy.

The purpose of the study was therefore to analyze the implementation of housing policy in the Ngaka Modiri Molema District Municipality. The findings of the study therefore have achieved the research objectives and recommendations have been made regarding improving housing delivery. Meeting the requirements of the poor communities, in particular the growing number living in rural and urban areas in the Ngaka Modiri Molema Municipality requires that

stakeholders be able and willing to adopt an innovative approach to housing delivery using the framework proposed in the study.

5. RECOMMENDATIONS

5.1 Proposed Framework

Based on the findings, this study proposes a framework that could address housing delivery challenges and thereby improve the standard of living of the communities, not only in the Ngaka Modiri Molema District Municipality, but in the whole of South Africa. The success of the framework will depend on its effective and efficient implementation by all stakeholders in the spirit of commitment.

With a feedback mechanism at every stage of the framework, there are a number of possible relationships which can be demonstrated in public housing programmes using this alternative framework as a tool to show the process of the inputs that can be used to address effective housing delivery.

The arrows within the framework are used as shorthand to denote a variety of different types of relationships, all of which are highly dynamic (Fig. 5). None of the arrows imply direct causality, though all imply a certain level of influence. Figure 5 suggested housing delivery framework. The framework is centred on people. It does not work in a linear manner and does not try to present a model of reality. Its aim is to help stakeholders with different perspectives to engage in

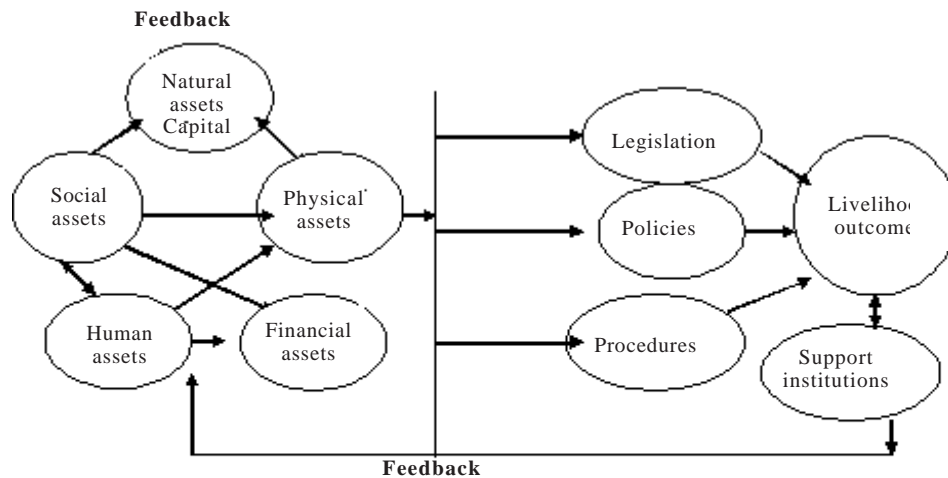


Fig. 5. Suggested framework for effective housing delivery

structured and coherent debate about the many factors that affect livelihoods, their relative importance and the way in which they interact. This, in turn, should help in the identification of appropriate entry points for support of livelihoods.

A housing policy in itself cannot guarantee adequate and affordable housing. There have to be strong linkages to many other policy areas, including immigration, health, education and social assistance. Successful social housing policy has to be an integrated component of a broader social and economic policy. Housing policy has to be designed not only to improve the circumstances of low-income and special needs households, but also to facilitate policy development in other areas. In order to achieve effective integration of housing with other social policy sectors, the importance of housing to the success of other initiatives has to be demonstrated.

Accordingly, in order to strengthen the argument for an expanded and better integrated housing policy a number of research gaps have to be addressed. There has to be continued and more detailed work on the benefits of improved housing to the health, education, income security, community development and other sectors. The social and economic benefits of providing improved housing options have to be detailed and compared with the cost of providing only the housing.

Assets are building blocks of a sustainable livelihood. The above framework addresses five assets areas that offer a holistic picture of all the capabilities, resources and entitlement that communities and government have invested in and developed over time. The framework avoids the negative deficit-based approach that is common to the social service field. The framework demonstrates that the social asset is the cornerstone of all the identified assets. It influences the natural, human, physical and financial assets. The social life of an individual should be provided with basic needs, such as housing in both rural and urban areas. As indicated in figure 5 all assets integrate with one another.

Social assets are a connection that people can draw upon to achieve their goals. By building a foundation of networks and contracts, they find that have enhanced their support system, making it easier for them to develop other assets. Social assets give or support natural, human, physical and financial assets. The People's

Housing Process is intended to provide support to people to build or organise the building of their houses themselves. Housing has many dimensions, such as physical, financial, location/spatial and psychological. The physical dimension can include the quality of the indoor environment, the condition of the home and design features. Natural assets reflect access to housing opportunities if land is available. The land process, including the identification, allocation and development of land is a critical component of the housing delivery.

Connected to *physical assets* are basic needs for housing and food, and access to the information and services required to build a livelihood.

With *human assets*, an individual's sense of personal and cultural identity, private values and beliefs, confidence, self-esteem and motivation will facilitate the process of personal transformation with the help of social assets.

A *financial asset* is earning money and financial security, which includes access to financial entitlement from government. These offer an important entry to financial transformation and development. The ability to earn money and decide on the manner in which it should be spent provides a powerful means of reversing the downward spiral into poverty and facilitates building up wider range of assets. Financial aspects include the cost of purchase or rental and operation. The required monthly expenditures when compared to monthly income determine affordability. Money spent on housing cannot be spent on other things – health services, recreation, education and nutrition. Housing is also an investment, often representing the largest expenditure people ever make. The asset value or equity that owners have in a home can be a significant financial benefit. Owners expect their home to appreciate in value and provide profit when they sell, or collateral if they wish to borrow against the value. The location aspects of the home include the location relative to other services, as well as the characteristics of the surrounding neighbourhood. Neighbourhood characteristics are very important in determining people's opinions about their housing and their level of residential satisfaction. Spatial aspects include size, layout, and the suitability for household size and composition.

A house should be an asset to the occupier, either a financial asset with an exchange value

or an asset with a use of value. Housing stock as a whole should be an asset to the local authority, a means of generating rates for the city, rather than a maintenance and management burden that is a financial drain on a city.

5.2 Legislation, Policies and Procedures

Despite having the above-mentioned assets, the passion to pursue, the skills to effect housing delivery and the need in society for such an intervention, the reality is that these must operate within the boundaries of the legislation regulating the non-profit sector. Equally, it is important that the criteria and requirements that government set are not contradictory. Literacy is critical to the active participation in and uptake of rights by members of the community. Libraries assist communities in learning about legislations, policies and procedures. Without access to these documents, people cannot become informed of their rights, and do not know how to respond when their rights are violated.

The community housing regulation and compliance units should be housed within the community Housing Branch of the Department of Housing. The unit is responsible for the regulation and performance monitoring of community housing providers receiving funding from the Department of Housing. The Manager of the Regulation and Compliance Unit should also be the Registrar of Community Housing and is responsible for the registration and performance monitoring of community housing organisations. The role of the Regulation and Compliance Unit is:

- ♦ to provide information about the regulation framework for the Community Housing Growth Provider Regulatory Code and National Community Housing Standards;
- ♦ to coordinate and undertake registration and re-registration assessments;
- ♦ to coordinate and undertake compliance reviews of community housing organisations; and
- ♦ work closely with the community housing sector.

6. FEEDBACK

Feedback is a mechanism, process or signal that is looped back to control a system within itself. Feedback is part of the output, thus in order input positive feedback is required. Feed-

back is distinctly different from reinforcement that occurs in learning, or in conditioned reflexes. Feedback combines immediately with the immediate input signal to drive the responsive power gain element, without changing the basic responsiveness of the system to future signals. Reinforcement changes the basic responsiveness of the system to future signals, without combining with the immediate input signal. Reinforcement is a permanent change in the responsiveness of the system to all future signals. Feedback is only transient, being limited by the duration of the immediate signal.

Feedback from the support institutions will enable communities to improve their utilisation of their assets. For example, if feedback is received that a planned housing development will negatively affect the environment (natural assets), and then changes can be made to the size of the development, whilst still in the planning stage.

REFERENCES

- Bless C, Higson-Smith C 1995. *Fundamentals of Social Research Methods: An African Perspective*. Kenwyn: Juta.
- Bradford N 2000. *Canadian Social Policy in the 2000s*. Ontario: University of Ontario.
- Brynard P, Hanekom SX 1997. *Introduction to Research in Public Administration and Related Academic Disciplines*. Pretoria: Van Schaik.
- Chen T, Tse TH, Yu YT 2001. Proportional sampling strategy: A compendium and some insights. *Journal of Systems and Software*, 58(1): 65–81.
- Department of Housing, Republic of South Africa. *Housing 2007: Annual Report, 2005-2006*. Pretoria: Government Press;
- Department of Housing National Housing Code 2002. Department of Housing Pretoria: Government Printers.
- De Vos AS, Strydom H, Fouche, Delport CSL 2010. *Research at Grass Roots for the Social Sciences and Human Service Professions*. Pretoria: Van Schaik.
- Elsinga M, Hoekstra J 2004. Homeownership and housing satisfaction. *Journal of Housing and the Built Environment*, 20: 401–424.
- Funk R, Ives M, Dennis M. 2007. *Imputation of Index Scores with Missing Data*. Bloomington, IN: Chestnut Health Systems.
- Hartley A 2005. Residents Point Out Housing Defects. *Cape Times*, 21 September, P. 5.
- Imenda SM, Muyangwa MM 2000. *Introduction to Research in Education and Behavioural Sciences*. Umtata: Ermed Publishers.
- Jones PS 2002. The etiquette of state-building and modernization in dependent states: Performing stateness and the normalization of separate development in South Africa. *Geoforum*, 33(1): 25–40.

- Jones PS 1999. From 'Nationhood' to regionalism to the North West Province: 'Bophuthatswananess' and the birth of the 'New' South Africa. The royal African Society *Oxford Journal*, 98(393): 509.
- Kleinhans, R. 2004. Social implications of housing diversification in urban renewal: A review of recent literature *Journal of Housing and the Built Environment* 19: 367-390.
- Mackay CJ 1996. Policy review housing policy in South Africa: The challenge of delivery. *Housing Studies*, 14(3): 387-399.
- Mumford L 2003. What is a city? In: R Le Gates, F Stout (Eds.): *The City Reader*. 3rd Edition London: Routledge, pp. 93-96.
- Priemus H 2002. Public housing policy in a market without general shortages. *European Journal of Housing Policy*, 2(1): 65-86.
- Raper PE 2004. *South African Place Names*. Cape Town: Jonathan Ball.
- Republic of South Africa 1996. *Constitution of the Republic of South Africa Act*. Pretoria: Government Printers
- Republic of South Africa: *Department of Housing 2007*. Pretoria: Government Print.
- Republic of South Africa: Department of Housing. 2004. *Breaking New Ground: A Comprehensive Plan for the Development of Sustainable Human Settlements*. South African Cabinet Approved Document, September. Pretoria: Government Print.
- Republic of South Africa: *The National Housing Code 2000*. Pretoria: Government Print.
- Rust K 2006. Analysis of South Africa's Housing Sector Performance. From <http://www.urbanlandmark.org.za/downloads/present_cp_07_mar2009.pdf> (Retrieved on 17 November 2009).
- Tunstall, R. 2003. 'Mixed Tenure' policy in the UK: Privatisation, pluralism or euphemism? *Housing Theory and Society*, 20(3), 153-159.
- Tomlinson MR 2005. South Africa's financial sector charter: Where from, where to? *Housing Finance International*, 20(2): 32-36.
- United Nations 2005. *Report of the Special Rapporteur on the Situation of Human Rights and Fundamental Freedoms of Indigenous People: Mission to South Africa*. Geneva: UN.