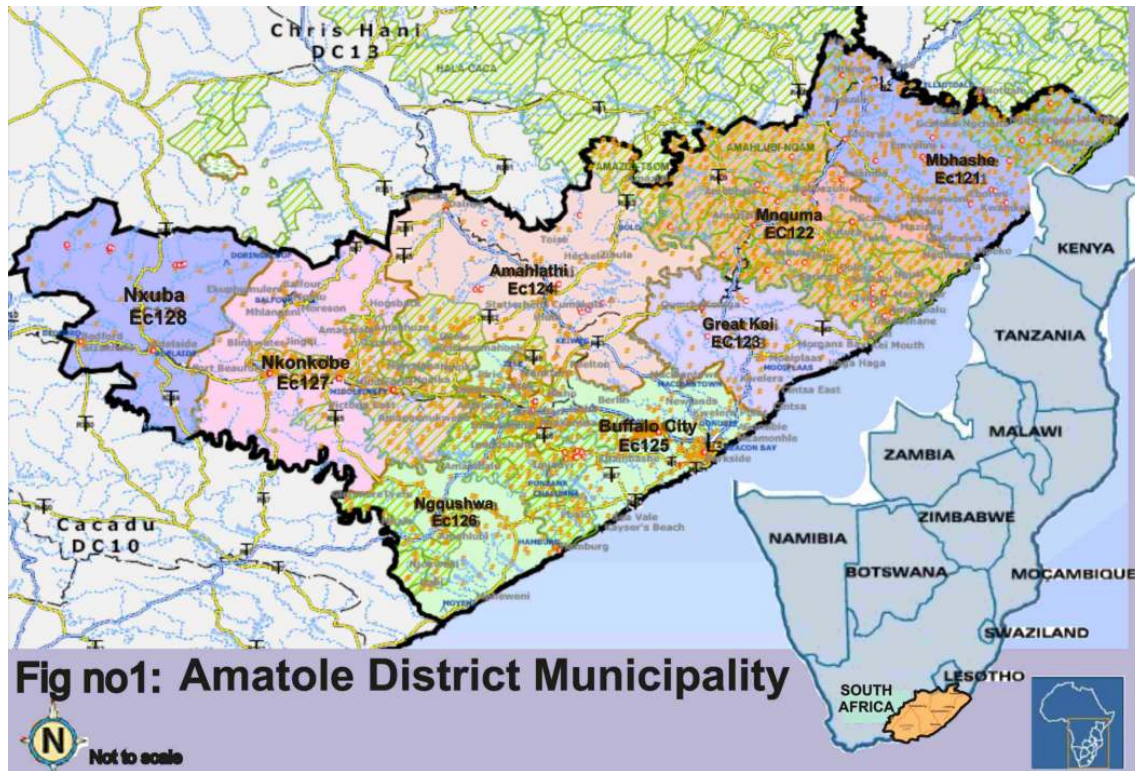


THE PEOPLES HOUSING PROJECT: THE CASE OF THE AMATHOLE DISTRICT MUNICIPALITY

INTRODUCTION

Urban planning emerged in response to the industrial slums of the nineteenth century (Hall, 2002). The reaction was two-fold: Marxism advocated a radical revolutionary overthrow of capitalist political systems and the 'utopian' alternative accepted the urban-industrial system, believing that state intervention would ameliorate its worst excesses (Pacione, 2004). These are alternatives to the current view in the Western World that "land is a commodity, which is bought and sold in the market" (Blumenfeld 1979: 169), thus a free market approach. However this system does not cater for the urban poor. Through urban renewal and urban redevelopment programmes, low-income housing in the central city is replaced by housing for higher-income groups. The question that arises is where the poor should go? Thomas (1997:16) also agrees that capitalism has caused an uneven development within cities where profiteering is the primary driving force in the production and maintenance of the built environment.

This research determined whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) (refer to figure no 1) is a viable option for producing quality low-cost housing developments. It was also researched whether the spatial location of these housing projects is in line with the Spatial Development Framework (SDF) of both local and district municipalities. The conduct of the research primarily relied on a quantitative methodology comprising of structured questionnaires. Qualitative interviews were also done to gain perspectives and insight from professional urban and regional planners.



The development of housing for the poor in South Africa is two pronged: firstly, to fast track housing delivery to accommodate homeless people and secondly to empower, support and enable beneficiaries to build their own houses.

PEOPLES HOUSING PROCESS (PHP)

The new democratically elected government in 1994 committed itself to the Reconstruction and Development Programme (RSA 1994) that endorses the principle that all South Africans have a right to a secure place in which to live in peace and dignity and that housing is a human right. One of the RDP's first priorities is to provide for the homeless. The RDP's once off project linked subsidy of 4 200 € applies to families earning between 0 and 150 € monthly. Applicants apply through their local municipality for these subsidies from the provincial government. These 'RDP houses' are 36-40m² big on sites of 350m² or smaller and the owners receive land tenure (Nienaber 2007: personal communication).

The People's Housing Process is a self-help housing mechanism which allows groups of people to work together to pool their resources and contribute their labour to build homes. By supplementing the standard housing subsidy with savings, additional loans or labour, communities implementing the PHP are able to build bigger, better homes. The PHP process also builds human capacity and brings communities closer together (DAG, 2006: online). The National Housing Policy, supporting the PHP, was adopted by the Minister of Housing in

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1998. The policy focuses on poor families in both urban and rural areas, using capital subsidies to allow people to build their own homes. It also assists people in obtaining access to technical, financial, logistical and administrative support to build their own homes, on either an individual or a collective basis (Yearbook, 2005: online).

PHP projects have been proven to be better than standard housing developments, but only 10% of houses to date have been delivered using this method. DAG and other NGOs like the South African Homeless People's Federation (SAHFP) have developed their own approaches to PHP implementation. These examples have proved that PHP is a valuable mechanism for housing delivery in South Africa. This approach increases the sense of ownership and opens up opportunities for skills acquisition and employment creation. Government has contributed R7, 5 billion to PHP-type construction projects. This has been channelled through various subsidy instruments (DAG, 2006: online).



A photo of a nearly completed PHP house. Source authors (2008).

CASE STUDY: BACKGROUND

The Amathole District Municipality (ADM) has a total population of approximately 1,7 million people, with an average population of 63,7 people per square km. The population is

predominantly African (92, 5%). The ADM consists of the following eight Local Municipalities: Nxuba, Nkonkobe, Ngquskua, Amahlathi, Buffalo City, Great Kei, Mnquma and Mbhashe (refer to figure no 1). Seven PHP projects were implemented by the ADM namely:

- Kubusie, 1328 units, Amahlathi Local Municipality
- Teko Springs, 450 units, Mnquma Local Municipality
- Dongwe, 300 units, Buffalo City Local Municipality
- Ducats, 625 units, Buffalo City Local Municipality
- Prudhoe, 300 units, Ngqushwa Local Municipality
- Needscamp, 300 units, Buffalo City Local Municipality
- Ndlovini, 152 units, Amahlathi Local Municipality

AN OVERVIEW OF THE MAIN FINDINGS AND DATA

A random sample has been done in the areas where the ADM is implementing PHP projects and structured questionnaires have been served to these selected beneficiaries as well as to housing officials.

KUBUSIE HOUSING PROJECT

The Kubusie Peoples Housing Process which is being run by Amathole District Municipality started in May 2004 and was supposed to have been completed by June 2005. This project is still under way and is not close to being completed. The project is in the third year of implementation and is anticipated to be completed by December 2008 subject to the Eastern Cape Provincial Department of Housing Local Government engaging the “Big League” or established contractors.

Of the 31 beneficiaries interviewed in Kubusie PHP project 38.71% beneficiaries support the idea that the Kubusie Housing Project is too slow and the contractors working in the project do not meet the deadlines. Whereas 58.06% of the beneficiaries interviewed, stated that the building contractors have completed the construction within reasonable time. Only one beneficiary was not sure whether the contractors are quick or slow in completing the construction of houses.

The reasons for the contractors not meeting the deadlines have been mentioned. The reasons being:

- Bad weather conditions
- Lack of resources by contractors e.g. scaffolding, trucks/vehicles to remove material from one site to another
- Incompetence by contractors e.g. lack of building skills

- Lack of cooperation by material suppliers e.g. late delivery of building material.

TEKO SPRINGS HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Teko Springs PHP project only 40% indicated that the contractors on site do not meet the timeframes. These respondents mentioned the following reason as to why the contractors are too slow in completing the houses: lack of resources by the contractors is causing delays on site. For instance the contractors do not have trucks, scaffolds, proper machinery, and enough money to pay their labourers. In some cases contractors themselves do not have adequate skills to build the houses hence they are slow in finishing the houses.

DONGWE HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Dongwe PHP project 85% of respondents from Dongwe Housing Project stated that the contractors do not stick to deadlines. The progress is affected by the slow contractors on site. The remaining 15% of the respondents states that the contractors are doing well and they meet the set deadlines. Dongwe PHP respondents share the same reasons for the delay in construction as mentioned above by the Teko Springs respondents.

DUCATS HOUSING PROJECT

Of the 25 beneficiaries interviewed in the Ducats PHP project 92% of the respondents in Ducats PHP project stated that the contractors on site do not meet set deadlines. Only 8% stated that the contractors on site met these deadlines. There is no difference here from the reasons mentioned in other projects. The reasons are similar, for instance all the projects mentioned above, the complaint is lack of resources and incompetence of the appointed building contractors.

PRUDHOE HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Prudhoe PHP project 80% of the respondents indicated that contractors in Prudhoe are extremely slow. On the other hand 20% said contractors are doing fine. The reasons for not meeting the deadlines are lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

NEEDSCAMP HOUSING PROJECT

Of the 15 beneficiaries interviewed in the Needscamp PHP project 40% of the respondents say contractors in Needscamp are too slow. On the other hand 60% said contractors are

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doing well and they meet the deadlines. The reasons for not meeting the deadlines are bad weather conditions, lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes for contractors not meeting the deadlines.

NDLOVINI HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Ndlovini PHP project 100% of the respondents stated that contractors in Ndlovini stick to deadlines. The respondents from the Ndlovini housing project reported that the area that needs to be improved is the delivery of building material on time. The material suppliers need to cooperate with the district municipality.

HOUSING OFFICIALS FROM ALL EIGHT LOCAL MUNICIPALITIES WITHIN THE ADM AND PROVINCIAL HOUSING DEPARTMENT.

54.3% of the respondents indicated that contractors in projects implemented through PHP particularly in ADM do not meet deadlines. On the other hand 45.06% said contractors do meet the deadlines. About 0.66% were not sure whether the contractors meet the deadlines or not. The reasons for not meeting the deadlines are the bad weather conditions, lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

THE LOCATION OF NEW LOW-COST HOUSES IN ADM REGARDING WORK OPPORTUNITIES

Since town planning projects include not only new developments on land that has not been built on before, but also upgrading or modifying parts of the existing settlements a distinction is made in urban areas between the following three types of planning projects namely greenfields sites, urban restructuring and the upgrading of informal settlements. In all these projects the needs of people who may already live in the area, as well as those of new residents and businesses, have to be addressed (Du Plessis and Landman, 2002:3). The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes.

The location of poor households without means of private mobility on the periphery of cities has a major impact on their travel patterns, and on the utilisation of their time and financial resources. The most obvious effect of peripheral location is clearly on travel distance. The further households are located from employment and commercial opportunities the further they have to travel to access these opportunities (Harrison, Huchzermeyer and Mayekiso 2003:157). Harrison *et al.* (2003:20) argued that "spatial disjuncture and fragmentation have

long been a major concern of planners. Historically, the main concern was with separating and ordering land uses but in recent years the focus has shifted to combating low-density sprawl, and integrating spatially separated areas". Further, the location of housing projects has been criticized as reinforcing apartheid spatial settlement patterns.

According to the Municipal Systems Act (RSA Act no 32 of 2000) an Integrated Development Plan (IDP) should be compiled by all district and local municipalities. According to the Draft Regulations (RSA 2001) a Spatial Development Framework (SDF) have to be reflected in these IDP's that set out objectives that, amongst others, "reflect the desired spatial form of the municipality, determine spatial priorities and give effect to the principles contained in the Development Facilitation Act no 67 of 1995". One of these objectives is to "Promote efficient and integrated, environmental sustainable land development" through:

- "Integrated employment and living opportunities
- Discourage urban sprawl
- Correction of historical distorted spatial patterns" (RSA 1995).

In order to determine if the Amathole District Municipality as well as the eight local municipalities within complied with the above mentioned objectives please refer to the table below that shows the travelling distance between settlements and towns/cities where the residents can seek employment. The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes. Most of the PHP projects are in rural areas and only Ducats is a peri-urban development.

TABLE 1: DISTANCE BETWEEN ADM HOUSING PROJECTS AND TOWN/CITIES (EMPLOYMENT OPPORTUNITIES)

HOUSING PROJECT NAME	DISTANCE BETWEEN PROJECT AND TOWN	TOWN/CITY/PLACES EMPLOYMENT
1. Ndlovini Housing Project	12 km	Stutterheim town
2. Kubusie Housing Project	6 Km	Stutterheim town
3. Teko Springs	30km	Butterworth town
4. Ducats Housing Project	8km	Beacon Bay town
5. Dongwe Housing Project	15km	Berlin town
6. Prudhoe Housing Project	30km	Peddie town
7. Needscamp Housing Project	20km	East London City

Most of the projects implemented by Amathole District Municipality are located far away from employment opportunities. Ducats is one of the projects implemented by ADM that is not in a town, but generally, the housing projects implemented by ADM are not close to economic opportunities. The spatial location of housing projects in Amathole District Municipality is not done according to sound planning principles, since most of the housing projects implemented by ADM are on the periphery of the towns and cities. It is alleged that the Apartheid regime always located the settlements for the black people on the periphery, but it seems that very little has change since then.

The Town Planners involved in layout planning of the seven housing projects in ADM have complied with planning principles, especially with regards to providing sites for amenities like schools, clinics and playgrounds, but both the municipality and the relevant provincial departments are slow in developing these sites for the purpose that it has been planned for. Instead it is being used as playing fields for the children or as dumping sites.

The Breaking New Ground Strategy of the National Housing Department, also known as the Comprehensive Plan for the Development of Sustainable Human Settlements, is very clear on the principle that services infrastructure is more than the provision of water, roads,

electricity and sanitation. There is a need to move towards a more holistic development of human settlements, including the provision of social and economic infrastructure (Nelson Mandela Bay Municipality, 2007:116). It is therefore essential that the need for such social/community and economic facilities should be identified in the audit and planning stages. A multipurpose cluster involving various stakeholders should plan the provision of facilities such as parks, playgrounds, sports fields, crèches, community halls, taxi ranks, satellite police stations, municipal clinics and informal trading facilities (Nelson Mandela Bay Municipality, 2007:116).

CONCLUSION AND RECOMMENDATIONS

The main objective of the research was to determine whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) is a viable option to produce quality low-cost housing development. Further to that, it was to determine whether the spatial location of housing projects is in line with the Spatial Development Frameworks of both local and district municipalities.

The houses built under the PHP in the Amathole District Municipality are generally of poor quality, due to a lack of support of beneficiaries and supervision by the ADM as well as the Provincial Housing Department. The main reasons are the incompetence of building contractors and poor building material used. The erven set aside for amenities like clinics, play grounds and schools are not developed and that makes the housing development not sustainable.

Most of the projects implemented under the PHP are not located close to economic opportunities. This is in contravention of the principles of DFA and poses a serious challenge to the ADM. The municipalities are therefore encouraged to plan for sustainably; although this is a complex process involving that the ADM should consider well-located areas for PHP wherein there will be dedicated beneficiaries who will work tirelessly for construction of their houses. Identification of well-located areas for PHP projects will assist in building housing close to economic opportunities as most of the PHP projects implemented by the ADM are far from towns and cities. Therefore the ADM's strategy should be to change and focus on demarcating new sites where beneficiaries can be close to areas of work and transport. This will be addressed by adherence to the Spatial Development Framework and also the principles of DFA as PHP projects implemented by the ADM are poor in terms of spatial location and have been seen to follow the legacy of apartheid by encouraging people to stay more than 20 km away from urban areas. The People's Housing Process in Amathole District Municipality has failed due to incorrect implementation of the concept.

If the Government wants to fast track the delivery of houses to the poor and homeless citizens, the incorrectly implemented PHP is not the answer. The incorrectly implemented PHP has major challenges and it has failed as a result. One of those challenges being the lack of support and supervision from both local and provincial governments. This lack of support and supervision leads to poor workmanship by the builders and therefore a slow pace in the construction of houses. The lack of involvement by beneficiaries in decision making as well as in choosing the builders to build their own houses has had a major impact on the slow delivery of houses.

The National Government should ensure that the PHP is correctly implemented by municipalities and by other housing agents. The National Government should attempt to encourage the beneficiaries and the municipalities to work together to fast-track housing delivery. The planners involved in layout planning for PHP projects in ADM have proven to be successful because they followed sound planning principles. The layout plans have provided the erven for amenities; this is very much in line with the provisions of the Breaking New Ground approach of the National Department of Housing. The current shortfall is with the implementation of such projects. There is no involvement of other sector provincial departments responsible for providing social amenities. The ADM should therefore ensure that the relevant provincial departments are involved in each and every housing development project to build on the erven set aside for amenities.

The most important considerations for municipalities developing PHP housing are:

- The municipality should select a suitable site when implementing PHP wherein beneficiaries will be close to economic opportunities.
- The municipality should assist a community that is eager and enthusiastic to build their own houses or that is willing to appoint their own builders.
- The municipality should have all the systems in place (Staff, Technical and administrative support etc).
- The municipality should assess project viability prior to the implementation of PHP.
- Informal settlement areas are generally suitable for PHP development because the beneficiaries always locate themselves close to economic opportunities.
- The municipalities implementing the PHP should give support, empower and enable the beneficiaries to build their own houses.
- The municipalities should encourage the involvement of beneficiaries in decision-making meetings.
- The municipality should implement the PHP as per the National PHP Policy.

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- The municipality should bring on board relevant stakeholders in planning stages of the PHP projects (relevant provincial departments and organisations). This will assist when municipalities want to develop amenities.
- The National Department of Housing should increase the subsidy amount so that the municipalities could be able to build a proper 40 square metre house or more.

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Maléne Campbell, Senior lecturer, South Africa.

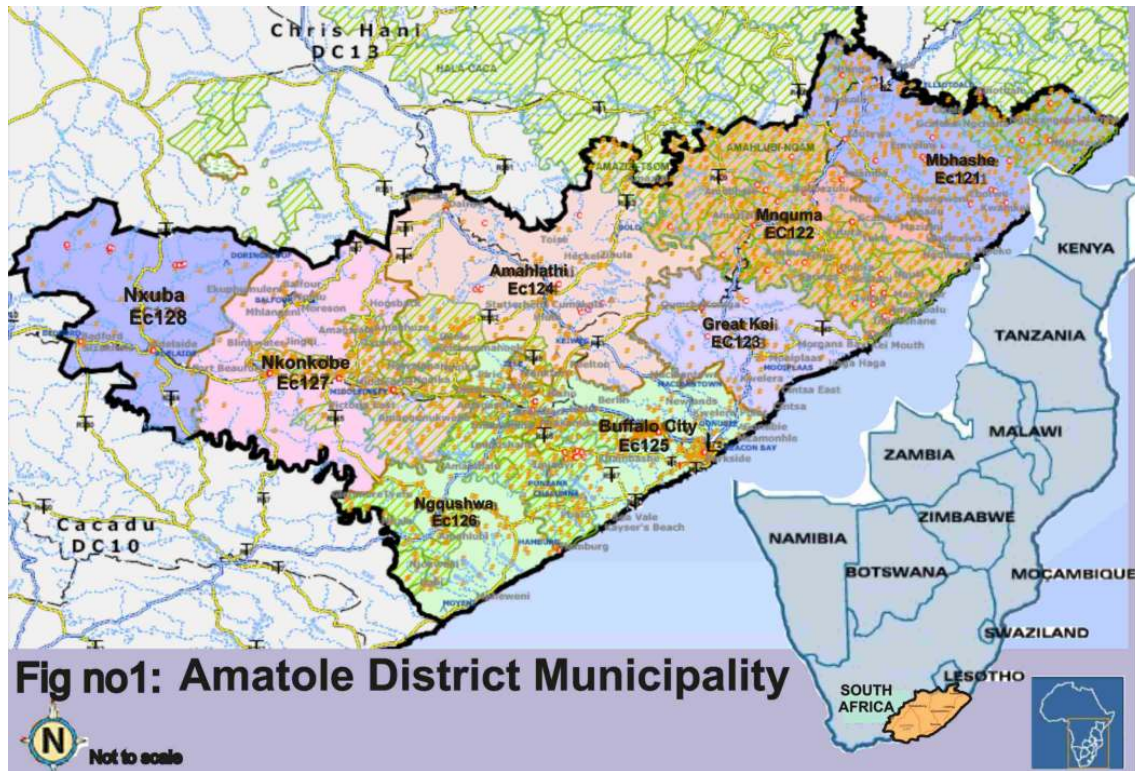
Andile Mshumpela, Town and Regional Planner, South Africa.

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INTRODUCTION

Urban planning emerged in response to the industrial slums of the nineteenth century (Hall, 2002). The reaction was two-fold: Marxism advocated a radical revolutionary overthrow of capitalist political systems and the 'utopian' alternative accepted the urban-industrial system, believing that state intervention would ameliorate its worst excesses (Pacione, 2004). These are alternatives to the current view in the Western World that "land is a commodity, which is bought and sold in the market" (Blumenfeld 1979: 169), thus a free market approach. However this system does not cater for the urban poor. Through urban renewal and urban redevelopment programmes, low-income housing in the central city is replaced by housing for higher-income groups. The question that arises is where the poor should go? Thomas (1997:16) also agrees that capitalism has caused an uneven development within cities where profiteering is the primary driving force in the production and maintenance of the built environment.

This research determined whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) (refer to figure no 1) is a viable option for producing quality low-cost housing developments. It was also researched whether the spatial location of these housing projects is in line with the Spatial Development Framework (SDF) of both local and district municipalities. The conduct of the research primarily relied on a quantitative methodology comprising of structured questionnaires. Qualitative interviews were also done to gain perspectives and insight from professional urban and regional planners.



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PEOPLES HOUSING PROCESS (PHP)

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A photo of a nearly completed PHP house. Source authors (2008).

CASE STUDY: BACKGROUND

The Amathole District Municipality (ADM) has a total population of approximately 1,7 million people, with an average population of 63,7 people per square km. The population is

predominantly African (92, 5%). The ADM consists of the following eight Local Municipalities: Nxuba, Nkonkobe, Ngquskua, Amahlathi, Buffalo City, Great Kei, Mnquma and Mbhashe (refer to figure no 1). Seven PHP projects were implemented by the ADM namely:

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The reasons for the contractors not meeting the deadlines have been mentioned. The reasons being:

- Bad weather conditions
- Lack of resources by contractors e.g. scaffolding, trucks/vehicles to remove material from one site to another
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- Lack of cooperation by material suppliers e.g. late delivery of building material.

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Of the 20 beneficiaries interviewed in the Teko Springs PHP project only 40% indicated that the contractors on site do not meet the timeframes. These respondents mentioned the following reason as to why the contractors are too slow in completing the houses: lack of resources by the contractors is causing delays on site. For instance the contractors do not have trucks, scaffolds, proper machinery, and enough money to pay their labourers. In some cases contractors themselves do not have adequate skills to build the houses hence they are slow in finishing the houses.

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Of the 20 beneficiaries interviewed in the Prudhoe PHP project 80% of the respondents indicated that contractors in Prudhoe are extremely slow. On the other hand 20% said contractors are doing fine. The reasons for not meeting the deadlines are lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

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HOUSING OFFICIALS FROM ALL EIGHT LOCAL MUNICIPALITIES WITHIN THE ADM AND PROVINCIAL HOUSING DEPARTMENT.

54.3% of the respondents indicated that contractors in projects implemented through PHP particularly in ADM do not meet deadlines. On the other hand 45.06% said contractors do meet the deadlines. About 0.66% were not sure whether the contractors meet the deadlines or not. The reasons for not meeting the deadlines are the bad weather conditions, lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

THE LOCATION OF NEW LOW-COST HOUSES IN ADM REGARDING WORK OPPORTUNITIES

Since town planning projects include not only new developments on land that has not been built on before, but also upgrading or modifying parts of the existing settlements a distinction is made in urban areas between the following three types of planning projects namely greenfields sites, urban restructuring and the upgrading of informal settlements. In all these projects the needs of people who may already live in the area, as well as those of new residents and businesses, have to be addressed (Du Plessis and Landman, 2002:3). The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes.

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In order to determine if the Amathole District Municipality as well as the eight local municipalities within complied with the above mentioned objectives please refer to the table below that shows the travelling distance between settlements and towns/cities where the residents can seek employment. The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes. Most of the PHP projects are in rural areas and only Ducats is a peri-urban development.

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Most of the projects implemented by Amathole District Municipality are located far away from employment opportunities. Ducats is one of the projects implemented by ADM that is not in a town, but generally, the housing projects implemented by ADM are not close to economic opportunities. The spatial location of housing projects in Amathole District Municipality is not done according to sound planning principles, since most of the housing projects implemented by ADM are on the periphery of the towns and cities. It is alleged that the Apartheid regime always located the settlements for the black people on the periphery, but it seems that very little has change since then.

The Town Planners involved in layout planning of the seven housing projects in ADM have complied with planning principles, especially with regards to providing sites for amenities like schools, clinics and playgrounds, but both the municipality and the relevant provincial departments are slow in developing these sites for the purpose that it has been planned for. Instead it is being used as playing fields for the children or as dumping sites.

The Breaking New Ground Strategy of the National Housing Department, also known as the Comprehensive Plan for the Development of Sustainable Human Settlements, is very clear on the principle that services infrastructure is more than the provision of water, roads,

electricity and sanitation. There is a need to move towards a more holistic development of human settlements, including the provision of social and economic infrastructure (Nelson Mandela Bay Municipality, 2007:116). It is therefore essential that the need for such social/community and economic facilities should be identified in the audit and planning stages. A multipurpose cluster involving various stakeholders should plan the provision of facilities such as parks, playgrounds, sports fields, crèches, community halls, taxi ranks, satellite police stations, municipal clinics and informal trading facilities (Nelson Mandela Bay Municipality, 2007:116).

CONCLUSION AND RECOMMENDATIONS

The main objective of the research was to determine whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) is a viable option to produce quality low-cost housing development. Further to that, it was to determine whether the spatial location of housing projects is in line with the Spatial Development Frameworks of both local and district municipalities.

The houses built under the PHP in the Amathole District Municipality are generally of poor quality, due to a lack of support of beneficiaries and supervision by the ADM as well as the Provincial Housing Department. The main reasons are the incompetence of building contractors and poor building material used. The erven set aside for amenities like clinics, play grounds and schools are not developed and that makes the housing development not sustainable.

Most of the projects implemented under the PHP are not located close to economic opportunities. This is in contravention of the principles of DFA and poses a serious challenge to the ADM. The municipalities are therefore encouraged to plan for sustainably; although this is a complex process involving that the ADM should consider well-located areas for PHP wherein there will be dedicated beneficiaries who will work tirelessly for construction of their houses. Identification of well-located areas for PHP projects will assist in building housing close to economic opportunities as most of the PHP projects implemented by the ADM are far from towns and cities. Therefore the ADM's strategy should be to change and focus on demarcating new sites where beneficiaries can be close to areas of work and transport. This will be addressed by adherence to the Spatial Development Framework and also the principles of DFA as PHP projects implemented by the ADM are poor in terms of spatial location and have been seen to follow the legacy of apartheid by encouraging people to stay more than 20 km away from urban areas. The People's Housing Process in Amathole District Municipality has failed due to incorrect implementation of the concept.

If the Government wants to fast track the delivery of houses to the poor and homeless citizens, the incorrectly implemented PHP is not the answer. The incorrectly implemented PHP has major challenges and it has failed as a result. One of those challenges being the lack of support and supervision from both local and provincial governments. This lack of support and supervision leads to poor workmanship by the builders and therefore a slow pace in the construction of houses. The lack of involvement by beneficiaries in decision making as well as in choosing the builders to build their own houses has had a major impact on the slow delivery of houses.

The National Government should ensure that the PHP is correctly implemented by municipalities and by other housing agents. The National Government should attempt to encourage the beneficiaries and the municipalities to work together to fast-track housing delivery. The planners involved in layout planning for PHP projects in ADM have proven to be successful because they followed sound planning principles. The layout plans have provided the erven for amenities; this is very much in line with the provisions of the Breaking New Ground approach of the National Department of Housing. The current shortfall is with the implementation of such projects. There is no involvement of other sector provincial departments responsible for providing social amenities. The ADM should therefore ensure that the relevant provincial departments are involved in each and every housing development project to build on the erven set aside for amenities.

The most important considerations for municipalities developing PHP housing are:

- The municipality should select a suitable site when implementing PHP wherein beneficiaries will be close to economic opportunities.
- The municipality should assist a community that is eager and enthusiastic to build their own houses or that is willing to appoint their own builders.
- The municipality should have all the systems in place (Staff, Technical and administrative support etc).
- The municipality should assess project viability prior to the implementation of PHP.
- Informal settlement areas are generally suitable for PHP development because the beneficiaries always locate themselves close to economic opportunities.
- The municipalities implementing the PHP should give support, empower and enable the beneficiaries to build their own houses.
- The municipalities should encourage the involvement of beneficiaries in decision-making meetings.
- The municipality should implement the PHP as per the National PHP Policy.

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- The municipality should bring on board relevant stakeholders in planning stages of the PHP projects (relevant provincial departments and organisations). This will assist when municipalities want to develop amenities.
- The National Department of Housing should increase the subsidy amount so that the municipalities could be able to build a proper 40 square metre house or more.

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Maléne Campbell, Senior lecturer, South Africa.

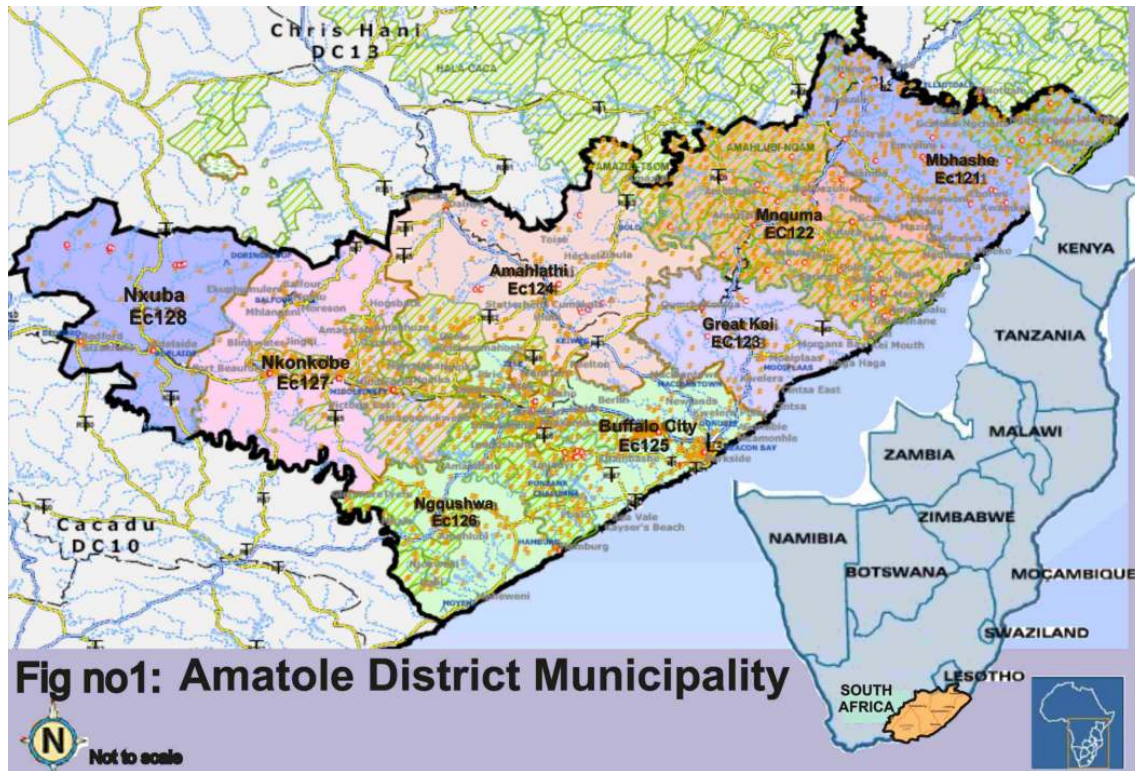
Andile Mshumpela, Town and Regional Planner, South Africa.

THE PEOPLES HOUSING PROJECT: THE CASE OF THE AMATHOLE DISTRICT MUNICIPALITY

INTRODUCTION

Urban planning emerged in response to the industrial slums of the nineteenth century (Hall, 2002). The reaction was two-fold: Marxism advocated a radical revolutionary overthrow of capitalist political systems and the 'utopian' alternative accepted the urban-industrial system, believing that state intervention would ameliorate its worst excesses (Pacione, 2004). These are alternatives to the current view in the Western World that "land is a commodity, which is bought and sold in the market" (Blumenfeld 1979: 169), thus a free market approach. However this system does not cater for the urban poor. Through urban renewal and urban redevelopment programmes, low-income housing in the central city is replaced by housing for higher-income groups. The question that arises is where the poor should go? Thomas (1997:16) also agrees that capitalism has caused an uneven development within cities where profiteering is the primary driving force in the production and maintenance of the built environment.

This research determined whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) (refer to figure no 1) is a viable option for producing quality low-cost housing developments. It was also researched whether the spatial location of these housing projects is in line with the Spatial Development Framework (SDF) of both local and district municipalities. The conduct of the research primarily relied on a quantitative methodology comprising of structured questionnaires. Qualitative interviews were also done to gain perspectives and insight from professional urban and regional planners.



The development of housing for the poor in South Africa is two pronged: firstly, to fast track housing delivery to accommodate homeless people and secondly to empower, support and enable beneficiaries to build their own houses.

PEOPLES HOUSING PROCESS (PHP)

The new democratically elected government in 1994 committed itself to the Reconstruction and Development Programme (RSA 1994) that endorses the principle that all South Africans have a right to a secure place in which to live in peace and dignity and that housing is a human right. One of the RDP's first priorities is to provide for the homeless. The RDP's once off project linked subsidy of 4 200 € applies to families earning between 0 and 150 € monthly. Applicants apply through their local municipality for these subsidies from the provincial government. These 'RDP houses' are 36-40m² big on sites of 350m² or smaller and the owners receive land tenure (Nienaber 2007: personal communication).

The People's Housing Process is a self-help housing mechanism which allows groups of people to work together to pool their resources and contribute their labour to build homes. By supplementing the standard housing subsidy with savings, additional loans or labour, communities implementing the PHP are able to build bigger, better homes. The PHP process also builds human capacity and brings communities closer together (DAG, 2006: online). The National Housing Policy, supporting the PHP, was adopted by the Minister of Housing in

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1998. The policy focuses on poor families in both urban and rural areas, using capital subsidies to allow people to build their own homes. It also assists people in obtaining access to technical, financial, logistical and administrative support to build their own homes, on either an individual or a collective basis (Yearbook, 2005: online).

PHP projects have been proven to be better than standard housing developments, but only 10% of houses to date have been delivered using this method. DAG and other NGOs like the South African Homeless People's Federation (SAHFP) have developed their own approaches to PHP implementation. These examples have proved that PHP is a valuable mechanism for housing delivery in South Africa. This approach increases the sense of ownership and opens up opportunities for skills acquisition and employment creation. Government has contributed R7, 5 billion to PHP-type construction projects. This has been channelled through various subsidy instruments (DAG, 2006: online).



A photo of a nearly completed PHP house. Source authors (2008).

CASE STUDY: BACKGROUND

The Amathole District Municipality (ADM) has a total population of approximately 1,7 million people, with an average population of 63,7 people per square km. The population is

predominantly African (92, 5%). The ADM consists of the following eight Local Municipalities: Nxuba, Nkonkobe, Ngquskua, Amahlathi, Buffalo City, Great Kei, Mnquma and Mbhashe (refer to figure no 1). Seven PHP projects were implemented by the ADM namely:

- Kubusie, 1328 units, Amahlathi Local Municipality
- Teko Springs, 450 units, Mnquma Local Municipality
- Dongwe, 300 units, Buffalo City Local Municipality
- Ducats, 625 units, Buffalo City Local Municipality
- Prudhoe, 300 units, Ngqushwa Local Municipality
- Needscamp, 300 units, Buffalo City Local Municipality
- Ndlovini, 152 units, Amahlathi Local Municipality

AN OVERVIEW OF THE MAIN FINDINGS AND DATA

A random sample has been done in the areas where the ADM is implementing PHP projects and structured questionnaires have been served to these selected beneficiaries as well as to housing officials.

KUBUSIE HOUSING PROJECT

The Kubusie Peoples Housing Process which is being run by Amathole District Municipality started in May 2004 and was supposed to have been completed by June 2005. This project is still under way and is not close to being completed. The project is in the third year of implementation and is anticipated to be completed by December 2008 subject to the Eastern Cape Provincial Department of Housing Local Government engaging the "Big League" or established contractors.

Of the 31 beneficiaries interviewed in Kubusie PHP project 38.71% beneficiaries support the idea that the Kubusie Housing Project is too slow and the contractors working in the project do not meet the deadlines. Whereas 58.06% of the beneficiaries interviewed, stated that the building contractors have completed the construction within reasonable time. Only one beneficiary was not sure whether the contractors are quick or slow in completing the construction of houses.

The reasons for the contractors not meeting the deadlines have been mentioned. The reasons being:

- Bad weather conditions
- Lack of resources by contractors e.g. scaffolding, trucks/vehicles to remove material from one site to another
- Incompetence by contractors e.g. lack of building skills

- Lack of cooperation by material suppliers e.g. late delivery of building material.

TEKO SPRINGS HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Teko Springs PHP project only 40% indicated that the contractors on site do not meet the timeframes. These respondents mentioned the following reason as to why the contractors are too slow in completing the houses: lack of resources by the contractors is causing delays on site. For instance the contractors do not have trucks, scaffolds, proper machinery, and enough money to pay their labourers. In some cases contractors themselves do not have adequate skills to build the houses hence they are slow in finishing the houses.

DONGWE HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Dongwe PHP project 85% of respondents from Dongwe Housing Project stated that the contractors do not stick to deadlines. The progress is affected by the slow contractors on site. The remaining 15% of the respondents states that the contractors are doing well and they meet the set deadlines. Dongwe PHP respondents share the same reasons for the delay in construction as mentioned above by the Teko Springs respondents.

DUCATS HOUSING PROJECT

Of the 25 beneficiaries interviewed in the Ducats PHP project 92% of the respondents in Ducats PHP project stated that the contractors on site do not meet set deadlines. Only 8% stated that the contractors on site met these deadlines. There is no difference here from the reasons mentioned in other projects. The reasons are similar, for instance all the projects mentioned above, the complaint is lack of resources and incompetence of the appointed building contractors.

PRUDHOE HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Prudhoe PHP project 80% of the respondents indicated that contractors in Prudhoe are extremely slow. On the other hand 20% said contractors are doing fine. The reasons for not meeting the deadlines are lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

NEEDSCAMP HOUSING PROJECT

Of the 15 beneficiaries interviewed in the Needscamp PHP project 40% of the respondents say contractors in Needscamp are too slow. On the other hand 60% said contractors are

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doing well and they meet the deadlines. The reasons for not meeting the deadlines are bad weather conditions, lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes for contractors not meeting the deadlines.

NDLOVINI HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Ndlovini PHP project 100% of the respondents stated that contractors in Ndlovini stick to deadlines. The respondents from the Ndlovini housing project reported that the area that needs to be improved is the delivery of building material on time. The material suppliers need to cooperate with the district municipality.

HOUSING OFFICIALS FROM ALL EIGHT LOCAL MUNICIPALITIES WITHIN THE ADM AND PROVINCIAL HOUSING DEPARTMENT.

54.3% of the respondents indicated that contractors in projects implemented through PHP particularly in ADM do not meet deadlines. On the other hand 45.06% said contractors do meet the deadlines. About 0.66% were not sure whether the contractors meet the deadlines or not. The reasons for not meeting the deadlines are the bad weather conditions, lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

THE LOCATION OF NEW LOW-COST HOUSES IN ADM REGARDING WORK OPPORTUNITIES

Since town planning projects include not only new developments on land that has not been built on before, but also upgrading or modifying parts of the existing settlements a distinction is made in urban areas between the following three types of planning projects namely greenfields sites, urban restructuring and the upgrading of informal settlements. In all these projects the needs of people who may already live in the area, as well as those of new residents and businesses, have to be addressed (Du Plessis and Landman, 2002:3). The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes.

The location of poor households without means of private mobility on the periphery of cities has a major impact on their travel patterns, and on the utilisation of their time and financial resources. The most obvious effect of peripheral location is clearly on travel distance. The further households are located from employment and commercial opportunities the further they have to travel to access these opportunities (Harrison, Huchzermeyer and Mayekiso 2003:157). Harrison *et al.* (2003:20) argued that "spatial disjuncture and fragmentation have

long been a major concern of planners. Historically, the main concern was with separating and ordering land uses but in recent years the focus has shifted to combating low-density sprawl, and integrating spatially separated areas". Further, the location of housing projects has been criticized as reinforcing apartheid spatial settlement patterns.

According to the Municipal Systems Act (RSA Act no 32 of 2000) an Integrated Development Plan (IDP) should be compiled by all district and local municipalities. According to the Draft Regulations (RSA 2001) a Spatial Development Framework (SDF) have to be reflected in these IDP's that set out objectives that, amongst others, "reflect the desired spatial form of the municipality, determine spatial priorities and give effect to the principles contained in the Development Facilitation Act no 67 of 1995". One of these objectives is to "Promote efficient and integrated, environmental sustainable land development" through:

- "Integrated employment and living opportunities
- Discourage urban sprawl
- Correction of historical distorted spatial patterns" (RSA 1995).

In order to determine if the Amathole District Municipality as well as the eight local municipalities within complied with the above mentioned objectives please refer to the table below that shows the travelling distance between settlements and towns/cities where the residents can seek employment. The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes. Most of the PHP projects are in rural areas and only Ducats is a peri-urban development.

TABLE 1: DISTANCE BETWEEN ADM HOUSING PROJECTS AND TOWN/CITIES (EMPLOYMENT OPPORTUNITIES)

HOUSING PROJECT NAME	DISTANCE BETWEEN PROJECT AND TOWN	TOWN/CITY/PLACES EMPLOYMENT
1. Ndlovini Housing Project	12 km	Stutterheim town
2. Kubusie Housing Project	6 Km	Stutterheim town
3. Teko Springs	30km	Butterworth town
4. Ducats Housing Project	8km	Beacon Bay town
5. Dongwe Housing Project	15km	Berlin town
6. Prudhoe Housing Project	30km	Peddie town
7. Needscamp Housing Project	20km	East London City

Most of the projects implemented by Amathole District Municipality are located far away from employment opportunities. Ducats is one of the projects implemented by ADM that is not in a town, but generally, the housing projects implemented by ADM are not close to economic opportunities. The spatial location of housing projects in Amathole District Municipality is not done according to sound planning principles, since most of the housing projects implemented by ADM are on the periphery of the towns and cities. It is alleged that the Apartheid regime always located the settlements for the black people on the periphery, but it seems that very little has change since then.

The Town Planners involved in layout planning of the seven housing projects in ADM have complied with planning principles, especially with regards to providing sites for amenities like schools, clinics and playgrounds, but both the municipality and the relevant provincial departments are slow in developing these sites for the purpose that it has been planned for. Instead it is being used as playing fields for the children or as dumping sites.

The Breaking New Ground Strategy of the National Housing Department, also known as the Comprehensive Plan for the Development of Sustainable Human Settlements, is very clear on the principle that services infrastructure is more than the provision of water, roads,

electricity and sanitation. There is a need to move towards a more holistic development of human settlements, including the provision of social and economic infrastructure (Nelson Mandela Bay Municipality, 2007:116). It is therefore essential that the need for such social/community and economic facilities should be identified in the audit and planning stages. A multipurpose cluster involving various stakeholders should plan the provision of facilities such as parks, playgrounds, sports fields, crèches, community halls, taxi ranks, satellite police stations, municipal clinics and informal trading facilities (Nelson Mandela Bay Municipality, 2007:116).

CONCLUSION AND RECOMMENDATIONS

The main objective of the research was to determine whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) is a viable option to produce quality low-cost housing development. Further to that, it was to determine whether the spatial location of housing projects is in line with the Spatial Development Frameworks of both local and district municipalities.

The houses built under the PHP in the Amathole District Municipality are generally of poor quality, due to a lack of support of beneficiaries and supervision by the ADM as well as the Provincial Housing Department. The main reasons are the incompetence of building contractors and poor building material used. The erven set aside for amenities like clinics, play grounds and schools are not developed and that makes the housing development not sustainable.

Most of the projects implemented under the PHP are not located close to economic opportunities. This is in contravention of the principles of DFA and poses a serious challenge to the ADM. The municipalities are therefore encouraged to plan for sustainably; although this is a complex process involving that the ADM should consider well-located areas for PHP wherein there will be dedicated beneficiaries who will work tirelessly for construction of their houses. Identification of well-located areas for PHP projects will assist in building housing close to economic opportunities as most of the PHP projects implemented by the ADM are far from towns and cities. Therefore the ADM's strategy should be to change and focus on demarcating new sites where beneficiaries can be close to areas of work and transport. This will be addressed by adherence to the Spatial Development Framework and also the principles of DFA as PHP projects implemented by the ADM are poor in terms of spatial location and have been seen to follow the legacy of apartheid by encouraging people to stay more than 20 km away from urban areas. The People's Housing Process in Amathole District Municipality has failed due to incorrect implementation of the concept.

If the Government wants to fast track the delivery of houses to the poor and homeless citizens, the incorrectly implemented PHP is not the answer. The incorrectly implemented PHP has major challenges and it has failed as a result. One of those challenges being the lack of support and supervision from both local and provincial governments. This lack of support and supervision leads to poor workmanship by the builders and therefore a slow pace in the construction of houses. The lack of involvement by beneficiaries in decision making as well as in choosing the builders to build their own houses has had a major impact on the slow delivery of houses.

The National Government should ensure that the PHP is correctly implemented by municipalities and by other housing agents. The National Government should attempt to encourage the beneficiaries and the municipalities to work together to fast-track housing delivery. The planners involved in layout planning for PHP projects in ADM have proven to be successful because they followed sound planning principles. The layout plans have provided the erven for amenities; this is very much in line with the provisions of the Breaking New Ground approach of the National Department of Housing. The current shortfall is with the implementation of such projects. There is no involvement of other sector provincial departments responsible for providing social amenities. The ADM should therefore ensure that the relevant provincial departments are involved in each and every housing development project to build on the erven set aside for amenities.

The most important considerations for municipalities developing PHP housing are:

- The municipality should select a suitable site when implementing PHP wherein beneficiaries will be close to economic opportunities.
- The municipality should assist a community that is eager and enthusiastic to build their own houses or that is willing to appoint their own builders.
- The municipality should have all the systems in place (Staff, Technical and administrative support etc).
- The municipality should assess project viability prior to the implementation of PHP.
- Informal settlement areas are generally suitable for PHP development because the beneficiaries always locate themselves close to economic opportunities.
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- The municipalities should encourage the involvement of beneficiaries in decision-making meetings.
- The municipality should implement the PHP as per the National PHP Policy.

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- The municipality should bring on board relevant stakeholders in planning stages of the PHP projects (relevant provincial departments and organisations). This will assist when municipalities want to develop amenities.
- The National Department of Housing should increase the subsidy amount so that the municipalities could be able to build a proper 40 square metre house or more.

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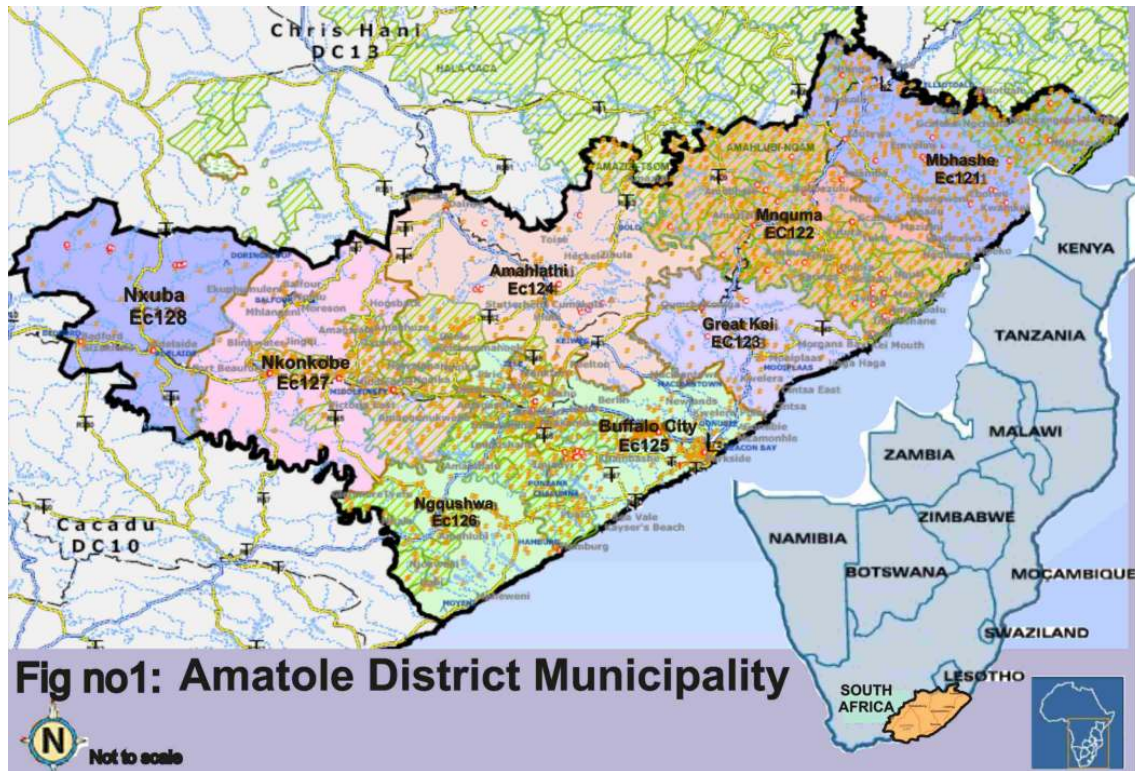
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THE PEOPLES HOUSING PROJECT: THE CASE OF THE AMATHOLE DISTRICT MUNICIPALITY

INTRODUCTION

Urban planning emerged in response to the industrial slums of the nineteenth century (Hall, 2002). The reaction was two-fold: Marxism advocated a radical revolutionary overthrow of capitalist political systems and the 'utopian' alternative accepted the urban-industrial system, believing that state intervention would ameliorate its worst excesses (Pacione, 2004). These are alternatives to the current view in the Western World that "land is a commodity, which is bought and sold in the market" (Blumenfeld 1979: 169), thus a free market approach. However this system does not cater for the urban poor. Through urban renewal and urban redevelopment programmes, low-income housing in the central city is replaced by housing for higher-income groups. The question that arises is where the poor should go? Thomas (1997:16) also agrees that capitalism has caused an uneven development within cities where profiteering is the primary driving force in the production and maintenance of the built environment.

This research determined whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) (refer to figure no 1) is a viable option for producing quality low-cost housing developments. It was also researched whether the spatial location of these housing projects is in line with the Spatial Development Framework (SDF) of both local and district municipalities. The conduct of the research primarily relied on a quantitative methodology comprising of structured questionnaires. Qualitative interviews were also done to gain perspectives and insight from professional urban and regional planners.



The development of housing for the poor in South Africa is two pronged: firstly, to fast track housing delivery to accommodate homeless people and secondly to empower, support and enable beneficiaries to build their own houses.

PEOPLES HOUSING PROCESS (PHP)

The new democratically elected government in 1994 committed itself to the Reconstruction and Development Programme (RSA 1994) that endorses the principle that all South Africans have a right to a secure place in which to live in peace and dignity and that housing is a human right. One of the RDP's first priorities is to provide for the homeless. The RDP's once off project linked subsidy of 4 200 € applies to families earning between 0 and 150 € monthly. Applicants apply through their local municipality for these subsidies from the provincial government. These 'RDP houses' are 36-40m² big on sites of 350m² or smaller and the owners receive land tenure (Nienaber 2007: personal communication).

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A photo of a nearly completed PHP house. Source authors (2008).

CASE STUDY: BACKGROUND

The Amathole District Municipality (ADM) has a total population of approximately 1,7 million people, with an average population of 63,7 people per square km. The population is

predominantly African (92, 5%). The ADM consists of the following eight Local Municipalities: Nxuba, Nkonkobe, Ngquskua, Amahlathi, Buffalo City, Great Kei, Mquma and Mbhashe (refer to figure no 1). Seven PHP projects were implemented by the ADM namely:

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A random sample has been done in the areas where the ADM is implementing PHP projects and structured questionnaires have been served to these selected beneficiaries as well as to housing officials.

KUBUSIE HOUSING PROJECT

The Kubusie Peoples Housing Process which is being run by Amathole District Municipality started in May 2004 and was supposed to have been completed by June 2005. This project is still under way and is not close to being completed. The project is in the third year of implementation and is anticipated to be completed by December 2008 subject to the Eastern Cape Provincial Department of Housing Local Government engaging the “Big League” or established contractors.

Of the 31 beneficiaries interviewed in Kubusie PHP project 38.71% beneficiaries support the idea that the Kubusie Housing Project is too slow and the contractors working in the project do not meet the deadlines. Whereas 58.06% of the beneficiaries interviewed, stated that the building contractors have completed the construction within reasonable time. Only one beneficiary was not sure whether the contractors are quick or slow in completing the construction of houses.

The reasons for the contractors not meeting the deadlines have been mentioned. The reasons being:

- Bad weather conditions
- Lack of resources by contractors e.g. scaffolding, trucks/vehicles to remove material from one site to another
- Incompetence by contractors e.g. lack of building skills

- Lack of cooperation by material suppliers e.g. late delivery of building material.

TEKO SPRINGS HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Teko Springs PHP project only 40% indicated that the contractors on site do not meet the timeframes. These respondents mentioned the following reason as to why the contractors are too slow in completing the houses: lack of resources by the contractors is causing delays on site. For instance the contractors do not have trucks, scaffolds, proper machinery, and enough money to pay their labourers. In some cases contractors themselves do not have adequate skills to build the houses hence they are slow in finishing the houses.

DONGWE HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Dongwe PHP project 85% of respondents from Dongwe Housing Project stated that the contractors do not stick to deadlines. The progress is affected by the slow contractors on site. The remaining 15% of the respondents states that the contractors are doing well and they meet the set deadlines. Dongwe PHP respondents share the same reasons for the delay in construction as mentioned above by the Teko Springs respondents.

DUCATS HOUSING PROJECT

Of the 25 beneficiaries interviewed in the Ducats PHP project 92% of the respondents in Ducats PHP project stated that the contractors on site do not meet set deadlines. Only 8% stated that the contractors on site met these deadlines. There is no difference here from the reasons mentioned in other projects. The reasons are similar, for instance all the projects mentioned above, the complaint is lack of resources and incompetence of the appointed building contractors.

PRUDHOE HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Prudhoe PHP project 80% of the respondents indicated that contractors in Prudhoe are extremely slow. On the other hand 20% said contractors are doing fine. The reasons for not meeting the deadlines are lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

NEEDSCAMP HOUSING PROJECT

Of the 15 beneficiaries interviewed in the Needscamp PHP project 40% of the respondents say contractors in Needscamp are too slow. On the other hand 60% said contractors are

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doing well and they meet the deadlines. The reasons for not meeting the deadlines are bad weather conditions, lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes for contractors not meeting the deadlines.

NDLOVINI HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Ndlovini PHP project 100% of the respondents stated that contractors in Ndlovini stick to deadlines. The respondents from the Ndlovini housing project reported that the area that needs to be improved is the delivery of building material on time. The material suppliers need to cooperate with the district municipality.

HOUSING OFFICIALS FROM ALL EIGHT LOCAL MUNICIPALITIES WITHIN THE ADM AND PROVINCIAL HOUSING DEPARTMENT.

54.3% of the respondents indicated that contractors in projects implemented through PHP particularly in ADM do not meet deadlines. On the other hand 45.06% said contractors do meet the deadlines. About 0.66% were not sure whether the contractors meet the deadlines or not. The reasons for not meeting the deadlines are the bad weather conditions, lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

THE LOCATION OF NEW LOW-COST HOUSES IN ADM REGARDING WORK OPPORTUNITIES

Since town planning projects include not only new developments on land that has not been built on before, but also upgrading or modifying parts of the existing settlements a distinction is made in urban areas between the following three types of planning projects namely greenfields sites, urban restructuring and the upgrading of informal settlements. In all these projects the needs of people who may already live in the area, as well as those of new residents and businesses, have to be addressed (Du Plessis and Landman, 2002:3). The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes.

The location of poor households without means of private mobility on the periphery of cities has a major impact on their travel patterns, and on the utilisation of their time and financial resources. The most obvious effect of peripheral location is clearly on travel distance. The further households are located from employment and commercial opportunities the further they have to travel to access these opportunities (Harrison, Huchzermeyer and Mayekiso 2003:157). Harrison *et al.* (2003:20) argued that "spatial disjuncture and fragmentation have

long been a major concern of planners. Historically, the main concern was with separating and ordering land uses but in recent years the focus has shifted to combating low-density sprawl, and integrating spatially separated areas". Further, the location of housing projects has been criticized as reinforcing apartheid spatial settlement patterns.

According to the Municipal Systems Act (RSA Act no 32 of 2000) an Integrated Development Plan (IDP) should be compiled by all district and local municipalities. According to the Draft Regulations (RSA 2001) a Spatial Development Framework (SDF) have to be reflected in these IDP's that set out objectives that, amongst others, "reflect the desired spatial form of the municipality, determine spatial priorities and give effect to the principles contained in the Development Facilitation Act no 67 of 1995". One of these objectives is to "Promote efficient and integrated, environmental sustainable land development" through:

- "Integrated employment and living opportunities
- Discourage urban sprawl
- Correction of historical distorted spatial patterns" (RSA 1995).

In order to determine if the Amathole District Municipality as well as the eight local municipalities within complied with the above mentioned objectives please refer to the table below that shows the travelling distance between settlements and towns/cities where the residents can seek employment. The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes. Most of the PHP projects are in rural areas and only Ducats is a peri-urban development.

TABLE 1: DISTANCE BETWEEN ADM HOUSING PROJECTS AND TOWN/CITIES (EMPLOYMENT OPPORTUNITIES)

HOUSING PROJECT NAME	DISTANCE BETWEEN PROJECT AND TOWN	TOWN/CITY/PLACES EMPLOYMENT
1. Ndlovini Housing Project	12 km	Stutterheim town
2. Kubusie Housing Project	6 Km	Stutterheim town
3. Teko Springs	30km	Butterworth town
4. Ducats Housing Project	8km	Beacon Bay town
5. Dongwe Housing Project	15km	Berlin town
6. Prudhoe Housing Project	30km	Peddie town
7. Needscamp Housing Project	20km	East London City

Most of the projects implemented by Amathole District Municipality are located far away from employment opportunities. Ducats is one of the projects implemented by ADM that is not in a town, but generally, the housing projects implemented by ADM are not close to economic opportunities. The spatial location of housing projects in Amathole District Municipality is not done according to sound planning principles, since most of the housing projects implemented by ADM are on the periphery of the towns and cities. It is alleged that the Apartheid regime always located the settlements for the black people on the periphery, but it seems that very little has change since then.

The Town Planners involved in layout planning of the seven housing projects in ADM have complied with planning principles, especially with regards to providing sites for amenities like schools, clinics and playgrounds, but both the municipality and the relevant provincial departments are slow in developing these sites for the purpose that it has been planned for. Instead it is being used as playing fields for the children or as dumping sites.

The Breaking New Ground Strategy of the National Housing Department, also known as the Comprehensive Plan for the Development of Sustainable Human Settlements, is very clear on the principle that services infrastructure is more than the provision of water, roads,

electricity and sanitation. There is a need to move towards a more holistic development of human settlements, including the provision of social and economic infrastructure (Nelson Mandela Bay Municipality, 2007:116). It is therefore essential that the need for such social/community and economic facilities should be identified in the audit and planning stages. A multipurpose cluster involving various stakeholders should plan the provision of facilities such as parks, playgrounds, sports fields, crèches, community halls, taxi ranks, satellite police stations, municipal clinics and informal trading facilities (Nelson Mandela Bay Municipality, 2007:116).

CONCLUSION AND RECOMMENDATIONS

The main objective of the research was to determine whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) is a viable option to produce quality low-cost housing development. Further to that, it was to determine whether the spatial location of housing projects is in line with the Spatial Development Frameworks of both local and district municipalities.

The houses built under the PHP in the Amathole District Municipality are generally of poor quality, due to a lack of support of beneficiaries and supervision by the ADM as well as the Provincial Housing Department. The main reasons are the incompetence of building contractors and poor building material used. The erven set aside for amenities like clinics, play grounds and schools are not developed and that makes the housing development not sustainable.

Most of the projects implemented under the PHP are not located close to economic opportunities. This is in contravention of the principles of DFA and poses a serious challenge to the ADM. The municipalities are therefore encouraged to plan for sustainably; although this is a complex process involving that the ADM should consider well-located areas for PHP wherein there will be dedicated beneficiaries who will work tirelessly for construction of their houses. Identification of well-located areas for PHP projects will assist in building housing close to economic opportunities as most of the PHP projects implemented by the ADM are far from towns and cities. Therefore the ADM's strategy should be to change and focus on demarcating new sites where beneficiaries can be close to areas of work and transport. This will be addressed by adherence to the Spatial Development Framework and also the principles of DFA as PHP projects implemented by the ADM are poor in terms of spatial location and have been seen to follow the legacy of apartheid by encouraging people to stay more than 20 km away from urban areas. The People's Housing Process in Amathole District Municipality has failed due to incorrect implementation of the concept.

If the Government wants to fast track the delivery of houses to the poor and homeless citizens, the incorrectly implemented PHP is not the answer. The incorrectly implemented PHP has major challenges and it has failed as a result. One of those challenges being the lack of support and supervision from both local and provincial governments. This lack of support and supervision leads to poor workmanship by the builders and therefore a slow pace in the construction of houses. The lack of involvement by beneficiaries in decision making as well as in choosing the builders to build their own houses has had a major impact on the slow delivery of houses.

The National Government should ensure that the PHP is correctly implemented by municipalities and by other housing agents. The National Government should attempt to encourage the beneficiaries and the municipalities to work together to fast-track housing delivery. The planners involved in layout planning for PHP projects in ADM have proven to be successful because they followed sound planning principles. The layout plans have provided the erven for amenities; this is very much in line with the provisions of the Breaking New Ground approach of the National Department of Housing. The current shortfall is with the implementation of such projects. There is no involvement of other sector provincial departments responsible for providing social amenities. The ADM should therefore ensure that the relevant provincial departments are involved in each and every housing development project to build on the erven set aside for amenities.

The most important considerations for municipalities developing PHP housing are:

- The municipality should select a suitable site when implementing PHP wherein beneficiaries will be close to economic opportunities.
- The municipality should assist a community that is eager and enthusiastic to build their own houses or that is willing to appoint their own builders.
- The municipality should have all the systems in place (Staff, Technical and administrative support etc).
- The municipality should assess project viability prior to the implementation of PHP.
- Informal settlement areas are generally suitable for PHP development because the beneficiaries always locate themselves close to economic opportunities.
- The municipalities implementing the PHP should give support, empower and enable the beneficiaries to build their own houses.
- The municipalities should encourage the involvement of beneficiaries in decision-making meetings.
- The municipality should implement the PHP as per the National PHP Policy.

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- The municipality should bring on board relevant stakeholders in planning stages of the PHP projects (relevant provincial departments and organisations). This will assist when municipalities want to develop amenities.
- The National Department of Housing should increase the subsidy amount so that the municipalities could be able to build a proper 40 square metre house or more.

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Maléne Campbell, Senior lecturer, South Africa.

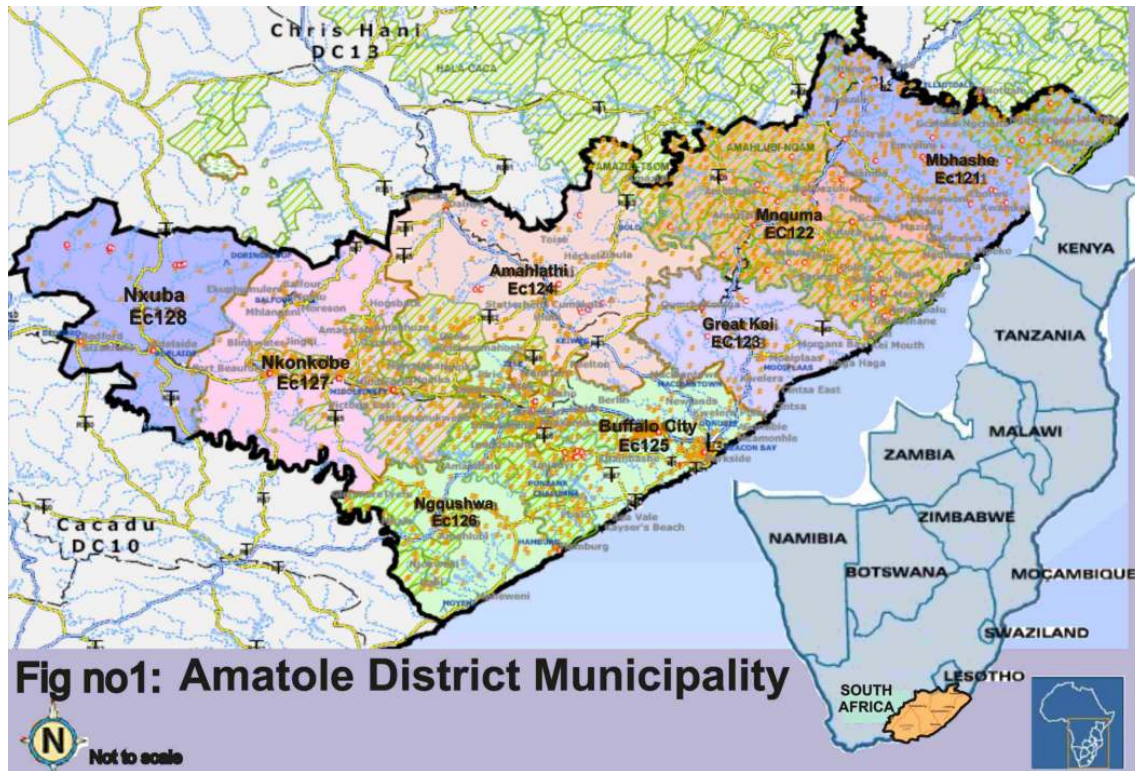
Andile Mshumpela, Town and Regional Planner, South Africa.

THE PEOPLES HOUSING PROJECT: THE CASE OF THE AMATHOLE DISTRICT MUNICIPALITY

INTRODUCTION

Urban planning emerged in response to the industrial slums of the nineteenth century (Hall, 2002). The reaction was two-fold: Marxism advocated a radical revolutionary overthrow of capitalist political systems and the 'utopian' alternative accepted the urban-industrial system, believing that state intervention would ameliorate its worst excesses (Pacione, 2004). These are alternatives to the current view in the Western World that "land is a commodity, which is bought and sold in the market" (Blumenfeld 1979: 169), thus a free market approach. However this system does not cater for the urban poor. Through urban renewal and urban redevelopment programmes, low-income housing in the central city is replaced by housing for higher-income groups. The question that arises is where the poor should go? Thomas (1997:16) also agrees that capitalism has caused an uneven development within cities where profiteering is the primary driving force in the production and maintenance of the built environment.

This research determined whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) (refer to figure no 1) is a viable option for producing quality low-cost housing developments. It was also researched whether the spatial location of these housing projects is in line with the Spatial Development Framework (SDF) of both local and district municipalities. The conduct of the research primarily relied on a quantitative methodology comprising of structured questionnaires. Qualitative interviews were also done to gain perspectives and insight from professional urban and regional planners.



The development of housing for the poor in South Africa is two pronged: firstly, to fast track housing delivery to accommodate homeless people and secondly to empower, support and enable beneficiaries to build their own houses.

PEOPLES HOUSING PROCESS (PHP)

The new democratically elected government in 1994 committed itself to the Reconstruction and Development Programme (RSA 1994) that endorses the principle that all South Africans have a right to a secure place in which to live in peace and dignity and that housing is a human right. One of the RDP's first priorities is to provide for the homeless. The RDP's once off project linked subsidy of 4 200 € applies to families earning between 0 and 150 € monthly. Applicants apply through their local municipality for these subsidies from the provincial government. These 'RDP houses' are 36-40m² big on sites of 350m² or smaller and the owners receive land tenure (Nienaber 2007: personal communication).

The People's Housing Process is a self-help housing mechanism which allows groups of people to work together to pool their resources and contribute their labour to build homes. By supplementing the standard housing subsidy with savings, additional loans or labour, communities implementing the PHP are able to build bigger, better homes. The PHP process also builds human capacity and brings communities closer together (DAG, 2006: online). The National Housing Policy, supporting the PHP, was adopted by the Minister of Housing in

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1998. The policy focuses on poor families in both urban and rural areas, using capital subsidies to allow people to build their own homes. It also assists people in obtaining access to technical, financial, logistical and administrative support to build their own homes, on either an individual or a collective basis (Yearbook, 2005: online).

PHP projects have been proven to be better than standard housing developments, but only 10% of houses to date have been delivered using this method. DAG and other NGOs like the South African Homeless People's Federation (SAHFP) have developed their own approaches to PHP implementation. These examples have proved that PHP is a valuable mechanism for housing delivery in South Africa. This approach increases the sense of ownership and opens up opportunities for skills acquisition and employment creation. Government has contributed R7, 5 billion to PHP-type construction projects. This has been channelled through various subsidy instruments (DAG, 2006: online).



A photo of a nearly completed PHP house. Source authors (2008).

CASE STUDY: BACKGROUND

The Amathole District Municipality (ADM) has a total population of approximately 1,7 million people, with an average population of 63,7 people per square km. The population is

predominantly African (92, 5%). The ADM consists of the following eight Local Municipalities: Nxuba, Nkonkobe, Ngquskua, Amahlathi, Buffalo City, Great Kei, Mquma and Mbhashe (refer to figure no 1). Seven PHP projects were implemented by the ADM namely:

- Kubusie, 1328 units, Amahlathi Local Municipality
- Teko Springs, 450 units, Mquma Local Municipality
- Dongwe, 300 units, Buffalo City Local Municipality
- Ducats, 625 units, Buffalo City Local Municipality
- Prudhoe, 300 units, Ngqushwa Local Municipality
- Needscamp, 300 units, Buffalo City Local Municipality
- Ndlovini, 152 units, Amahlathi Local Municipality

AN OVERVIEW OF THE MAIN FINDINGS AND DATA

A random sample has been done in the areas where the ADM is implementing PHP projects and structured questionnaires have been served to these selected beneficiaries as well as to housing officials.

KUBUSIE HOUSING PROJECT

The Kubusie Peoples Housing Process which is being run by Amathole District Municipality started in May 2004 and was supposed to have been completed by June 2005. This project is still under way and is not close to being completed. The project is in the third year of implementation and is anticipated to be completed by December 2008 subject to the Eastern Cape Provincial Department of Housing Local Government engaging the “Big League” or established contractors.

Of the 31 beneficiaries interviewed in Kubusie PHP project 38.71% beneficiaries support the idea that the Kubusie Housing Project is too slow and the contractors working in the project do not meet the deadlines. Whereas 58.06% of the beneficiaries interviewed, stated that the building contractors have completed the construction within reasonable time. Only one beneficiary was not sure whether the contractors are quick or slow in completing the construction of houses.

The reasons for the contractors not meeting the deadlines have been mentioned. The reasons being:

- Bad weather conditions
- Lack of resources by contractors e.g. scaffolding, trucks/vehicles to remove material from one site to another
- Incompetence by contractors e.g. lack of building skills

- Lack of cooperation by material suppliers e.g. late delivery of building material.

TEKO SPRINGS HOUSING PROJECT

Of the 20 beneficiaries interviewed in the Teko Springs PHP project only 40% indicated that the contractors on site do not meet the timeframes. These respondents mentioned the following reason as to why the contractors are too slow in completing the houses: lack of resources by the contractors is causing delays on site. For instance the contractors do not have trucks, scaffolds, proper machinery, and enough money to pay their labourers. In some cases contractors themselves do not have adequate skills to build the houses hence they are slow in finishing the houses.

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Of the 20 beneficiaries interviewed in the Dongwe PHP project 85% of respondents from Dongwe Housing Project stated that the contractors do not stick to deadlines. The progress is affected by the slow contractors on site. The remaining 15% of the respondents states that the contractors are doing well and they meet the set deadlines. Dongwe PHP respondents share the same reasons for the delay in construction as mentioned above by the Teko Springs respondents.

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Of the 25 beneficiaries interviewed in the Ducats PHP project 92% of the respondents in Ducats PHP project stated that the contractors on site do not meet set deadlines. Only 8% stated that the contractors on site met these deadlines. There is no difference here from the reasons mentioned in other projects. The reasons are similar, for instance all the projects mentioned above, the complaint is lack of resources and incompetence of the appointed building contractors.

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Of the 20 beneficiaries interviewed in the Prudhoe PHP project 80% of the respondents indicated that contractors in Prudhoe are extremely slow. On the other hand 20% said contractors are doing fine. The reasons for not meeting the deadlines are lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

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HOUSING OFFICIALS FROM ALL EIGHT LOCAL MUNICIPALITIES WITHIN THE ADM AND PROVINCIAL HOUSING DEPARTMENT.

54.3% of the respondents indicated that contractors in projects implemented through PHP particularly in ADM do not meet deadlines. On the other hand 45.06% said contractors do meet the deadlines. About 0.66% were not sure whether the contractors meet the deadlines or not. The reasons for not meeting the deadlines are the bad weather conditions, lack of resources, incompetence of building contractors and lack of cooperation by material suppliers are the underlying causes of contractors not meeting the deadlines.

THE LOCATION OF NEW LOW-COST HOUSES IN ADM REGARDING WORK OPPORTUNITIES

Since town planning projects include not only new developments on land that has not been built on before, but also upgrading or modifying parts of the existing settlements a distinction is made in urban areas between the following three types of planning projects namely greenfields sites, urban restructuring and the upgrading of informal settlements. In all these projects the needs of people who may already live in the area, as well as those of new residents and businesses, have to be addressed (Du Plessis and Landman, 2002:3). The above mentioned housing development projects fall in the category of upgrading of informal settlements programmes.

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- Discourage urban sprawl
- Correction of historical distorted spatial patterns" (RSA 1995).

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TABLE 1: DISTANCE BETWEEN ADM HOUSING PROJECTS AND TOWN/CITIES (EMPLOYMENT OPPORTUNITIES)

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CONCLUSION AND RECOMMENDATIONS

The main objective of the research was to determine whether the People's Housing Process (PHP) in the Amathole District Municipality (ADM) is a viable option to produce quality low-cost housing development. Further to that, it was to determine whether the spatial location of housing projects is in line with the Spatial Development Frameworks of both local and district municipalities.

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Most of the projects implemented under the PHP are not located close to economic opportunities. This is in contravention of the principles of DFA and poses a serious challenge to the ADM. The municipalities are therefore encouraged to plan for sustainably; although this is a complex process involving that the ADM should consider well-located areas for PHP wherein there will be dedicated beneficiaries who will work tirelessly for construction of their houses. Identification of well-located areas for PHP projects will assist in building housing close to economic opportunities as most of the PHP projects implemented by the ADM are far from towns and cities. Therefore the ADM's strategy should be to change and focus on demarcating new sites where beneficiaries can be close to areas of work and transport. This will be addressed by adherence to the Spatial Development Framework and also the principles of DFA as PHP projects implemented by the ADM are poor in terms of spatial location and have been seen to follow the legacy of apartheid by encouraging people to stay more than 20 km away from urban areas. The People's Housing Process in Amathole District Municipality has failed due to incorrect implementation of the concept.

If the Government wants to fast track the delivery of houses to the poor and homeless citizens, the incorrectly implemented PHP is not the answer. The incorrectly implemented PHP has major challenges and it has failed as a result. One of those challenges being the lack of support and supervision from both local and provincial governments. This lack of support and supervision leads to poor workmanship by the builders and therefore a slow pace in the construction of houses. The lack of involvement by beneficiaries in decision making as well as in choosing the builders to build their own houses has had a major impact on the slow delivery of houses.

The National Government should ensure that the PHP is correctly implemented by municipalities and by other housing agents. The National Government should attempt to encourage the beneficiaries and the municipalities to work together to fast-track housing delivery. The planners involved in layout planning for PHP projects in ADM have proven to be successful because they followed sound planning principles. The layout plans have provided the erven for amenities; this is very much in line with the provisions of the Breaking New Ground approach of the National Department of Housing. The current shortfall is with the implementation of such projects. There is no involvement of other sector provincial departments responsible for providing social amenities. The ADM should therefore ensure that the relevant provincial departments are involved in each and every housing development project to build on the erven set aside for amenities.

The most important considerations for municipalities developing PHP housing are:

- The municipality should select a suitable site when implementing PHP wherein beneficiaries will be close to economic opportunities.
- The municipality should assist a community that is eager and enthusiastic to build their own houses or that is willing to appoint their own builders.
- The municipality should have all the systems in place (Staff, Technical and administrative support etc).
- The municipality should assess project viability prior to the implementation of PHP.
- Informal settlement areas are generally suitable for PHP development because the beneficiaries always locate themselves close to economic opportunities.
- The municipalities implementing the PHP should give support, empower and enable the beneficiaries to build their own houses.
- The municipalities should encourage the involvement of beneficiaries in decision-making meetings.
- The municipality should implement the PHP as per the National PHP Policy.

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- The municipality should bring on board relevant stakeholders in planning stages of the PHP projects (relevant provincial departments and organisations). This will assist when municipalities want to develop amenities.
- The National Department of Housing should increase the subsidy amount so that the municipalities could be able to build a proper 40 square metre house or more.

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