



human settlements

Department:
Human Settlements
REPUBLIC OF SOUTH AFRICA

REPORT ON THE EVALUATION OF THE IMPACT OF THE RURAL HOUSING PROGRAMME 2009/10

AUGUST 2010



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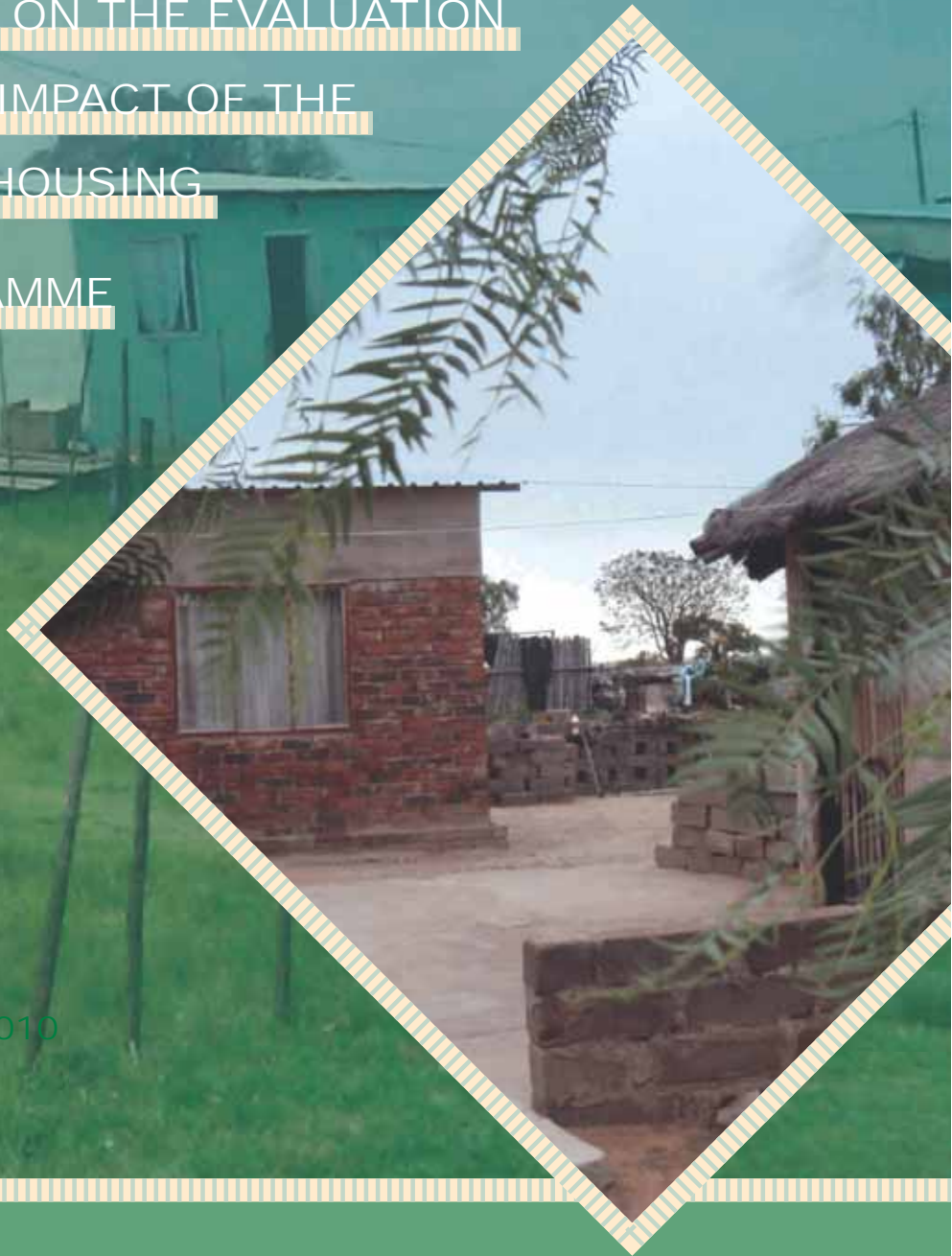
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Mr Phillip Chauke

Chief Director: Monitoring and Evaluation

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ACRONYMS AND ABBREVIATIONS

BNG:	Breaking New Ground
CLaRA:	Communal Land Right Act, 1994
DWAF:	Department of Water Affairs and Forestry
HSS:	Housing Subsidy Scheme
IDP:	Integrated Development Plan
KwaZulu-Natal:	Kwa-Zulu Natal
LRP:	Land Restitution Programme
MEC:	Member of the Executive Committee
NDOH:	National Department of Housing
NDOHS:	National Department of Human Settlements
NGO:	Non Governmental Organisation
NHBRC:	National Home Builder's Registration Council
PHP:	People's Housing Process
RHP:	Rural Housing Programme
UNCHS:	United Conference on Human Settlements
UNDP:	United Development Programme

DEFINITION OF TERMS

Beneficiary:

A person who has been allocated a housing subsidy with the particulars of such a person recorded on the National Housing Subsidy Database.

Communal Land:

Land contemplated in section 2 (of the CLaRA) which is, or is to be, occupied or used by members of a community subject to the rules or custom of that community.

Community:

A group of persons whose rights to land are derived from shared rules determining access to land held in common by such group.

Rural Housing Programme:

A programme used to extend the benefits of the Housing Subsidy Scheme to individuals living in rural areas where they enjoy functional security of tenure as opposed to legal security of tenure to the land they occupy.



EXECUTIVE SUMMARY

In August of 2009 the Department of Human Settlements commissioned a research study which focused on evaluating the impact of the Rural Housing Programme. The Rural Housing Programme is aimed at extending the benefits of the Housing Subsidy Scheme to individuals living in rural areas where they enjoy functional security of tenure as opposed to legal security of tenure to the land they occupy. The Programme has been implemented since 1994 and has yielded a total of 342 projects containing 166 961 planned units.

The purpose of the study was to evaluate the impact of the Rural Housing Programme specifically targeting the following:

- Attainment of policy objectives;
- Project procedures for accessing a Rural subsidy;
- Challenges facing delivery of housing utilising the Rural Housing Subsidy; and
- Appropriate indicators relating to social development; community development and special focus groups.

A questionnaire was used to collect primary data from a sample of nine thousand six hundred and thirty nine (9639) beneficiaries of the Rural Housing Programme. Interviews were also conducted with key informants at Provincial Departments of Human Settlements; Municipalities and communities. Quantitative data was analysed using the SPSS data analysis software. Qualitative data was analysed using the thematic and content analysis approaches.

Overall findings

The sample was made up of 69.1% (n=6035) females and 30.9% (n=2705) males. Of these 99.9% (n=8617) were South African while 0.1% (n=9) held citizenships from other countries. A small proportion of respondents were beneficiaries of the Land Restitution Programme (1.1%, n=96) and military veterans (0.6%, n=51) while a significant proportion of the respondents had either a physical or mental disability (11.4%, n=987).

Age. A higher percentage of the respondents were 60 years of age and above (26.4%, n=2248). This was followed by the 40-49 years (20.6%, n=1758); 30-39 years (20.5%, n=1745) and 50-59 (19.7%, n=1679) age categories. The proportion of respondents in the 20-29 age group and those under 20 years age group were 10.8% (n=924) and 1.9% (n=166) respectively.

Marital status. 42.6% (n=3686) of the respondents were single while 9.6% (n=826) were unmarried but living with a partner, 31.3% (n=2709) were married and living with a spouse; 15.0% (n=1296) were widowed; and 1.5% (n=131) divorced.

Employment. Only 15.4% (n=1284) were gainfully employed as compared to 84.6% (n=7076) who were unemployed. With regard to household sources of income, respondents reported their source-

es of income as wage/contract/seasonal work (10.7%, n=853); retirement/disability benefits (9.2%, n=736); self-employment (8.7%, n=696); and basic salary/full time employment (8.6%, n=691).

Government grants & services. A higher percentage of the respondents received the child-support grant (30.0%, n=3600) while 20.3% (n=2454) receive an old-age grant and 5.4% (n=656) receive a disability grant. In so far as services are concerned, 24.3% (n=2944) of the respondents reported receiving free basic water while only 4.5% (n=548) receive free basic electricity. A furthermore 6.2% (n=748) had school fees exemption for their dependants.

Financial dependants. The study also reveals that beneficiaries generally have, on average, two dependant children under the age of 18 years and two adult dependants respectively.

Ownership of property. A significant proportion of the respondents (16.6%; n=1365) reported that they (or their spouses) owned fixed property while 83.4% (n=6834) indicated that they never owned any fixed residential property. Only a small proportion of the respondents indicated that they (or their spouses) have benefited from the government's subsidy scheme before (7.3%; n=617). With regard to the number of years it took for the housing subsidy to be allocated to them, respondents reported as follows: Less than 1 year (31.1%; n=2702); 1-2 yrs (19.4%; n=1679); 3-4 yrs (25.9%; n=2244); 5-6 yrs (16.1%; n=1395); 7-8 yrs (3.2%; n=277); and 9-10 yrs (4.4%; n=380). Asked about the frequency of their occupying the subsidised houses, most of the respondents (81.6%; n=6972) indicated that they were permanent fulltime occupants of their houses, as compared to a small proportion (10.1%; n=867) who occupied their properties almost every time, (6.4%, n=551) who occupied their houses sometimes and (1.9%, n=159) who never occupied their houses at all. (1.9%; n=159). An overwhelming majority of the respondents (72.2%; n=6120) were in possession of documentary proof indicating that they had the right to occupy land.

A higher percentage of the properties had three (3) rooms (41.4%; n=3526); followed by those with two (2) rooms (37.2%; n=3169) and four (4) rooms (14.8%; n=1256). A small proportion of the properties had one (1) room (3.6%; n=309) while (3.0%, n=253) had five (5) or more rooms. A significant proportion of the properties had some structural improvements (19.1%; n=1513) whereas 80.9% (n=6426) of the properties did not have any structural improvements at all.

Regarding sanitation, more than half of the households (56.0%) reported using communal tap/boreholes, while 18.5% had house connections and 2.5% use water from their own boreholes. A significant proportion of respondents get their water from natural sources including rivers (15.2%; n=1346); springs (3.8%; n=337) and wells (0.5%; n=48). Of these only 3.5% (n=310) did not have access to portable water at all. With regard to toilet facilities, a higher percentage of the households were using simple pit latrines (48.3%), while 28.5% were using ventilated improved pit (VIP) latrines. A further 11.2% (n=914) of households had connections to public sewer while 1.5% (n=121) had connections to the septic system. A small proportion of the respondents still use the bucket toilets 5.5% (n=448) while 5.0% (n=409) reported that they did not have any toilet facilities at all.

A higher percentage of the households had electricity 66.4% (n=5729) while 33.6% (n=2904) did not have any electricity at all. A substantial majority of those who have electricity use the pre-paid electricity system (91.9%; n=5379).



On the availability of public transport 70.6% (n=6048) of the respondents indicated that transport was available to them *every day* while 13.5% (n=1154) have access to transport *almost every day*. 9.5% (n=816) have access to transport *some days* while 6.4% (n=550) do not have access to transport at all. The percentages of access to Healthcare facilities by households within a 5km range are as follow: community clinics 53.4% (n=5056); mobile clinics 28.0% (n=2656); hospitals 3.1% (n=294); general practitioners 2.7% (n=257); and health centres 2.6% (n= 248). However, 10.1% (n=960) of the respondents reported that there were no healthcare facilities available within a 5km range. Primary schools were accessible to 43.8% (n=6342) of the households; crèches to 27.2% (n=3943) and secondary schools to 29.0% (n=4186) of the households. The types of shopping facilities available were: Spaza shops- accessible to 68.1% (n=6788); local general dealers-accessible to 22.1% (n=2204); and chain supermarkets-accessible to 5.5% (n=545) of the respondents. Only 4.3% (n=430) of the respondents reported that they did not have access to any shopping facilities.

Process Evaluation

- The beneficiary registration and application of subsidy was mainly handled at community level and municipalities facilitated the process. Ward committees were used for the purpose of beneficiary registration as well as other community members identified by ward councilors.
- Most Rural Housing Projects appointed developers for the implementation process. However some projects (especially in the Eastern Cape) were implemented by the beneficiary community members through the People Housing Process (PHP).
- The study revealed that the rural housing projects were mainly implemented by the Provincial Departments while municipalities played a monitoring role in the process. However in some cases, both the municipality and the Provincial Department implemented the projects jointly.
- Developers were paid based on progress made or the achievement of milestones.
- The study also found that project implementation monitoring at project level was a challenge across all the Provinces. One critical concern that emanated from this study was the delay in the completion of the rural housing projects.
- The study found that there were no services handed to municipalities on completion of projects given the nature of the Rural Housing Programme. Subsidised houses were mainly built where people were already occupying the land and important services such as electricity, bulk water and other related services were installed prior to the implementation of the projects.

Attainment of Policy Objectives

- In all the projects evaluated, the subsidies were allocated to persons who enjoy informal land rights protected by the Community Land Rights Act.
- The beneficiaries of the RHP were, to a greater extent, involved in the planning of the projects as illustrated by the 89.6 percentage positive response rate in the study. However, there are clear

indications that beneficiaries are less involved in project implementation.

- The study found that, to a larger extent, rural housing projects were incorporated into their municipalities' Integrated Development Plans (IDPs).
- The funding for all projects was made available within the context of an approved housing development project, including those undertaken in accordance with the People Housing Process (PHP).
- On the whole, the rural housing subsidies were allocated to qualifying individual beneficiaries who were South African residents (99.9%; n=8617) and competent to contract. Most of the beneficiaries had not benefited from government assistance (92.7%; n=7842) and had hitherto not owned a fixed residential property (83.4%; n=6834). Beneficiaries were married or cohabiting (40.9%); single with financial dependents or single without financial dependents. Most of the beneficiaries depended on government grants for their monthly household income (55.7%). The RHP also catered for beneficiaries of the Land Restitution Programme (1.1%) and persons classified as Military Veterans (0.6%). Furthermore vulnerable and/or designated groups also benefited from the RHP, including women (69.1%); people with disability (11.4%); and the aged (26.4%).
- In all the projects evaluated the beneficiary community members' rights to land were uncontested. In terms of individual beneficiaries being in possession of documentary proof from tribal authorities indicating that they had the right to occupy land, the majority of the respondents (72.2%) were in possession of such documentary proof of security of communal land tenure, while 27.8% did not have any documentation at all!
- Provincial departments and municipalities do not have a defined procedure for the reallocation of the subsidised units.
- Developmental activities covered by the RHP funding were within the scope prescribed in the Rural Housing Policy prescripts and provisions. Additional activities covered by the project funding were energy supply and project management.

Impact on individuals and communities

- Beneficiaries' perceptions suggested that the Rural Housing Programme provided safe living environments within which people's dignity is restored.
- Beneficiaries had access to portable clean water. However KZN is a source of great concern with a high percentage of beneficiaries obtaining water from natural resources. Although the new houses that were built came with toilet facilities, their conditions and/or functionality call for serious concerns.
- Although the study revealed that a higher percentage (66.4%) of the households had electricity, 33.6% did not have access to electricity at all. It was also found that only 4.5% of the beneficiaries of the RHP had access to free basic electricity.



Challenges facing delivery of housing utilising the Rural Housing Subsidy

- Limited funding for the implementation of projects
- Lack of implementation monitoring mechanisms
- Corruption
- Structural defects
- Inadequate Information Management System
- Institutional Memory Loss Syndrome

The following recommendations are made:

- Strengthen synergy between housing supply, water supply and sanitation, and access to energy.
- In order to monitor the implementation of the programme effectively, the HSS will have to be updated continuously so as to ensure that it remains relevant. Furthermore, the HSS should provide for a systematic assessment of trends in various projects. Performance criteria for contractors will have to be integrated into the Monitoring and Evaluation Framework to promote a performance-based approach to housing delivery.
- Sustain project benefits: Ensure functional partnerships between developers, municipalities, community structures, Provincial Departments with the support from NHBRC and the National Department of Human Settlements. On completion of each project, physical conditions of the infrastructure, and sanitation infrastructure, are monitored, initially by the implementing agent in conjunction with the concerned municipality and community structures so that timely corrective measures can be taken. The National Department, in partnership with Provincial Departments and Municipalities, should embark on a process of rectifying the structural defects that are dangerous to the beneficiaries.
- Establish a data bank for baseline studies: On conceptualisation of each project, it is important that baseline studies are conducted. This will be of importance in assessing results of the programme and in conducting impact evaluation studies.
- Capacity development: Strengthening the capacity of municipalities and Provincial Departments has a potential to generate positive spin-off effects which can be valuable in the implementation of future projects. The capacity of community structures will have to be strengthened for implementing housing programmes. Intensive information, education, and communication campaigns will have to be developed and implemented to promote public awareness.



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CHAPTER 1

INTRODUCTION

1.1 Background and Context

The Department of Human Settlements, in August of 2009, commissioned a research study to conduct an evaluation of the impact of the Rural Housing Programme. The Rural Housing Programme is aimed at extending the benefits of the Housing Subsidy Scheme to individuals living in rural areas where they enjoy functional security of tenure as opposed to legal security of tenure to the land they occupy. The purpose of this report is to provide the findings of the research study and make recommendations for further planning and policy considerations.

The South African government has a constitutional responsibility to ensure that every South African has access to permanent housing that provides secure tenure, privacy, protection from the elements and access to basic services. To ensure this, the government has embarked on a housing development programme generally acknowledged to be one of the largest of its kind in the developing world. According to Rust (2006) the South African framework for housing development has been able to set an international precedent to the extent that it led to the delivery of more subsidised houses than in any other country in the world”

Towards tackling the housing challenge, the South African government has built on the policy articulated in the 1994 White Paper on Housing, to conceptualise a comprehensive plan for the Development of sustainable human settlements - Breaking New Ground (BNG, 2004). The BNG shifts the strategic focus of housing policy from the simple delivery of low cost housing to the delivery of low cost housing and mixed use development/human settlements in settlements that are both sustainable and habitable. As part of this policy shift, government:

- emphasises the development of social housing options;
- implements inclusive housing policy requirements;
- promotes the upgrading of informal settlements; and
- simplifies the administration of the housing subsidy programme and extends the reach of this programme.

The BNG Plan acknowledges, upfront, that the existing supply-side and commoditised housing programme reflects a significant and inherent urban bias and, therefore, identifies the need to reduce urban bias in housing delivery, through a stronger focus on rural housing instruments. This Plan further acknowledges that rural housing instruments are likely to be strongly directed towards the installation of infrastructure rather than provision of houses.

A fair amount of work has been done with regard to reviewing and initiating policy pieces that will enhance rural housing delivery. These include:

- Farm Worker and Occupier Housing Assistance Programme;
- Labour Tenant Housing Assistance Programme;
- The Communal Land Rights Act, 2004; and the
- Rural Housing Programme.

The Rural Housing Programme has been implemented since 1994 and has yielded a total of 342 projects with 166 961 planned units across seven Provinces, namely: The Eastern Cape; Free State; KwaZulu-Natal; Limpopo; Mpumalanga; North West and Northern Cape (Provincial databases as in October 2009).

1.2 Objectives of the study

The main purpose of the study was to evaluate the impact of the Rural Housing Programme with regard to:

1.2.1 Attainment of policy objectives as articulated through the following principles:

- The interim protection of Informal Land Rights Act
- Subsidies
- Community participation
- Coordinated approach
- Access to funding
- Subsidy to individual beneficiary community member
- Security of communal land tenure
- Reallocation of subsidised unit
- Developmental activities covered by the approved project funding

1.2.2 Project procedures for accessing a Rural Subsidy

- Approval of project application and project implementation
- Application processes and appointment of the implementation agent.
- Approval of project application and project implementation
- Project completion and handing over of services to the municipality.



1.2.3 Challenges facing delivery of housing utilising the Rural Housing Subsidy:

- Land disputes between the tribal authorities and the municipalities
- Completion of geotechnical surveys and Environmental Impact Assessments
- Addressing integrated sustainable development
- Proper infrastructure installation

1.2.4 At the level of the communities involved, the evaluation must be based on an investigation of appropriate indicators relating to social development; community development and special focus groups

The evaluation process was anticipated to:

- confirm if the Rural Housing Programme is relevant,
- indicate if the programme is effective,
- highlight if the monitoring results are representative,
- reveal if the programme is efficient. Outline if the effects of the programme are being achieved at an acceptable cost compared to alternative approaches to providing the same services,
- show if the programme is sustainable, i.e. financially and institutionally,
- indicate if the programme has the desired effect, and
- outline future changes that should be made.

1.3 Organisation of the report

The report has six sections:

- Section 2 introduces the reader to the relevant literature pertaining to the Rural Housing Programme.
- Section 3 outlines the research methodology adopted for the study.
- Section 4 presents the results of the study.
- Section 5 summarises the performance assessment of the Rural Housing Programme in terms of process; attainment of policy objectives; and impact on individuals and communities. The key lessons learned are also provided.
- Section 6 provides conclusions and recommendations of the study.



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CHAPTER 2

LITERATURE REVIEW

2.1 The South African Housing Plan

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:

- 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." (Housing Act 107 of 1997).

The goal for the housing development programme is to improve the quality of living of all South Africans. The emphasis of the efforts is on the poor and those who have been previously disadvantaged.

2.2 Regulatory Framework for the delivery of the Housing Programme in South Africa

The formulation of South Africa's Housing Policy commenced prior to the democratic elections, with the formation of the National Housing Forum. This forum was a multi-party non-governmental negotiating body comprising 19 members from business, the community, government, development organisations and political parties outside the government at the time. At these negotiations the foundation for the new government's Housing policy were developed and agreed upon. This culminated in the achievement of the broad housing sector convention also referred to as the Housing Accord that concluded in the White Paper on Housing. The White Paper on Housing, published in December 1994, sets out the framework for the National Housing Policy. All policy programmes and guidelines which followed fell within the framework set out in the White Paper.

The Constitution of the Republic of South Africa Act 108 of 1996 defines fundamental values, such as equality, human dignity, and freedom of movement and residence, to which the housing policy must subscribe. In terms of section 26 of the Constitution every citizen has the right to have access to adequate housing. The state is required to take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right. Furthermore, the constitution states that no person may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions. Section 25 of the Constitution states that government "must take reason-

able legislative and other measures within its available resources, to foster conditions which enable citizens to gain access to land on an equitable basis.”

The implications of the foregoing quotation are that people in rural settlements may not be refused a subsidy towards home ownership, evicting a person from their house because of their social status is also unlawful and further that it is the responsibility of government to mobilise resources to ensure that every citizen (including those in rural settlements) have access to adequate housing and access to land.

In 1997 **the Housing Act 107 of 1997** was promulgated resulting in the legislation and the extension of the provisions set out in the White Paper on Housing. This gave legal foundation to the implementation of the government's Housing Programme. The Housing Act aligned the National Housing Policy with the Constitution of South Africa and clarified the roles and responsibilities of the three spheres of government: national, provincial and municipal. Section 2(1) (a) of the Housing Act No. 107 of 1997 compels all three spheres of government to give priority to the needs of the poor in respect of housing development.

The foregoing means that Provincial governments are constitutionally responsible for supporting municipalities in implementing the Rural Housing Programme. National and provincial governments have the legislative and executive authority to ensure that municipalities implement the programme effectively. It is the responsibility of national and provincial governments to support and strengthen the capacity of municipalities to manage the implementation of the Rural Housing Programme.

The government has also enacted the Communal Land Rights Act 11 of 2004 (**CLaRA**) aimed at communal land tenure reform which has an impact on the application of the Rural Housing programme. This means that beneficiaries of the Rural Housing Programme are entitled to tenure which is legally secure or to comparable redress if the tenure of land of such community or person is legally insecure as a result of past racially discriminatory laws or practices. Furthermore, women beneficiaries are as much entitled to the same legally secure tenure, rights in or to land and benefits from land as are men. Rural women will, therefore, not be discriminated against on the basis of their gender. ,

The Interim Protection of Informal Land Rights Act, 1996, provides for the protection of informal rights to land until these rights are converted to new order rights. The Act does not distinguish between “communal” or “rural” and other land, or land held by the State and land held by individuals or the private sector. The Department of Land Affairs, therefore, provides interim procedures governing the developmental decisions concerning state land in so-called rural areas, which requires the consent of the Minister of Land Affairs as nominal owner of the land. To this end beneficiaries of the Rural Housing Programme with insecure tenure are protected by the Act from losing their rights to land (and subsidised house) while land reform is being introduced

The Guidelines to assist in the implementation of the housing vision and principles are incorporated in the Housing Act, 1997. These include the National Norms and Standards for Permanent Residential Structures, National Building Regulations, Environmentally Sound Low-Cost Housing Guidelines and Guidelines for Human Settlement Planning and Design. The National Norms and Standards in respect of permanent residential structures define the minimum size of permanent residential structures to be provided (30m²), although not mandatory in respect of dwellings and or projects that are



developed in terms of the Rural Housing Subsidy Instrument. The National Building Regulations aim to promote uniformity in the law relating to the erection of buildings in the areas of jurisdiction of local authority; prescribe building standards; and matters connected therewith. Guidelines for Human Settlement Planning and Design are aimed at assisting professionals in designing sustainable human settlements.

The housing vision is also reinforced by the Rural Development Framework (1997). The framework shows where inter-sectoral planning and coordination are needed for resources to be used productively for rural development. The vision of rural development as set out in the said document has two main tenets related to:

- governance and the provision of physical infrastructure (water supplies, electricity, etc.) and social services (education and health care), and
- the enabling framework essential for rural livelihoods to expand and thrive, principally, by restoring basic economic rights to marginalised rural areas.

In September 2004 cabinet approved the **Comprehensive Housing Plan for the Development of Integrated Sustainable Human Settlements**. The new human settlements plan, also known as Breaking New Ground (BNG, 2004) reinforces the vision of the Department of Housing, to promote the achievement of a non-racial, integrated society through the development of sustainable human settlements and quality housing. The BNG Plan acknowledges that the existing supply-side and commoditised housing programme reflects a significant and inherent urban bias. Hence the need to reduce the urban bias in housing delivery through a stronger focus on rural housing instruments which, amongst others, include the Rural Housing Programme. The human settlement plan envisages the following interventions:

- Developing a rural housing programme to deal with a comprehensive range of rural housing related matters such as tenure, livelihood strategies and broader socio-cultural issues.
- Enhancing traditional technologies and indigenous knowledge used to construct housing in rural areas and to improve shelter, services and tenure where these are priorities for the people living there.
- Developing appropriate funding mechanisms to support the rural housing programme. (BNG, 2004)

South Africa is also a signatory to the **Habitat Agenda (1996)**. This includes a commitment to: *“Improve living and working conditions on an equitable and sustainable basis, so that everyone will have adequate shelter that is healthy, safe, secure, accessible, affordable and that includes basic services, facilities and amenities and will enjoy freedom from discrimination in housing and legal security of tenure”* (Habitat Agenda, 1996). Implicit in this is the promotion of “safe” and “secure” housing for all who live in South Africa - from the poorest of the poor to the very wealthy.

The current legislation regime which aims at regulating the provision of integrated human settlements has far-reaching implications not only for the provision of “safe” and “secure” housing for all, but for ensuing social sustainability in communities.

2.3 Contextualisation of rural settlements

For the purposes of this study 'rural' areas are defined as the sparsely populated areas in which people farm or depend on natural resources, including villages and small towns that are dispersed through these areas. In addition, they include the large settlements in the former homelands, created by the apartheid removals, which depend for their survival on migratory labour and remittances (Rural Development Framework, 2007)

STATS SA shows that the urban population is greater than the rural population and that in recent years more and more people are becoming permanent residents in cities. In 2001 the country's urbanisation level (the proportion of the population living in urban areas at any given moment) was recorded at 56,26%, a proportion which the global level only reached in 2005, with an urbanisation rate of 5-6 per cent per year (Kok and Collinson, 2006). SACN (2006) predicted that 90% of all future population growth will be in cities, and the bulk of this will be in cities in the developing world. Despite the growth in urban population, a substantial number of South African households still reside in rural areas. Hence housing development in rural areas is of vital importance in transforming the social and economic landscape of the country (NDOH, 2007). The rural population, furthermore, constitutes some of the poorest households in the country with the most vulnerable being people with disability; the aged; youth and women (particularly widows and single heads of households).

Rural settlements in South Africa vary from small towns dependent on agriculture to extensive sparsely settled areas interspersed with individual homesteads (typical of the tribal areas where people are settled with communal tenure). Owing to past policies rural settlements in the former homelands can also be quite large and without an economic base. While access to social amenities and public utilities depends on local circumstances, many rural villages continue to be marginalised into very poor living conditions.

About 70 percent of Africa's poor are rural (Central Statistic Authority, 2000). Rural communities typically lack a strong economic base and their household incomes lag far behind those of urban areas in South Africa (DWAF, 2002). Simply stated, rural residents lack the disposable income to pay the high water, sewer and electric costs resulting from the small size of the community and lack of a visible local economy. The end result is that most rural municipalities have difficulties collecting on utility bills and almost never have adequate reserves built up to pay for ongoing operation and maintenance of the local infrastructure system. Given this economic reality, more cost-effective and cheaper solutions to the sanitation problem need to be explored.

2.3.1 Housing Conditions

According to the UNCHS (1995), most rural settlements in developing countries have low-household income and use simple technology and materials in shelter construction. However, most have, over the years, evolved forms of shelter that are suited for their natural environments. The majority of rural inhabitants are able to provide their own shelter within the context of subsistence economies. However a number of problems persist. These include, but are not limited to, the following:

- The widespread absence of safe water supplies and sanitation facilities



- The inability to increase the size of homes as individual households grow, resulting in overcrowding
- The prevalence of structural defects including leaking roofs, unstable walls and poor floors, becoming structurally dangerous
- The inability to construct houses robust enough to withstand the vagaries of nature including floods and winds. (UNCHS Habitat, 1995)

2.3.2 Sanitation

Adequate sanitation is a source of major concern. In Africa, only about 60% of the population is said to have adequate sanitation coverage, ranging from (45%) in the rural areas to (84%) in the urban areas (Tumwine, Thomson, Katui-Katua, Mujwanhuzi, Johnstone & Porras, 2003). The situation is not different in South Africa. In 1994 it was estimated, in South Africa, that approximately 21 million people did not have access to adequate sanitation services (DWAF, 1994). At the beginning of this period (2001) the national backlog of persons without access to adequate sanitation facilities was estimated to be 18 million or 3 million households. The majority of persons falling in this category live in rural areas, peri-urban areas and informal settlement areas. It is also estimated that up to 26% of urban households and 76% of rural households have inadequate sanitation. This backlog was further reduced during the next year by 2.4 million persons. According to the Department of Water and Forestry, 86% of all households in South Africa have some form of water provision, even if it is a stand pipe up to 200m away.

The poor access to adequate sanitation is exacerbated by structural constraints including inadequate water supplies, poor facilities for the safe disposal of water and other domestic waste, inadequate toilet facilities and hand washing facilities. Studies by both the Human Science Research Council (HSRC) and the CRLS indicate that a large number of the farms have sub- Reconstruction and Development Programme (RDP) levels of sanitation. Only about 66% of on-farm sanitation meets the standards of the RDP (GoSA, 1994).

Despite the above mentioned challenges, it is important to acknowledge that plans are in place to expand access to water and sanitation in rural areas. The Department of Water Affairs has instituted a Programme on Water Supply and Sanitation which aims to ensure that all South Africans have access to an adequate portable water supply (defined as 20-25 litres per capita per day within 200 metres of the household) and an adequate and safe sanitation facility per site, over the next nine years (Department of Land Affairs, 2007).

2.3.3 Access to energy

Free basic electricity (FBE) of 50kWh per household per month for a grid-energy system (connected through the national electrification programme) is provided to poor households in South Africa. This amount of electricity is enough to provide basic lighting, basic water heating using a kettle, ironing and access to a small black and white TV and radio.

The majority of people living in rural areas are very poor. Their access to sources of fuel energy is very limited and the principal obstacles to improving access to energy sources include the limited distribution network and the high initial costs of extending it; the recurrent cost of conventional energy supplies; and the lack of information for poor people about alternative energy sources including possible sources of finance (Department of Land Affairs, 1997)

The lack of adequate access to energy in rural areas is an obstacle to the undertaking of essential domestic, agricultural, and educational tasks; to health and transport services; and to the initiation or development of manufacturing or trading enterprises. These have a negative impact on the sustainable livelihoods of rural beneficiaries.

2.3.4 Health care, schools and other social facilities

Diseases of poverty, such as infectious diseases, maternal and infant illness and mortality are all too common in rural areas. A high number of rural children die of easily preventable illnesses. The target throughout the country is to have one clinic for every 5000 people, offering free primary health care and ensuring that essential drugs are available at each facility. These clinics will be supplemented by mobile units serving sparsely populated rural areas (Department of Land Affairs, 1997).

The lack of, or poor access to, healthcare centres, schools, and other social and recreational facilities is a challenge for rural dwellers. Limitations in access to healthcare are primarily due to physical constraints in mobility (Atkinson et al., 2002, 2003). This is particularly true with regard to the needs of rural women, elderly people and children to have access to appropriate schooling, healthcare and other social amenities, increasingly only available in urban areas. For example, Atkinson et al.'s (2002) research found rural availability and access to mobile clinics to be declining in many areas due to low population densities. The lack or limited availability of clinics and emergency services for rural dwellers is even more distressing in the light of the HIV and AIDS pandemic. Easy access to health facilities will ensure the promotion of health in communities and the prevention of diseases amongst the most vulnerable groups such as women; children and people with disabilities.

2.3.5 Transport

In their research Atkinson et al. (2002, 2003) note the difficulties and frustration of rural dwellers, especially farm workers who experience lack of transportation. This has consequences beyond physical mobility as it engenders social, cultural and economic isolation. Atkinson et al. (2003) argue that the need for the Department of Transport to accept greater responsibility in ensuring affordable transportation for rural dwellers is of paramount importance in order to ensure farm workers' socio-economic inclusion.

The key factors towards integrated human settlements in rural areas will be to ensure that rural housing development plans facilitates the provision of adequate sanitation; access to energy; health and education facilities and accessible public transport.



2.4 Overview of the Rural Housing Programme in South Africa

The Comprehensive Plan for the Creation of Sustainable Human Settlements confirms the goals of a needs-orientated, rural housing development programme that will preserve the rural landscape and provide/cater for traditional technologies, appropriate funding mechanisms, address the important issues of tenure security, livelihood strategies and accommodation of broader socio-cultural matters. The Rural Housing Programme is aimed at extending the benefits of the Housing Subsidy Scheme to individuals living in rural areas where they enjoy functional security of tenure, as opposed to legal security of tenure, to the land they occupy. Due to the differing housing needs across the rural landscape, the rural housing subsidy has been designed to support infrastructure development; house building; upgrading of existing services or the upgrading of existing housing structures. The subsidies under the programme are only available to community members who meet the qualification criteria (National Housing Code, 2007).

The vision of the Rural Housing Programme as stipulated in the Housing Act, 1997 is to provide rural settlements that, by 2020, will ensure:

- greater access for rural people to government support and information and to commercial services, with a more logical spatial network of towns, services, roads and transport systems serving both market traders and customers;
- immediate availability of water, sanitation and fuel sources, giving everyone more time for economic productivity and better health;
- dignity, safety and security of access for all, especially women, to useful employment, housing, and land, with people able to exercise control over their society, community and personal lives, and to invest in the future.

Rural Subsidies are available to beneficiaries who only enjoy functional tenure rights to the land they occupy. The subsidies are only available on a project basis and beneficiaries are supported by implementing agents. Beneficiaries also have the right to decide on how to use their subsidies either for service provision, on building of houses or a combination thereof.

2.4.1 Key Principles of the Rural Housing Programme

The programme is governed by the following principles as stipulated in the National Housing Code, 2007:

- **Security of communal land tenure:** It is a pre-requisite for the allocation of subsidies under this programme that the beneficiary community members' rights are uncontested and that they qualify for or acquire a new order right to the piece of land allocated to them.
- **The interim protection of Informal Land Rights Act:** The housing subsidies allocated to beneficiaries under this programme are awarded to persons who enjoy informal land rights protected by the provisions of this Act.

- **Subsidies:** Subsidies under this programme will only be approved if no form of other subsidies can be applied for.
- **Community participation:** Members of the beneficiary community must participate in all aspects of the housing development that is planned and will be undertaken. Where CLaRA is applicable the participation must also take place through the representative Land Administration Committee.
- **Coordinated Approach:** Projects funded under this programme are to be in line with municipal and district integrated development plans, relevant services sector plans and coordinated between all stakeholders, interested and affected parties concerned, including the relevant spheres of government, specific line departments responsible for land management and services provision, the traditional council, Land Administration Committee or community members as applicable.
- **Access to funding:** Funding under this programme can only be available within the context of an approved housing development project and may only be accessed on an individual basis
- **Subsidy to individual beneficiary community members:** The housing subsidy will be deemed to be allocated to each individual qualifying beneficiary community member, the particulars of whom will be recorded on the National Housing Subsidy Database.
- **Reallocation of subsidised unit:** In the event of a piece of land being vacated by the beneficiary community member for whatever reason, the Land Administration Committee must ensure that the vacant residential structure is re-allocated to another individual qualifying beneficiary community member, the participants of whom should be forwarded to the Provincial Housing Department and recorded on the National Housing Subsidy Database.
- **Development Activities covered by the approved project funding:** Project funds may be used for any development which, in the view of the MEC, represents housing purposes and may include the following:
 - o Assistance to municipalities to prepare project applications including the provision of project application, planning, land surveying, design, project management and facilitation, and implementation agent's services.
 - o Development or upgrading of local access and internal roads and storm water drains
 - o Development or upgrading of internal or local water infrastructure
 - o Development or upgrading of local sanitation facilities
 - o Construction of new housing structure or the repair and upgrading of existing houses
 - o Purchasing of building materials where persons wish to construct, repair or upgrade their own houses
 - o Housing purposes approved by the MEC which is not, or cannot be funded through other programmes of government and require funding under this programme, and will be of benefit to all beneficiaries that form part of the project.
 - o Instances where the houses in the aggregate are considered to be adequate, the housing subsidy may be utilised for the provision of residential engineering services or other housing purpose.



2.4.2. Qualification Criteria for the Rural Housing Programme

The beneficiaries of the Rural Housing programme need to meet specific criteria as outlined in the National Housing Code, 2007.

- **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 (i.e. over 21 years of age, or married or legally divorced and of sound mind).
- **Not yet benefited from government assistance:** The beneficiary and/or his or her spouse must not have previously derived benefits from the housing subsidy scheme, or any other state funded or assisted housing subsidy scheme which conferred benefits of ownership, leasehold or deed of grant or the right to convert the title obtained to either ownership, leasehold or deed of grant received previous housing benefits from the Government. Except in the following:
 - o *Not previously owned a fixed residential property:* Neither the person nor his/her spouse has previously owned or currently owns a fixed residential property
 - o *Married or Cohabiting:* The beneficiary must be married or habitually cohabits with any other person.
 - o *Single with Financial Dependants:* A single person with proven financial dependants (such as children or family members) may also apply.
 - o *Single persons without financial dependents:* The subsidy may be allocated to such individuals at the discretion of the MEC to inter alia make provision for widows and others who may have lost their dependents.
 - o *Monthly Household Income:* Persons must comply with the provisions of the programme funding schedule as annually approved by MINMEC.
 - o *Persons who are beneficiaries of the land Restitution Programme (LRP):* Beneficiaries of the LRP, should they comply with the other housing subsidy qualification criteria.
 - o *Persons classified as military veterans:* Military veterans who are single without financial dependants may also apply for subsidies.
 - o *Persons in polygamous unions:* Polygamous unions are recognised and subsidies may be allocated accordingly.

2.4.3 Norms and Standards for the Implementation of the Rural Housing Programme

The rural housing Policy requires of the members of the beneficiary community to have access to the following:

- Permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements.
- Portable water and adequate sanitary facilities provided to be sustainable, environmentally ac-

ceptable and comply with local circumstances.

- Upgrading of services only should not be allowed unless the community has adequate housing (National Housing Code, 2007).

2.5 Contemporary Case Studies

In relation to the array of literature on housing policy world-wide, only a limited amount of literature exists with regard to rural housing programmes. In fact, it seems that internationally, general research with regard to the lives of rural dwellers, as well as on development-related aspects in this regard, has received limited attention. In some countries where the rural housing programmes have been implemented, they have often been based on approaches and methods used within towns and cities and have failed to take account of the special socio-economic circumstances and needs of rural areas.

In this section three case studies relating to the implementation of the rural housing programmes are presented. The first case, the Malawi rural housing Programme, illustrates the way in which rural shelter provision can contribute to rural poverty reduction through employment creation in the areas of building materials production and construction. The second case is of Gutu-Mupandawa Housing Project in Zimbabwe, which illustrates how programmes and projects focusing on rural growth points and service centres can meet the shelter needs of non-agricultural rural inhabitants, including school teachers, medical personnel, rural industry employees and those employed in service provision rural enterprises. The third case is of Ecuador, which demonstrates how income generating enterprises can be integrated within rural shelter programmes in order to enhance shelter affordability and reduce poverty among the poor. The case also illustrates a number of key issues which should be taken into account in the formulation of rural shelter policies.

2.5.1 The Malawian Experience:

The Malawi Rural Housing Programme

The Malawi Rural Housing Programme was launched in 1981 with the help of UNCHS (Habitat), UNDP and UNCDF. Malawi is a small landlocked country in the Southern Africa region which shares borders with Zambia, Tanzania and Mozambique. Malawi is one of Sub-Saharan Africa's most densely populated countries with a population of 12.8 million inhabitants over an area of 118 484km and had its growth rate increasing from 2.38% in 2002 to 3.3% in 2006. In 2005 more than half of the population was under the age of 15 (Financial Mail, 2007). The most important rural economic activities are agriculture (mostly subsistence) and fishing. As a result, most rural families are not able to pay for any kind of house improvement using conventional building materials and construction methods. Housing conditions within rural areas are generally very poor with a majority of rural housing being structurally unsafe. In addition, the houses lack adequate ventilation and natural lighting and generally constitute a fire hazard.

It should be noted that the provision or improvement of rural shelter contributes to qualitative and quantitative improvements in one major dimension of rural poverty. Shelter improvements also results in the improvement of health, an important part of poverty in rural areas. Shelter also provides the physical context or location for a wide variety of income-generation activities (UNCHS, 1995).



The main aim of the Malawian Rural Housing Programme was to motivate, encourage and assist rural families to improve their housing conditions. Given the fact that the majority of rural families could not afford any kind of house improvement using conventional building materials and construction techniques, the programme focused on the development and use of low-cost building materials in order to reduce the cost of housing. To achieve this, the following three objectives were set for the first preparatory phase of the programme; the development and improvement of indigenous building material, the development of low-cost construction techniques and sample house designs capable of extension in stages, and the training of local artisans in the production of improved local building materials and their use in house construction.

The second aim of the programme was to enable rural families to finance house improvement through the provision of loans in the form of building materials at affordable terms and conditions. Thirdly, the programme was aimed at the development of a credit scheme through which small business loans would be provided to artisans in order to enable them to become small scale entrepreneurs in materials production and house construction in rural areas. The long-term goals of the programme were: firstly, to enhance the stability of the family and the rural community; secondly, to improve rural health conditions and thirdly, to enhance socio-economic development through, among other ways, increased productivity and the generation of non-agricultural employment.

The programme was implemented in different phases: (1) the establishment of the institutional framework, the initiation of the training programme and the development of low cost building materials and construction techniques of rural housing credit system; (2) the establishment and testing of a rural housing credit system; (3) construction of dwellings on a country-wide basis (4) intensification of the geographical coverage of the programme. While the programme is primarily based on self-help, financial support came from UNDP, UNCDF and the Malawian Government. A credit scheme was set up to enable rural households to apply for house improvement loans which cover basic building materials. Participants pay a 10% deposit which is refundable at the end of the loan repayment period.

A significant achievement of the Malawi Rural Housing Programme is that it has demonstrated the local income-generation potential of rural housing projects through the setting up of small-scale enterprises in building construction and production of low-cost building materials. Housing costs were minimised through firstly, the use of indigenous, locally made building materials; secondly, the use of improved, technically sound traditional construction techniques; and thirdly, the use of local building artisans as well as self help labour. As a result of problems encountered with the loan repayment system, improvements included the introduction of group lending through the formation of village housing development group or cooperatives and the introduction of a group loan protection insurance scheme for borrowers, in case of death.

The 'enabling approach' adopted in the Malawian Rural Housing Programme is based on the reorientation of the role of government in human settlements development and requires of national governments to: broaden the range of actors involved in human settlements development and management; deepen the degrees of responsiveness and participation (including the empowerment of local community); and effectively coordinate the different actors involved. According to (Kimm, 1987) the appropriate government response is to act as a facilitator and to solve those problems that individuals cannot solve themselves, i.e. the availability of land with secure tenure; the provision of infrastructure; and the availability of credit.

2.5.2 The Zimbabwean Experience: The Gutu-Mupandawana Housing Project

Following the independence in Zimbabwe, a low-income housing pilot project was initiated by the Government of Zimbabwe in 1982 with the financial and technical assistance from the UNDP and UNCHS. It was decided to locate the project in two areas Kwekwe (a small medium size town with a population of 48 000 at the time) and Gutu-Mupandawana with a population of 15 000 at the time).

Zimbabwe had a well-developed network of housing finance institutions. However, as in other developing countries, these institutions were unwilling to participate in the long-term financing of urban low-income housing, let alone rural housing. The Gutu-Mupandawana Project experimented with a financing mechanism which aimed at extending the leading operations of one building society (Beverley) into low-income housing. Among the main reasons underlying the non-participation of building societies in low-income housing are: stringent and often inappropriate affordability criteria; the construction and repayment risks often associated with low-income housing; and the high administrative costs associated with small loans. Until this project Zimbabwean building societies were constrained by the above factors and had contributed virtually nothing to the development of low-income shelter.

In 1983, soon after the implementation of the Gutu-Mupandawana Project had started, and as part of the then prevailing debate on low-income shelter development approaches, the government of Zimbabwe, through the Ministry of Public Construction and National Housing, announced a national rural housing programme. The aims of the programme were given as to: (1) provide decent, affordable, and durable accommodation and related services to rural people; (2) provide financial assistance in the form of building material loans to beneficiaries; (3) provide technical assistance on aided self-help projects through the training of skilled people in each project area so as to promote self-reliance in rural housing construction; (4) encourage the formation of housing cooperatives with a view to promoting community participation in the construction of houses and the reduction of construction costs; and (5) introduce building and production brigades to ensure production of good quality houses and to generate employment.

The target groups intended for the programme were low income people in communal areas, resettlement schemes, rural and district service centres, growth points and large-scale commercial farming areas. The specific target population of the project was disadvantaged low-income households. The principal aims of the project were given as follows:

- The development of innovative planning, design and construction solutions which would attempt to achieve a closer match between the functional requirements of the prospective low-income group beneficiaries, on the one hand, and their financial capacities on the other.
- Experiment with new methods of organisation in aided self-help, cooperative and communal efforts which enable the beneficiary groups to be involved more closely in the formulation and implementation of their own housing solutions through participation in design, financial mobilisation, construction and general community development.



- To experiment with the possibility of expanding domestic thrift potential for low-income housing finance, through the establishment of new mechanisms in existing housing loan finance institutions (building societies) to cater for the small loan requirements and savings capacity of low-income beneficiaries.
- Develop enduring and replicable solutions to the low-income housing problem.

The Gutu-Mupandawana financing mechanism specifically sought to resolve two major problems which normally discourage the involvement of building societies in low-income aided self-help housing, that is; firstly, the construction risks involved when borrowers have to contribute their own labour and, secondly, the inability of many low-income households for deposit and front-end charges such as stamp duty and conveyance fees. In financing the project, the Ministry of Public Construction and National Housing, using UNDP funds, would advance loans to beneficiaries for the purchase of building material. The building material would be purchased and stored on-site. After procuring the material from the project site, the beneficiaries would go on to use their own labour and personal resources to build the house, including the housing cooperative modes of construction. Upon completion of the house, individual beneficiaries would apply for housing loans to the building society. On approval of the application the building Society would pay back to the Ministry of Public Construction and National Housing the sum initially loaned to beneficiaries in the form of building materials. After 6 months beneficiaries would be required to start repaying the house loan over 25 years.

In June 1985, ENDA Zimbabwe was commissioned to undertake an evaluation of the study, and the following key findings were made:

Sustainability of the Project

- Cost recovery was not a serious problem in the Gutu-Mupandawana project. Thus low income beneficiaries are not significantly different to middle to high income beneficiaries in terms of mortgage repayment defaults.
- The houses provided were affordable, with households expected to spend 28.7% of their monthly incomes on housing

Community participation

- The aided self-help mode of implementation was the most popular: 69% of the beneficiaries chose aided self-help while 17% chose the building brigade mode and 7% the housing cooperative.
- In terms of labour the building brigade mode cost twice the labour of aided self-help.
- Most of the construction was done by small scale informal sector builders hired, supervised and paid by the beneficiaries.
- Personal labour contribution by beneficiaries was minimal and limited to unskilled tasks. Beneficiaries also participated indirectly in the design stage through their elected representatives in the local council, and directly in the selection of house types.

Social acceptability of project output

- The project was socially acceptable and most beneficiaries were happy with the house designs, in whose creation they participated indirectly through the elected council representatives. The location of the project was also satisfactory, being close to the major employment area.

The Gutu-Mupandawana financing experiment demonstrated the feasibility of extending, profitability, building society lending operations into low-income housing at rural areas. It also demonstrated the feasibility of including informal sector employees and self-employed within housing projects, as well as the avenues for managing the risks (as perceived by building societies) involved in lending for low-income housing.

2.5.3 The Ecuador Experience: Rural Housing Construction with Appropriate Technologies

The Ecuador earthquake of March 1987 was the spark that inspired a project titled “Rural Housing Reconstruction with Appropriate Technologies” whose implementation started in December 1987. Beneficiaries of the project included: indigenous populations of the Sierra Region; export crop agriculturalists of the Coastal Region; newly resettled farmers and indigenous populations of the Amazon Region, in the remote part of the country which suffered most of the devastation caused by the earthquake; and peri-urban communities located in the Barabon and Turi at the margins of the third largest city, Cuenca.

The integrated approach adopted for the project was its most significant innovation. The underlying concept was that ‘shelter’ is much more than ‘housing’ as it encompasses other dimensions such as infrastructure and services. A further underlying concept was that rural shelter improvement, if it is to be a sustainable, must be linked to improvement in other socio-economic dimensions which underlie rural poverty, including the economic productive capacities of participating communities.

The immediate aims of the project were to: (i) assess the impact of the March 1987 earthquake on the rural housing stock and to recommend repair procedures; (ii) assist some of disaster victims in the construction of new houses, community facilities and infrastructure; (iii) transfer knowledge of earthquake resistant building techniques to the affected population, using locally-produced building material and already existing construction techniques and practices, a traditional communal labour donation practice; and (iv) increase household incomes in the rural areas and facilitate their inclusion within the productive system of the state.

An assessment of the houses partially damaged revealed that the required technical standards had not been followed when the houses were originally built. In building new houses, appropriate alternatives were developed for mud dwellings to make them more resistant and secure.

When the programme was initiated more than 70% of the participating population did not have latrines (UNCHS, 1995). None of the localities where the programme was to be implemented had portable water. Many areas only had feeder roads which were in an advanced state of despair thereby making them impassable during the rainy season.



In collaboration with the local authorities piped water was instilled and this resulted in a decline in the incidence of intestinal ailments. In the same manner, roads were repaired and small bridges built. This, together with the use of appropriate technology, benefited several communities by penetrating isolated areas and facilitating access to more markets for these areas' products. Additional support was offered to provide communal centres, schools, and housing for teachers, sports grounds and communal centres. In order to improve the poor economic status of the beneficiary population some production or income-generation enterprises were established and/or enhanced.

In general, the Ecuador Rural Housing Project illustrates how income-generating enterprises can be integrated within rural shelter projects and programmes in order to enhance shelter affordability and contribute towards poverty reduction among the rural poor. The project also illustrates a number of key issues which should be taken into account in the formulation of rural shelter policies with regard to areas prone to earthquakes and other natural disaster, particularly the use of improved indigenous building materials and construction techniques.

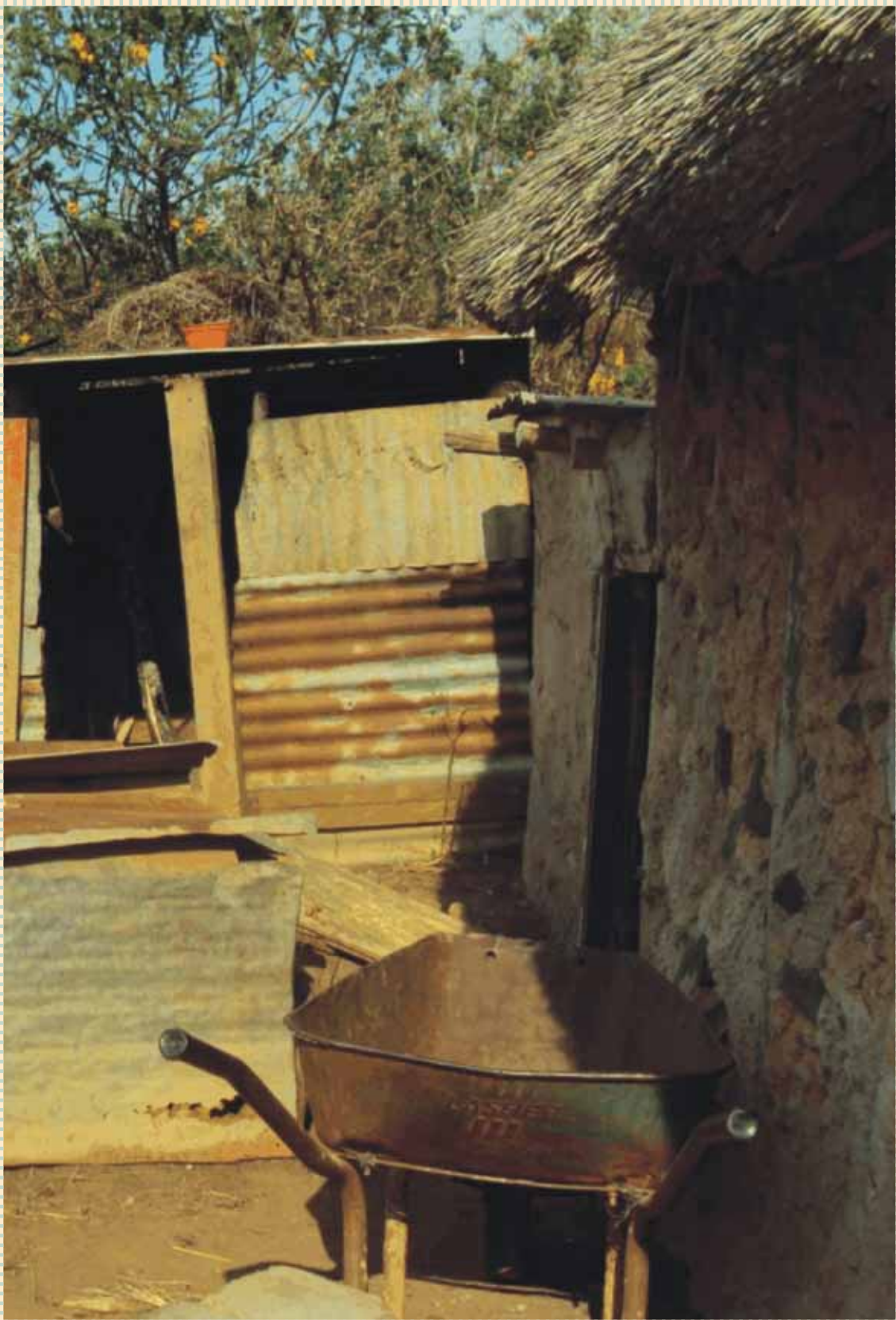
2.6. Status on the Delivery of the Rural Housing Programme

The Rural Housing Programme has been implemented since 1994 and has yielded a total of 342 projects containing 166 961 planned units being approved. Of the planned units a total of 49 712 units (33.5%) had been delivered at the time of data collection. Table 2.1 below provides an overview of the number of planned and completed units by province.

Table 2.1: projects planned and completed by province

Province	Planned units	Total number of units completed	Percentage of planned units
Eastern Cape	20 953	12 112	57.8
Free State	2 400	2 102	87.6
Mpumalanga	1 562	992	63.5
Limpopo	13 528	6 005	44.4
KwaZulu-Natal	92 083	17 547	19.1
North West	34 635	10 154	29.3
Northern Cape	1 100	800	72.7
Total	166 961	49 712	33.5%

In the Limpopo province 13 528 units were planned, of which a total of 6 005 were completed constituting only 44.4% of the total planned units. In KwaZulu-Natal 92 083 were planned and 17 547 delivered constituting 19.1% of the planned units. In the Eastern Cape 20 953 units were planned and 12 112 (57.8%) delivered. In Mpumalanga a total of 1 562 units were planned and 992 (63.6%) units were completed at the time of data collection. Of the 34 635 units planned in North West, 10 154 units were completed constituting 29.3% of the total planned units. In the Free State 2 400 units were planned and a high percentage (87.6%; n=2 102) was completed. In the Northern Cape 1 100 units were planned, of which a total of 800 were completed constituting (72.7%) of the total planned units.



CHAPTER 3

RESEARCH METHODOLOGY

3.1 Research Design

A Project Steering Committee was established by the National Department of Human Settlements. The committee comprised of representatives of Ntona Consulting and the NDHS personnel (from Monitoring and Evaluation, Policy and Research Units). The Committee acted as a consultative forum for the design and implementation of the research.

Given the nature, objective and scope of the project the research design entailed a combination of qualitative and quantitative research methods.

3.2 Study Population

The study population was made out of a total of 342 projects with 166 961 planned units for the Rural Housing Programme across all the nine Provinces. However only 48 912 units were completed at the time of data collection, constituting 29% of the planned units. The following Provinces have implemented the Rural Housing Programme:

- Eastern Cape
- Free State
- KwaZulu-Natal
- Limpopo
- Mpumalanga
- North-West
- Northern Cape

3.3 Sampling procedure

3.3.1 Sample size

The required sample size for the study was 10 000 units (representing 20.0% of the completed units) with a distribution across all the Provinces. Table 3.1. below shows the number of completed units and the proposed sample size by Province.

Table 3.1. Number of completed units and the proposed sample size by Province

Province	Population size	Targeted sample size	Actual sample size	Percentage of the required sample size
North West	10 154	2131	2078	97.5
Free State	2 102	486	440	90.5
Mpumalanga	992	246	312	100.0
Eastern Cape	12 112	2627	2394	91.1
KZN	17 547	3599	3263	90.7
Limpopo	6 005	1200	1152	96.0
Total	48 912	10289	9639	93.7

3.3.2 Sample selection

This study employed probability sampling, a method of sampling that utilises some form of random selection. In order to have a random selection of research projects certain procedures and processes were set up in order to assure that the different units (projects) in the population had an equal probability of being selected. Two random selection procedures were thus adopted for this study namely: Stratified Random Sampling; and Systematic Random Sampling:

- The Rural Housing Programme was implemented in seven Provinces. In this regard each Province was identified, selected and put into groups or “Strata” in order to ensure that each province is represented in the study sample. The Provinces identified were ; Eastern Cape, North West, Free State, Mpumalanga, North West, Western Cape, Limpopo, and KwaZulu-Natal.
- The size of projects also varied across the Provinces. Projects were also put in groups ranging from small, medium and large.
- Once the projects were put into strata, systematic random Sampling was applied to select the research projects.
- A total of 35 projects were systematically selected randomly across the six Provinces which cover about 21% of the project population. Annexure A outlines the selected projects per Province.
- For each project selected, all beneficiaries would be required to participate in the study and the sample would be used to represent and make inferences about the entire population.

3.4 Research Instruments

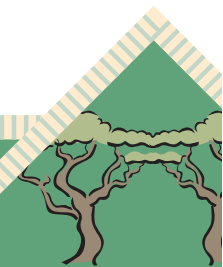
3.4.1 Beneficiary Questionnaire

A questionnaire was designed to collect primary data from beneficiaries of the Rural Housing Programme and relevant data pertaining to the property. The questionnaire focused on Project details, beneficiary information, integrated development, and comments from the beneficiary and fieldworker.

3.4.2 Key informant Interview Questionnaire

A questionnaire was developed to aid interviews with key informants such as Provincial Housing Departments, Municipalities and Community leaders.

The Beneficiary Questionnaire and the Key informant Interview Questionnaire are attached as Annexure B and Annexure C respectively.



3.5 Piloting

The research methodology and data collection tools were subjected to a pilot study to determine if there were any logistic and/or other problems that needed attention prior to data collection. A pilot study was carried out at the Moretele- Maubane Rural Housing Ext 4, Greenside (1000 Subs) B97080001 Sn 075 situated in the Moretele Local Municipality in the North West Province.

On the basis of information obtained from the pilot study both the beneficiary and the key informant interview questionnaires were refined. As regards process the research team identified a need for a vigorous approach to the mobilisation of local municipalities and communities as communication was cascading at a slower pace from the Provincial Departments to community level.

3.6 Training of fieldworkers

Fieldworkers were recruited and trained in different municipalities for the data collection process. The training focused on data collection tools, research ethics, role classification, self awareness and management in relation to conducting research. The role of fieldworkers was mainly to conduct interviews with beneficiaries and to complete the beneficiary questionnaire while field supervisors conducted interviews with key informants.

3.7 Communication and Data Collection

The National Department of Human Settlements issued a communiqué to inform Provincial Departments, Districts and Local municipalities and other relevant stakeholders of the process and solicited support in the data collection process.

At the beginning of the project Stakeholder consultative meetings were held in the five of the six Provinces that have implemented the Rural Housing programme. The consultative meetings were aimed at introducing the project to the Provincial Departments of Human Settlements and soliciting buy-in and support for the implementation of the project. In these meetings the purpose of the project was outlined and the roles and responsibilities of different stakeholders clarified. Provinces also got an opportunity to share their progress in terms of the Rural Housing Programme and to highlight the actual deliverables in cases where there were discrepancies with the HSS.

The data collection phase commenced on the 21st of October 2009 and it was completed on the 17th of December 2009.

3.8 Quality control measures

In order to ensure the quality of the data collected the following quality control measures were put in place:

- Beneficiaries were interviewed and the questionnaires completed by the fieldworkers to ensure that ethical principles we adhered to.

- A site supervisor was allocated to each site to monitor and assist fieldworkers.
- Data cleaning and coding was done on all questionnaires received and questionnaires were, accordingly, coded.

3.9 Data Analysis

Data capturing was done using the SPSS software. To ensure quality data capturing was done separately from the data collection process. Quantitative data was analysed using SPSS. A descriptive analysis was conducted and results were presented as frequency tables, bar graphs or pie charts. Analysis of qualitative data was done using the thematic and content analysis approaches. That is, key and major themes/trends/issues that emerged were grouped and analysed in a coherent and logical manner.

All information pertaining to the projects was provided by the National Department of Human Settlements from HSS and other sources as identified by them, mainly Provincial Departments. The information provided included the total number of units delivered in each Province.

3.10 Ethical consideration

Informed consent

Informed consent was obtained from subjects prior to data collection. A consent form was attached on both beneficiary and key informant interview questionnaires. The consent form provided relevant information with regard to the nature, significance and the implications of the study.

Confidentiality

During data collection, matters pertaining to confidentiality were also properly explained to the respondents. Ntona Consulting took responsibility for the safe keeping of all documents and information received.

3.11 Project Constraints

There were Project constraints in the following areas:

- Some discrepancies in the Rural Housing Programme information contained in the HSS and the databases provided by Provincial Departments. The process of determining the sample size by Province and the selection of projects had to be repeated based on the information provided by the Provincial Departments.
- Limited knowledge regarding projects at municipal level. Most of the information is not documented. In this regard the project team depended on community leaders such as Community Development Workers (CDWs) and Councillors to locate projects.



- The geographic spread of projects was massive with, in some instances, a project located in 12 different villages and some of these villages being 40-50km apart. Fieldworkers had to travel long distances to locate units/beneficiaries to be evaluated in different villages.
- The allocation of the subsidies for one project was also done across many villages, with a few beneficiaries (as little as three) benefiting in one community. Therefore the impact evaluation of the Rural Housing Programme at community level was not feasible.
- In some instances the researchers were expected to bring “tokens” to community leaders in order to gain access to the community or to be granted an interview. This was not budgeted for in the study.

3.12 Limitations of the Study

The following are the limitations of this study:

- The absence of baseline data for individuals and households limited the study to adopt a single difference approach rather than augmenting this with “*before and after*” to produce double difference comparisons.
- The information obtained is based on respondent’s self-declarations. In some instances, incorrect information may have been given.

