Assessing public participation strategies in low- income housing:
The Mamre Hhousing Pproject

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DECLARATION

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

Janine Davy   …………………………….

Date: April 2006…………………………….

ABSTRACT[TH1]

The role of public participation within government administration is set out in Chapter 10 of the Constitution (South Africa, 1996) which states that "people's needs must be responded to, and the public must be encouraged to participate in policy making".

Public participation processes are encapsulated within various legislative mandates such as the Integrated Development Plans, the White Paper on Local Government (South Africa, 1998c) and the White Paper on Transforming Public Service Delivery (South Africa, 1997b).

Public participation is critical to the success of sustainable development and therefore South Africa should justifiably "promote public participation, including through measures that provide access to information regarding legislation, regulations, activities, policies and programmes" (United Nations, 2002:71).

The strategies implemented to produce what can be considered successful public participation is an aspect not thoroughly considered in the development process. For this reason this study delves into the various facets of public participation and the environment it operates in.

The research methodology encompasses the use of the Mamre low-income housing project as case study, qualitative, primary and secondary data as well as a comparative literature study. where 100 respondents were Face-to-face interviewsed face-to-face were conducted with 100 respondents from the Mamre community, withthrough the use of a structured questionnaire. Face- to- face interviews were also conducted with a municipal housing officer involved in the projectcase study. The results of the questionnaires were then investigated againstcompared to the public participation model depicted in chapter 3 as well as the interview answers given by the municipal housing official in terms of the public participation strategies employed.

Qualitative and secondary data, as well as a comparative literature survey, informs the content of this study.

The study examines the role that public participation plays in development by means of the public participation strategies employed within different contexts and

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formulates a public participation model with recommended public participation strategies to be utilised within four different phases.

To emphasise the importance of implementing the correct, context-appropriate public participation strategies, this study uses the Mamre low-cost housing project as a case study to demonstrate how the lack of the appropriate public participation strategies can result in the failure of sustainable development.

Having considered all of the above, a number of recommendations are made which can be considered when embarking on a project similar to this one. In the case of Mamre, an opportunity for improvement still exists, as the project is yet to be completed.

The recommendations are based on categorising the public participation strategies Blaauwberg Municipality employed throughout the Mamre low-cost housing project according to the public participation model presented in chapter 3. The recommendations incorporates the lessons learnt from Cupido and suggests a pre-project strategy and pre-project planning workshops (which explains, amongst other things, .what authentic and empowering public participation actually is).

The research results indicate that if a more structured approach is applied to existing strategies, the public participation process can be rendered authentic and empowering. Therefore, further recommendations are aimed at improving the strategies already utilised by Blaauwberg Municipality, to optimise the public participation process.

OPSOMMING

Die rol van openbare deelname in regeringsadministrasie word in hoofstuk 10 van die Grondwet (Suid-Afrika, 1996) aangedui.wat stipuleer Dit stel dat dat aandag aan mense se behoeftes gegee moet word, en dat die "publiek ... aangemoedig [moet] word om aan beleidsvorming deel te neem".

Prosesse van openbare deelname is inherent aan verskeie wetgewende mandate soos die Geïntegreerde Ontwikkelingsplanne, die Witskrif op Plaaslike Regering (Suid-Afrika, 1998c) en die Witskrif op die Transformasie van Dienslewering (Suid-Afrika, 1997b).

Openbare deelname is belangrik vir die sukses van volhoubare ontwikkeling en daarom is dit noodsaaklik dat Suid-Afrika openbare deelname moet bevorder, ook deur meganismes wat toegang tot inligting aangaande wetgewing, regulasies, aktiwiteite, beleide en programme kan verskaf (Verenigde Nasies, 2002:71).

Strategieë vir suksesvolle openbare deelname is 'n aspek wat nie behoorlik in ontwikkelingsprosesse oorweeg word nie. Daarom ondersoek hierdie studie verskeie fasette van openbare deelname en die omgewing waarbinne dit funksioneer.

Die navorsingsmetodologie sluit in die gebruik van die Mamre lae-koste behuisingsprojek as gevallestudie, kwalitatiewe, primêre en sekondêre data asook 'n vergelykende literatuurstudie. Persoonlike onderhoude is gevoer met 100 respondente vanuit die Mamre gemeenskap aan die hand van 'n gestruktureerde vraelys. Persoonlike onderhoude is ook gevoer met 'n munisipale behuisingsamptenaar wat betrokke was by die implementernig van die projek. Die resultate van die vraelyste is vergelyk met die openbare deelname model soos voorgestel in hHoofstuk 3 asook met die antwoorde verskaf tydens die onderhoud met die munispale amptenaar aangaande die openbare deelname strategieë wat geïmplementeer was.

Die rol van openbare deelname in ontwikkeling en die strategieë wat in verskeie ontwikkelingskontekste gebruik word, word ondersoek. Aan die hand hiervan word 'n

model vir strategieë vir openbare deelname vir implementering tydens vier ontwikkelingsfases geformuleer.

Om die belangrikheid van die implementering van gepaste strategieë vir openbare deelname in spesifieke kontekste te illustreer, word die Mamre laekoste-behuisingsprojek as gevallestudie gebruik. Hierdie gevallestudie word gebruik om te demonstreer hoe die gebrek aan gepaste strategieë vir openbare deelname tot die mislukking van volhoubare ontwikkeling kan lei..

Na aanleiding van die bevindinge van die gevallestudie word 'n aantal aanbevelings vir soortgelyke ontwikkelingsprojekte gemaak. Aangesien die Mamre laekoste-behuisingsprojek nog voltooi moet word, kan hierdie aanbevelings nog daar toegepas word.

Die aanbevelings is gebaseer op die kategorisering van die openbare deelname strategieë wat deur Blaauwberg Munispaliteit tydens die Mamre lae-koste behuisingsprojek geïmplementeer is, na aanleiding van die openbare deelname model in hoofstuk 3 voorgestel. Die aanbevelings inkorporeer die lesse geleer van Cupido en stel 'n pre-projek strategie voor asook pre-projek beplanningswerkswinkels (waar onder andere verklaar word wat outentieke en bemagtigende openbare deelname werklik is).

Die navorsingsresultate dui daarop dat indien 'n meer gestruktureerde benadering toegepas word op bestaande strategieë, die proses van openbare deelname meer outentiek en bemagtigend sal wees. Daarom is verdere aanbevelings gemik op die versterking/verbetering van strategieë reeds deur Blaauwberg Munisipaliteit benut, ten einde die openbare deelname proses te optimaliseer.
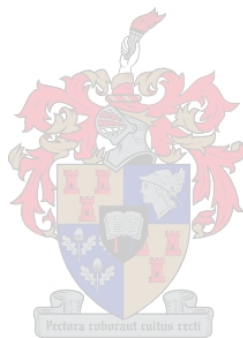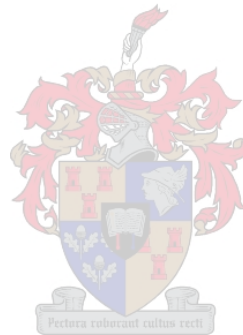
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This thesis is dedicated to the everlasting memory of my father, William James Peter Davy and the love of my life, Jordyn Davy.

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CHAPTER 1
INTRODUCTION

1.1   Introduction

Because of South Africa's turbulent past, the disenfranchised majority was deprived of many basic human rights. Public participation in housing issues was a right reserved for the white minority. Today, as a democratic state, the Constitution (South Africa, 1996), the supreme and sovereign law of our country, considers access to proper housing a basic right to be enjoyed by all South Africans.

Due to the injustices of the past there has been an extreme shortage of adequate and affordable housing for the poor majority and legislative measures have been taken to address this issue. The Reconstruction and Development Programme of 1994, the White Paper on Local Government of 1998 and the Housing Act of 1997 are all examples of the government's commitment to meet identified housing needs with the aid of active public participation.

According to the National Housing Code (South Africa, 2000b), the National Department of Housing estimated in 1997 that the amount of families who did not have adequate housing amounted to 2,2 million. This figure was estimated to increase by approximately 204 000 per annum.
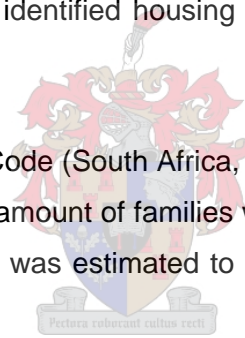
The Western Cape has a housing backlog of 310 000, as well as 155 informal settlements with 92 000 shacks. "This backlog is estimated to grow at 18 000 houses over a year as a result of population growth, rapid urbanisation and the migration of 48 000 people from other provinces to the Western Cape each year" (Dreyer, 2004).

The provision of housing is a developmental practice and development cannot prevail without public participation (Roodt, 2001:466). This is echoed in the Manila Declaration on People's Participation and Sustainable Development, which took place in 1989:

> Public participation is an essential part of human growth, that is the development of self-confidence, pride, initiative, responsibility, cooperation. Without such development within the people themselves all efforts to alleviate their poverty will be immensely more difficult, if not impossible. This process, whereby people learn to take charge of their own lives and solve their own problems, is the essence of development (Burkey, 1993:56).

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Apart from the Constitution (1996), the Housing Act (1997) is the cornerstone of any public housing initiative with regard to legislative requirements. Housing initiatives cannot be considered successful if it is not executed in compliance with the Housing Act (1997).

With public participation, it needs to be realised that each development initiative takes place in a different context and for this reason the right combination of public participation strategies need to be used. Because each situation is different "[e]ffective, efficient and equitable stakeholder engagement depends largely on selecting the right combination of approaches and techniques for a particular process. There is, however, no single recipe for making this selection – particularly when operating in the context of a multi-cultural, developing country" (DEAT, 2002:14).

For the purpose of this study, "stakeholder engagement" as used in the above-mentioned statement will be synonymous with "public participation".

1.2 Aim of the study

This study was done on the public participation strategies employed by the Blaauwberg Municipality, which forms part of the City of Cape Town, in the planning and construction of the low-income housing project that took place in Mamre since 1998. The purpose of the study was to assess the public participation strategies employed to actively ensure the participation of all the relevant stakeholders and, based on this information, to assess if public participation in this housing project can be considered authentic and empowering.

1.3 Objectives

The objectives of the study were the following:
- Evaluate the Blaauwberg Municipality's Integrated Development Plan (IDP) in terms of public participation obligations
- Evaluate the Blaauwberg Municipality's approach to public participation
- Investigate the presence of a public participation policy at the local municipality
- In the case of the municipality having the above-mentioned policy, assess the extent to which the advocated procedures and methods were followed
- Evaluate the beneficiaries' understanding of what they consider public participation to be
- Make recommendations once the above-mentioned objectives have been fulfilled.

1.4 Motivation

In response to South Africa's housing crisis, the national government has stated that it intends to increase housing delivery to 350 000 units per annum until the current housing backlog is eradicated (Housing Act, 1997). Public participation is the main method of achieving this goal. According to Sowman and Urquhart (1998:16), government officials must promote participation in decision-making processes so as to facilitate community empowerment through the development of housing.

Notwithstanding the importance of public participation, Wyngaard (2002) and others show that not much thought is given to strategies that municipal housing officials should employ to bring about the much-desired result of public participation, or to the failure of development or beneficiaries' dissatisfaction. Municipal housing officials are not always aware of the reasons for negative responses to their actions. (Theron, 2005a: 111-132).

A reassessment of development planning methodology regarding public participation would often reveal that the strategies used are the real reason why a certain project was unsuccessful (DEAT, 2002:5). The public participation strategies which are employed should be multidisciplinary in nature to take into consideration the interdependent elements within a specific environment. Without considering the various aspects of a multidimensional environment, effective public participation in development initiatives may be absent, which will inevitably lead to the failure of public participation and holistic development (Theron & Wetmore, 2005:162).

1.5 Problem statement

In its vision statement the Housing Act of 1997 advocates sustainability of housing development. According to Theron (2005a: 130), public participation as a building block of development is a necessity if the goal of sustainable development is to be achieved. The lack of appropriate public participation strategies in housing will result in a failure to establish authentic and empowering people-centred development.

Authentic and empowering public participation can only occur once municipal housing officials are positive that all the stakeholders have participated in the development of housing, from inception to completion, and if the relevant stakeholders can share in the decision-making process and change predetermined objectives.

1.6 Hypothesis

The proper utilisation of the appropriate public participation strategies in the Mamre low-income housing project will bring about successful public participation. The hypothesis can be seen as being a deductive one, as the theoretical aspects of the study will first be explained followed by the practical case study. Public participation can be seen as the dependent variable, as it varies in the study depending on the independent variable, namely public participation strategies.
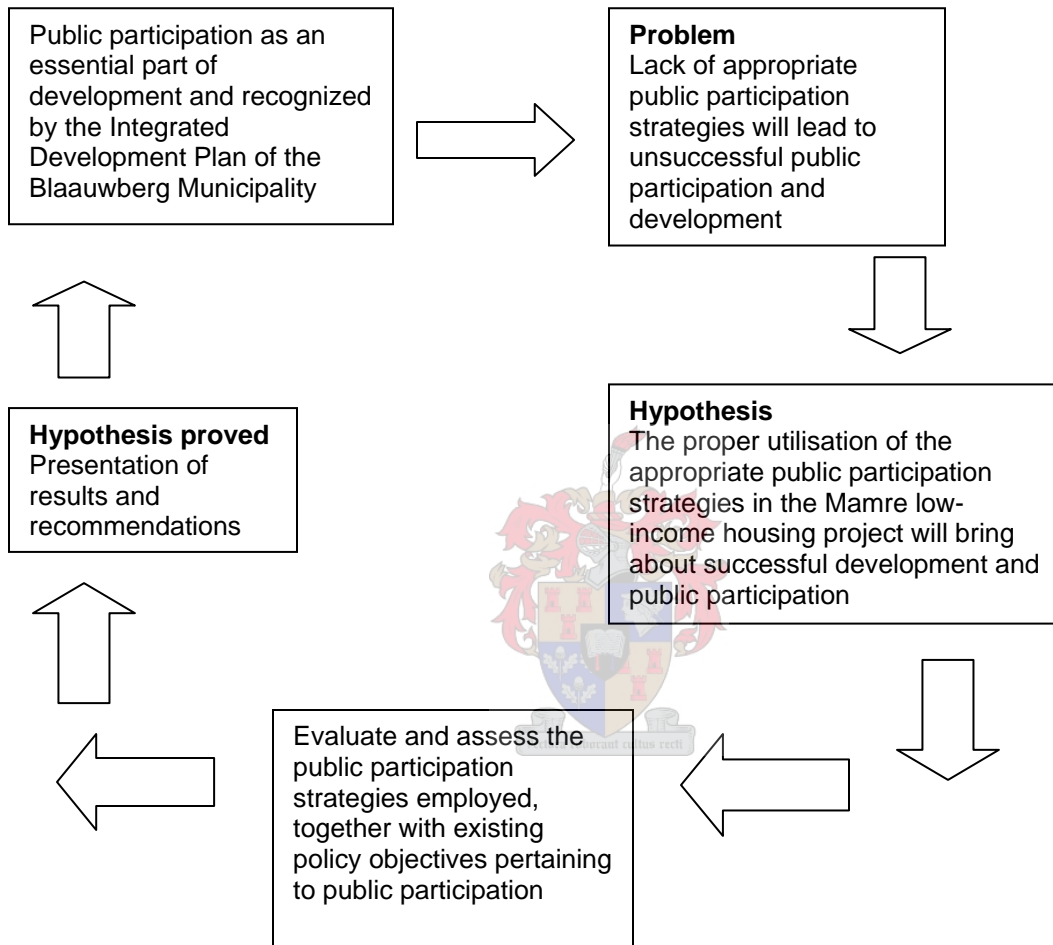
1.7 Research methodology

The research design will be based on a case study of the Mamre low-income housing project, and various research methodologies will be used. Face-to-face interviews will be conducted with Malvern Cupido, the Blaauwberg Municipality's housing official, through the use of a structured questionnaire (see Annexure A/B). This counts as quantitative data, as Brynard and Hanekom (1997:29) state that quantitative research includes "methods such as experiments and surveys to describe and explain phenomena. The methods include techniques such as observation, pilot studies, quantitative analysis and questionnaires". Qualitative and secondary data will also be used.

In addition to the above, a comparative literature survey of various journals, newspaper articles, books and theses will be conducted through cross-reference checks by means of accessing the various databases offered by the Stellenbosch University library, such as Sabinet and Nexus.

An assessment of all relevant legislation pertaining to the research problem will also be done.

1.8 Clarification of key concepts

1.8.1 Development:

Development does not only imply the satisfaction of basic needs, but also the right to live a meaningful life. Development is, therefore, based on human well being, and action plans should aim at providing the opportunity for people to become more than they are. Development is seen as the desirable direction, and is defined by the people who find themselves in the situation of underdevelopment. (Coetzee, Graaff, Hendricks, 2001:119)

1.8.2 Building blocks of development:

According to Meyer & Theron (2000:5) these are:

1. Public participation
2. Social learning
3. Self-reliance
4. Capacity-building
5. Empowerment
6. Sustainability
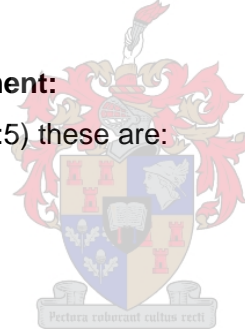
1.8.3 Housing development:

According to the Housing Act (1997) housing development means:

the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, and to health, educational and social amenities in which all citizens and permanent residents of the public will, on a progressive basis, have access to:

a)   Permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and

b)   Potable water, adequate sanitary facilities and domestic energy supply.

1.8.4 Integrated Development Planning:

The Integrated Development Plan (IDP) is both a legislative requirement and a useful management tool that serves to integrate the activities and budgets of a local authority within a framework directed towards fulfilling its developmental duties as described in the Constitution (Blaauwberg Municipality, 2000:1).

1.8.5 Public participation:

Public participation is an active process by which beneficiary or client groups influence the direction and execution of a development project with a view to enhancing their well-being in terms of income, personal growth, self-reliance or other values they cherish (Meyer & Theron, 2000:2).

1.8.6 Public participation strategies:

This refers to the various methods employed to bring about public participation, referring to the "how" dimension of public participation.

"It could be argued that the mechanisms for public participation should include information sharing mechanisms, translation into local languages, consultative methods, shared decision-making, joint assessments, collaboration and empowerment of the public" (Tarr, 2000).

1.8.7 Self-reliance:

The concept of self-reliance can be explained by means of the ancient Chinese proverb "Give a man a fish and he'll eat for a day. Teach a man to fish and he'll have food for a lifetime". The first part of this proverb – giving a man a fish – implies short-term relief, i.e. the person will remain dependent on others to provide him with food. Teaching a man to fish implies that the person will have the skills to become self-reliant (Adams, 2002:16).

For self-reliance to emerge, people must believe and feel that it is their own efforts driving the development process (Burkey, 1993: 50).

1.8.8 Sustainable development

Sustainable development is defined as development that meets the needs of the present without compromising the ability of future generations to meet their own needs…" (WCED, 1987:43).

1.8.9 Municipal housing officer:

A municipal housing officer will be defined as "an officer or employee of a municipality, whether paid or unpaid, including members of any administrative board, commission or

other agency thereof…". This definition is limited to those employed within the housing department (New York State Office of the Sate Comptroller, 1997).

The researcher recognises that these definitions are not fixed and change constantly depending on the situation and persons involved.

1.9   Summary

Chapter 1 establishes the context of the study. The following chapters will highlight the mandated tasks of all spheres of government, especially those of local government in terms of the relevant legislation and theoretical framework within which public participation operates at municipal level.

More importantly, this study will aim to prove that although public participation is a vehicle to drive sustainable development, public participation strategies will determine its success.

The Mamre low-income housing project, which was initiated in 1998 by the Blaauwberg Municipality, will play an integral role in demonstrating the validity of the presented hypothesis.

This study will advocate a public participation model which will serve as a guideline to achieve successful public participation in low-cost housing projects, together with the relevant public participation strategies to be employed within each of the four phases presented in the public participation model.
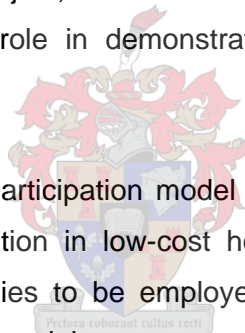
CHAPTER 2
THEORETICAL FRAMEWORK

2.1   Introduction

The purpose of this chapter is to review relevant literature relating to the topic of study to create the platform on which the study will be based.

The chapter will consist of:

- An introduction
- The international context of public participation
- The national context of public participation
- Developmental Local Government
- Public participation in housing development in South Africa
- Integrated Development Plans.

The role of public participation in South Africa cannot be undermined or override economic, personal or technological aspirations in the public sector as its past compels the government to correct injustices (Oakley, 1991[TH1]: vi).

Too frequently development initiatives have been designed by those who have no real knowledge of the actual needs of that specific community, and the produced "plan" is based on the various stakeholders' perceived needs instead of their true needs. Kotze and Kellerman (1997:35) ascribes this to the fact that "[t]he idea that development consists of a transfer of skills or information creates a role for the expert as the only person capable of mediating the transfer of these skills from one person or society to another".

In order to bring about development efforts that reflect the real needs of the people, a paradigm shift is needed. This includes a move away from a so-called blueprint approach to development toward a more process and people-centred development that should produce public participation.

Meyer & Theron's (2000:5) building blocks of development will be used as criteria against which to assess public participation's role in development. These are:
1. Public participation
2. Social learning

3. Empowerment
4. Sustainable development
5. Capacity-building
6. Self-reliance

According to Meyer & Theron (2000:5), these should all be present for development to be considered a success.

2.2 Public participation in context

2.2.1 The international context of public participation

The inclusion of public participation in any development initiative has been recognised as inseparable from development as the "disenchantment with development strategies in the mid-1970s led to the emergence of 'participation' as a major new force in development thinking" (Oakley, 1991:vii). One of the most important lessons learnt is that the recurrent failure of development initiatives occurs due to a lack of adequate and appropriate public participation and its supporting techniques and strategies.

The importance of public participation internationally will be explored by reviewing:
- The Manila Declaration on People's Participation and Sustainable Development (1989)
- The World Bank Participation Sourcebook (World Bank, 1996)
- The African Charter (Africa Institute of South Africa, 2002).

When evaluating these, one notices an evolution in public participation in that a consensus has been reached that the beneficiaries must come first (Oakley, 1991:4). The above-mentioned documents all highlight the following issues:

1.2.2.1.1 Participatory processes and approaches to development

When referring to participatory processes, the concept of public participation, as defined in chapter one must constantly be consulted to ensure that the processes decided upon, coincide with the definition. This ensures that the processes do not deviate from the objective of authentic and empowering public participation.

Increasingly, public participation and its processes is being asserted as being a "fundamental part of people's rights to choose how they are governed and how they, together with their governments, carry out the work of development" (Long, 2001:5).

The approaches used when initiating development is incomplete without due consideration and participation of the beneficiaries. This can only be done via a multidisciplinary approach towards public participation. This approach should be flexible and change with the ever-changing environment, as development is context specific and no two development initiatives and processes are the same (Kotze & Kellerman, 1997:37).

One of the reasons for the African Charter was to "articulate and give renewed focus to the concepts of democratic development, people's solidarity and creativity and self-reliance and to formulate policy recommendation for national governments, popular organisations and the international community in order to strengthen participatory processes and patterns of development" (Africa Institute of South Africa, 2002:295).

Public participation is hindered by the past economic crisis, which cannot be overcome "unless the structures, pattern and political context of the process of socio-economic development are appropriately altered"(Africa Institute of South Africa, 2002:295).

2.2.2.1.2 An enabling environment

An enabling environment is recommended for the practise of public participation as it brings about self-reliance for beneficiaries to take responsibility for their own development and to create the environment in which they can become owners of the development process, also increasing the legitimacy of that process (Africa Institute of South Africa, 2002:296).

Various structural, social and administrative obstacles hinder the public participation processes, and it is inevitable that the public participation process will be carried out, without some form of hindrance, but "governments must [nonetheless] be encouraged and assisted in creating a policy environment for citizen action" (Manila Declaration, 1989).

Responsive institutions and regulatory policies that enable, and not hinder, local participation are necessary in creating an enabling environment. In turn, an enabling environment facilitates the participation of all stakeholders, not just the poor, in creating responsive institutions (World Bank, 1996:145).

3.2.2.1.3 Sustainability

Sustainability, defined by the World Commission on Environment and Development (1987:43) as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs", has become a popular notion internationally, as indicated by the 2002 World Summit on Sustainable Development.

The process to follow in order to create sustainable development has yet to be formulated as it is still difficult to "conceptualise sustainable development within a reductionist, fragmented paradigm" (Kotze & Kellerman, 1997:62) as it calls for a holistic approach to development whereby the so-called experts and beneficiaries collectively work toward a common goal – a development process which places the beneficiaries at the centre of the development process to the point where the beneficiaries can manage the development process independently, without assistance from the so-called expert.

According to the Department of Water Affairs and Forestry (DWAF, 2001:v), sustainable development requires the integration of social, economic and biophysical factors in decisions and their implementation, to ensure that development serves present and future generations. It is only through public participation that the beneficiaries have a better understanding of the three dimensions of sustainability, namely:

1. Economic growth
2. Social equity, and
3. Ecological integrity.

4.2.2.1.4 Empowerment

The mobilisation of people in development is central to the public participation process to ensure the empowerment of beneficiaries to "effectively involve themselves in creating the structures and in designing policies and programmes that serve the interests of all as well as to effectively contribute to the development process and share equitably in its benefits" (Africa Institute of South Africa, 2002:298).

Three broad interpretations of public participation have been formulated (Oakley, 1991:6-10):

1.4. Participation as contribution
2.5. Participation as organisation, and
3.6. Participation as empowerment.

This study considers empowerment as one aspect of the public participation process. Empowerment is seen as the "development of skills and abilities to enable rural people to manage better, have a say in or negotiate with existing development delivery systems" (Monaheng, 2000:135). People must have the power to influence the decisions that affect their lives because without this participation and ultimately development in its entirety becomes ineffective.

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5.2.2.1.5 Indigenous knowledge

The indigenous knowledge of beneficiaries – knowledge that only they have and which will contribute to public participation strategies and ultimately to development – is often overlooked by those responsible for implementing development projects. Communities should be allowed to define their needs and set their own priorities. This constitutes a participatory approach to development (United Nations, 1992).

Indigenous people, especially those situated in rural developing countries, have over the years developed their own mechanisms for coping with the external environment and therefore their knowledge cannot be ignored in the development process (Agenda 211United Nations, 1992).

According to the United Nations' Agenda 21 (United Nations, 1992), governments should aim at fulfilling the following objectives:

- The establishment of a process to empower indigenous people and their communities
- The establishment, where appropriate, of arrangements to strengthen the active participation of indigenous people and their communities in the national formulation of policies, laws and programmes relating to resource management and other development processes that may affect them, and their initiation of proposals for such policies and programmes
- The involvement of indigenous people and their communities at the national and local levels in resource management and conservation strategies and other relevant programmes established to support and review sustainable development strategies, such as those suggested in other programme areas of Agenda 21.

6.2.2.1.6 Bottom-up approaches to development

The top-down, technocratic approach used by organisations or governments in implementing development projects have taken the resources out of the hands of the relevant communities. According to Long (2001:xvi),"national governments and international agencies continued to believe in top-down, externally designed development programmes, despite mounting evidence of their insufficiency and unsustainability".

Kotze and Kellerman (1997:35) are of the opinion that "[t]he role and status of the technocrat and technocratic approaches contribute not only to the devaluation of indigenous knowledge and experience but also to the sidetracking of the role of people's emotions and feelings in development".

This blueprint approach has resulted in the deepening of the poverty cycle and greater underdevelopment as development officials don't implement participatory processes with the stakeholders and measures are not developed to support the participation of stakeholders.

A bottom-up approach is advocated whereby the beneficiaries have the opportunity to play an active role in decision-making processes which affect them. According to Oakley (1991:4), the realisation of the inadequacies of total dependence on a professionally dominant manner of intervention has resulted in a search for alternative ways to bring about development. The results have led to "bottom-up [approaches to development], putting people first and putting the last first".

7.2.2.1.7 Women's role in development

According to the Africa Institute of South Africa (2002:299):

"In view of the vital and central role played by women in family well-being and maintenance, their special commitment to the survival, protection and development of children, as well as survival of society and their important role in the process of African recovery and reconstruction, special emphasis should be put by all the people in terms of eliminating biases particularly with respect to the reduction of the burden on women and taking positive action to ensure their full equality and effective participation in the development process."

The role of women in development is consistently emphasised by the literature on public participation and development as women are in the majority among the rural poor. It therefore is important to realise that "some issues and constraints related to participation are gender-specific and stem from the fact that men and women play different roles, have different needs, and face different constraints on a number of different levels" (World Bank, 1996:148).

Although women's participation in development initiatives has been recognised, women still have various social, cultural, legal, economic, time and mobility constraints which limit their capacity to participate. This calls for the use of:

- Appropriate methodologies in seeking women's views
- Gender-responsive poverty assessments, and
- Involving women in policy work.

It is only when working with women and understanding their circumstances that public participation methods can be designed to ensure that women play an active role in their development.

8.2. People-centred development

Korten (1990:47), the founder of the people-centred approach, sees public participation as an undeniable part of people-centred development as every person has the right to participate in the decisions that shape their lives and the opportunity to be a recognised and respected contributor to family, community and society. It roots power in local people and communities, and gives their rights and needs precedence over any rights and needs claimed by corporations and the institutions of the state. According to Kotze and Kellerman (1997:36), "[p]eople-centred development shifts the emphasis in development action to people, rather than to objects and production, and to the enhancement of their capacity to participate in the development process".

People-centred development incorporates mutual self-help, self-reliance and sustainable use of resources for the beneficiaries of development and is focused on the use of all resources in such a manner that the beneficiaries are in control of their own development as well as that of the surrounding environment. Public participation forms a fundamental part of people-centred development as this contributes to the overall objective of sustainable development. "Authentic development enhances the sustainability of the community. It must be understood as a process of economic, political and social change that need not necessarily involve growth. Sustainable human communities can be achieved only through people-centred development" (Meyer & Theron , 2000: 156).

9.3. Access to information

The International Association for Public Participation (IAP2) differentiates between five levels of public participation. The first of these is informing, a process which provides the beneficiaries and all involved with enough relevant information in order to enable people to understand problems, alternatives and potential solutions (DWAF, 2001:5).

In order for people to participate effectively, they should have timely access to information. They should be given this information in common, appropriate languages and mediums known to them as they may feel intimidated and alienated by mediums they are not accustomed to (DWAF, 2001:19). It is only when people are in possession of information relating to their development that they can render relevant, informed opinions and make decisions which affect their lives positively.

When dealing with accessibility to information it should be emphasised that information on its own does not constitute public participation, but that information is part of the process to achieve public participation (DEAT, 2002:7).

The Manila Declaration (1989) asserts that, as part of people-centred development, beneficiaries should "assume responsibility for the development of themselves and their communities, … control their own resources, have access to relevant information, and have the means to hold the officials of government accountable" (Meyer & Theron, 2000: 156).

10.4.   Capacity-building

Building the capacity of any given community involves equipping that specific community with the appropriate resources to take control of their own development. They are taught how to work together and to take care not only of themselves but also of communal needs (World Bank, 1996:133). "Capacity building is the ongoing process of increasing the ability of individuals, groups and organisations to control and manage all the important areas of their lives or operations" (DWAF, 2001:19).

Upon assessing the views reflected in the Manila Declaration, the World Bank Participation Sourcebook and the African Charter in terms of Theron's building blocks of development, it is evident that a consensus concerning the components necessary for development has been reached internationally and that public participation is a component which cannot be separated from the development process. It also becomes clear that public participation is not the sole element of development; it has to be coupled with social learning, self-reliance, capacity building and sustainability.

The interdependence of the above-mentioned terms cannot be ignored, as failure to do so will result in the inevitable collapse of true public participation and development as a whole.

2.2.2 National context of public participation

The institutionalisation of public participation cannot be investigated without first consulting South African legislation, especially the Constitution (1996).

The constitutional requirements for public participation can be found in its mandate for local government but more specifically in Chapter 10, Section 195, which states that:
   1. (c)   Public administration must be development-oriented.

(e) People's needs must be responded to, and the public must be encouraged to participate in policy making.

(h) Good human resource management and career development practices must be cultivated to maximise human potential.

On a national level, the South African government has introduced what is commonly known as the Batho Pele Principles, which are found in the White Paper on Transforming Public Service Delivery (1997b) and epitomises the evolution of public participation in South Africa.

Batho Pele means "people first". With these principles the government established the importance of the South African public and their valued input through participatory means, and called "for a shift away from inward looking, bureaucratic systems, processes and attitudes, and a search for new ways of working which put the needs of the public first, is better, faster and more responsive to the citizen's needs" (White Paper on Transforming Public Service Delivery, 1997b).

The "people first", bottom-up approach is derived from the recognition that the total dependence on professionals to implement development initiatives is grossly inadequate and contributes to greater underdevelopment (Oakley, 1991:4).

The Batho Pele concept is based on eight interrelated principles:

1. Consultation in terms of quality of services received
2. Service standards should be indicated to the citizen
3. Access to the services the citizenry are entitled to
4. Courtesy is a right to which each citizen is entitled
5. Information should be concise and include all information the citizen should know
6. Openness and transparency, so as to bring about greater accountability
7. Redress should occur if pre-determined standards of service delivery were not met
8. Value for money, as the delivery of services should be done efficiently and effectively.

The Batho Pele Principles may appear in the White Paper on Transforming Public Service Delivery (1997b) but it can and should be applied to all aspects of public service. It is just for government officials to realise that South Africa does indeed have a framework which could be utilised in tackling the issue of public participation.

Based on the above information, it is clear that both internationally and nationally there has been a paradigm shift in terms of the importance of public participation.

2.3   Developmental Local Government

The South African Constitution (1996) mandates local government to:

- Provide democratic and accountable government for local communities
- Ensure the provision of services to communities in a sustainable manner
- Promote social and economic development
- Promote a safe and healthy environment
- Encourage the involvement of communities and community organisations in the matters of local government.

It also states that "[p]ublic administration must be development-orientated" (Constitution, 1996).

The White Paper on Local Government (1998c) asserts that "[l]ocal government is the sphere of government that interacts closest with communities, is responsible for the services and infrastructure so essential to our people's well being, and is tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability".

It also defines the mandatory requirements concerning developmental local government as the "dynamic way in which local councils work together with local communities to find sustainable ways to meet their needs and improve the quality of their lives"
(White Paper on Local Government, 1998c)

Developmental Local Government combines the empowerment theme found in the Reconstruction and Development Programme (RDP) of 1994 and the redistribution of income theme found in the Growth, Employment and Reconstruction Programme (GEAR) of 1996 and is the policy framework government departments should use as a guideline in implementing public policy.

2.4   Public participation in housing development

Historically, South Africa's housing process is characterised by the previously disadvantaged being deprived of housing and property rights which led to rental and service boycotts by communities thus challenging the legitimacy of the government of the time (Khan & Ambert, 2003:v).

The current housing policy is rooted in the pre-1994 era as the policy was framed "in the course of National Housing Forum negotiations to address what (some influential) stakeholders saw as the threat of 'uncontrolled' urbanisation and the 'perilous politicization' of the housing question" (Khan & Ambert, 2003:iv).

The key characteristics of the South African housing market can be summarised as follows:

- Severe housing shortage
- Lack of affordability
- Fragmented housing policy and administrative systems
- Lack of capacity
- Non-payment of housing loans and service payment boycotts
- Lack of end-user finance
- Insufficient land
- Inappropriate standards
- Different requirements between provinces
- Special needs of women
- Inexperienced housing consumers
- A culture of building
- The housing sector as a contributor to the economy

(NHCCSouth Africa, 2000b).

The emphasis on housing delivery is compounded by the fact that the country's housing shortage, according to the National Housing Department, was estimated at 2,2 million in 1997. Due to an ever-increasing population, this figure is estimated to increase by 204 000 every year (NHC, 2000b).

The housing shortage is the result of the apartheid regime which allocated the provision of housing along racial and class lines. This resulted in a large proportion of South Africans living in informal settlements or receiving inadequate housing, exacerbated by unhealthy living conditions. Many of the problems created by this system still persist today.

To address the above-mentioned problems, Developmental Local Government is mandated to provide the "creation of liveable integrated cities, towns and rural areas" (Housing Act, 1997a). As housing is a fundamental right of every citizen, it is government's

responsibility to take reasonable measures to progressively realise this right (NHC, 2000b).

Because of the recognised housing crisis, the Development Facilitation Act 67 of 1995 was formulated to introduce the measures and procedures to be used to speed up the implementation of development programmes relating to land and thus to housing delivery. Instead of the Development Facilitation Act (DFA), the Western Cape adopted the Western Cape Planning and Development Act 7 of 1999 as its guideline for housing delivery, which encompasses similar planning principles as found in the DFA.

The Housing Act of 1997 is the supreme law governing housing delivery. According to its vision for housing development, local government is to establish and maintain habitable, sustainable and stable public and private residential areas so as to ensure viable communities and households in areas that have access to economic, educational, social and health opportunities (Housing Act, 1997a).

The identified developmental outcome for housing is necessary due to inferior housing and services delivered to the previously disenfranchised in the apartheid era as well as the location of housing settlements, which were established away from economically active areas. According to Porteous & Naicker (2003:212), a review of the critical literature on the South African housing policy reveals that there is consensus that one of the housing subsidy scheme's key shortcomings is the continued tendency to locate subsidised housing on the peripheries of South African cities.
Another problem with housing delivery is that far more housing subsidies are approved than are paid out (Porteous & Naicker, 2003: 212).

In terms of public participation, the Housing Act of 1997 has stated that the inhabitants of communities affected by land development should actively participate in the process, which coincides directly with the IDPs of all local municipalities. Unfortunately it has not occurred as intended as "participation is often interpreted to mean acquiescence and voluntary contributions of labour and resources by low-income 'beneficiaries' who have no real influence on a project's goals and design or in establishing the rules within which it must operate" (Hassen, 2003:126).

Developmental local government has four basic characteristics, namely:
1. Maximising social development and economic growth
2. Integrating and coordinating
3. Democratising development, empowering and redistributing

4. Leading and learning.

In terms of housing development and its participation component, integrating and coordinating will be discussed in terms of Integrated Development Plans.
(White Paper on Local Government, 1998c)

2.5   Integrated Development Plans

Integration and coordination involves the responsibility of local government to align standard visions and goals for all municipalities. This has resulted in what is commonly known as Integrated Development Plans (IDPs), which "provide powerful tools for municipalities to facilitate integrated and coordinated delivery within their locality" (White Paper on Local Government, 1998c).

The IDP process is defined as "a participative process to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population, in a manner that provides sustainable growth, equity and the empowerment of the poor and marginalized…" (White Paper on Local Government, 1998c).

IDPs provide developmental objectives for the short, medium and long term and is a compulsory requirement for all local municipalities.
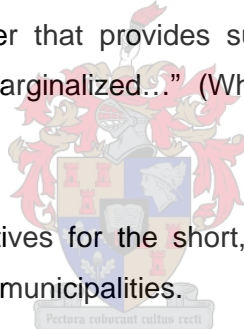
Nine steps have been formulated for implementing an IDP:
1   An assessment of the current social, economic and environmental reality
2   A determination of community needs through close consultation
3   Developing a vision for development in the area
4   An audit of available resources, skills and capacities
5   A prioritisation of needs in order of urgency and long-term importance
6   The development of integrated frameworks and goals to meet these needs
7   The formulation of strategies to achieve the goals within the specific time frames
8   The implementation of projects and programmes to achieve key goals
9   To use the monitoring tools to measure impact and performance (White Paper on Local Government, 1998c).

The most significant aspect of IDPs is the constant element of public participation in partnership with their local municipalities to achieve pre-determined goals. This ensures

that the public "owns" the process of their development. Without this element of public participation IDPs would fail. Due to this recognised fact, the Municipal Systems Act 32 of 2000 dedicates an entire chapter to public participation (Municipal Systems Act, 2000a).

The Municipal Systems Act (2000a) encourages a culture of development that includes public participation. Municipalities are mandated with the responsibility of creating an environment conducive to public participation in line with the IDPs of the various municipalities. The Act also mandates municipalities to work toward "developmentally oriented planning", so as to ensure that it is aligned with various sections of the Constitution (1996) and the objectives of local government and provides various mechanisms and procedures to accomplish goals (Municipal Systems Act, 2000).

Coupled to the Municipal Systems Act (2000a) is the Municipal Structures Act 117 of 1998 which, in terms of public participation, stipulates that a Municipal Council must annually review:

1. The needs of a community
2. Its priorities to meet those needs
3. Its processes for involving the community
4. Its organisational and delivery mechanisms for meeting the needs of the community and
5. Its overall performance in achieving these objectives.

The various acts mentioned above should all be aligned in such a manner that they work toward housing delivery in an interdisciplinary manner so as to optimise results with the aid of public participation.

Integrated development planning, performance management and working together with local citizens and partners have been identified as tools and approaches for Developmental Local Government (National Capacity Building Strategy for Local Government, 2003:6).

In spite of the above-mentioned Acts, the desired results have not always been achieved. The progress which municipalities have made in terms of realising IDP goals has been minimal as 60% of municipalities are still not implementing performance management systems and only 75% of municipalities had completed their IDPs by June/July 2002. This is a reflection of the lack of capacity within local government and its municipalities as they have yet to consolidate their core systems and structures, which include performance

management, IDPs and review of delivery mechanisms (National Capacity Building Strategy for Local Government, 2003:6).

Public participation within the IDP process can only be considered successful if everyone within a specific community has had the opportunity to have their interests or opinions heard. It does not necessarily mean the participation of everybody within the entire life cycle of a development initiative.

The success of IDP's are dependent on a common understanding and interpretation of the concept of public participation as a point of departure. Once this understanding has been established, the public participation strategies can be decided upon within the phases indicated in chapter 3.

The South African government has come a long way in addressing past injustices and current legislation is proof of the desire to learn from failed past practices, but internal capacity needs attention as "it is crucial that the facilitative potential of local authorities be developed and exercised to the full" (CSIR, 2000:26).

2.6   Summary

This chapter was aimed at conceptualising the international and national context within which public participation operates.

The chapter illustrated where exactly public participation is positioned within South African legislation and highlighted the responsibility placed upon all stakeholders, especially local government, and its role in aligning development practices with existing legislation.

South Africa has sufficient legislative mandates in terms of public participation but it is clear, given the dissatisfaction with local municipalities, the culture of public participation is not developed to empower the public and in the process, legitimise government practices (Theron, 2005a: 128-129).

It also became evident that public participation is not a buzz word which will dissipate if ignored. The past mistakes made in development initiatives have been highlighted, and a lack of public participation and public participation strategies has been recognised as a primary cause.
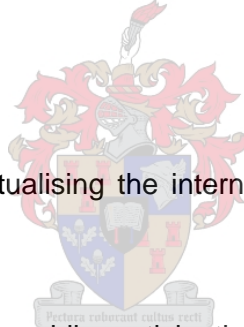
As a point of departure in addressing public participation, all stakeholders should utilise national and international guidelines on public participation so as to learn from past mistakes and create more successful, context-specific approaches.

More specifically, the IDP can ideally be the vehicle to create an environment in which public participation and its strategies are the norm. Notwithstanding, the public must take up their space and take advantage of the opportunities they are afforded. Authentic and empowering public participation is a process which requires the public to take their development in their own hands and the IDP allows for this. (Theron, 2005a:130)

CHAPTER 3
PUBLIC PARTICIPATION STRATEGIES

3.1   Introduction

Chapter 2 dealt with the "what" aspect of public participation; its definition, context and the legislative implications and considerations. This chapter is concerned with the "how" aspect of public participation; the strategies to be utilised in order to bring about the desired level of public participation in the development process.

Public participation strategies, as discussed in this chapter, are the various methods and approaches used to support participatory and sustainable development, and whereby public participation is to be facilitated throughout the entire project cycle.
This chapter will focus on:

- The various objectives/goals of public participation, or the context of public participation strategies, and
- The public participation strategies advocated internationally and locally.

3.2   Context of public participation strategies

Public participation shouldn't be regarded as an end product but more importantly as a continuous process. Hence "methodology is important to the practice of participation since, as a process, it cannot be expected to emerge, like a plant, within a fixed period of time" (Oakley, 1991:206).

Before the methodology of public participation is decided upon, the objectives or goals of public participation need to be established as public participation strategy is dependent upon these (Leatherman & Howell, 2000:1).

According to Leatherman and Howell (2000:3), "[i]t could be argued that when projects fail to promote participation (or indeed when development projects fail to achieve their objectives) this failure can be traced back to the lack of sound basis for the project's practice".

The goals/objectives of public participation can be classified into six categories, namely:

1. To further democratic values by ensuring the interests of the majority of citizens are at the forefront of local government decision making

2. To achieve planning that is more attuned to the needs of different groups by recognising the diversity within the local community

3. To educate the non-participating public by reaching out to them

4. To bring about social change by enacting policy that ensures equal access to services and opportunities across the spectrum of the local population

5. To recruit support, obtain legitimacy and avoid opposition by including citizen groups and stakeholders in some aspects of the decision-making process, and

6. To promote a particular perspective or bring about change in the political order by informing like-minded citizens of opportunities for involvement.

(Leatherman & Howell, 2000:2)

The IAP2, core values coincides with the above mentioned categories. The IAP2 core values are:

1. The public should have a say in decisions about actions that affect their lives;

2. Public participation includes the promise that the public's contribution will influence the decision;

3. The public participation process communicates the interest and meets the process needs of all participants;

4. The public participation process seeks out and facilitates the involvement of those potentially affected;

5. The public participation process involves participants in defining how they participate;

6. The public participation process communicates to participants how their input affected the decision and;

7. The public participation process provides participants with the information they need to participate in a meaningful way.

(IAP2,1990)

All of the above-mentioned goals or objectives cannot be achieved simultaneously. Therefore those participating in the development process must be clear on what is to be achieved from the start. "[T]he strategy must be specific about who in the community constitutes the 'affected' public. This will help determine the effort required for outreach" (Leatherman & Howell, 2000:2). A clear indication of what is to be achieved is also important because "the nature of the first contact with people and the first step undertaken may well determine the outcome of the process of participation. The very style, approach

and purpose of the first contact will set the tone not only for the ensuing relationship between the external agency and the people but also for the expected participation" (Oakley, 1991:208).

Ultimately the public should be included in deciding which strategies will be used in facilitating the process as well as the implications the chosen strategies will have on their daily lives.

When comparing the goals/objectives advocated by Leatherman and Howell (2000) and those from the IAP2, it becomes clear that the former public participation goals/objectives are focussed at the public and how local government envisions the public reacting toward government and its projects. The realisation that the goals/objectives of public participation are an interdependent process is not defined.

Leatherman and Howell (2000) indicate that public participation ideally results in educating the public. The realisation that government also may need educating in terms of public participation is not foreseen. It is the stance in this study, that before government can illicit public participation, they should be educated and have an understanding of the benefits public participation has on the all those participating, including government.

The goals/objectives of by Leatherman and Howell (2000) loosely uses the concepts of informing and involvement, this again, reinforces the need for education within government in terms of public participation and how it is defined as previously indicated.

The core values advocated by the IAP2, are primarily centered on the public and their participation in processes which affect their lives. No mention is made for those executing the project, like that of government.

Notwithstanding that both the IAP2 core values and Leatherman and Howell's (2000) goals/objectives on public participation have its merits, an integration of the two guidelines would be more complimentary toward public participation. In that way, the process of public participation becomes more holistic, with a two way participatory process.

3.3   Strategies

The model employed by the IAP2 (1990) will form the basis on which all the public participation strategies concerned will be assessed. The Association provides a participation continuum which can be used as a framework within which to classify other

strategies, such as those used by the World Bank and the Department of Environmental Affairs and Tourism.

This continuum consists of information, consultation, collaboration and empowerment, with information as least desirable in terms of "real" public participation and empowerment as the ideal objective of public participation. The participation continuum is seen as a process, beginning with dissemination of information and ending with the empowerment of the specified beneficiaries. The entire process needs to be completed in order to consider public participation complete (DEAT, 2002:7).

Figure 1: Public Participation Continuum

One-way information flow   Information exchange

Inform	Consult	Involve	Collaborate	Empower

Increasing level of public participation
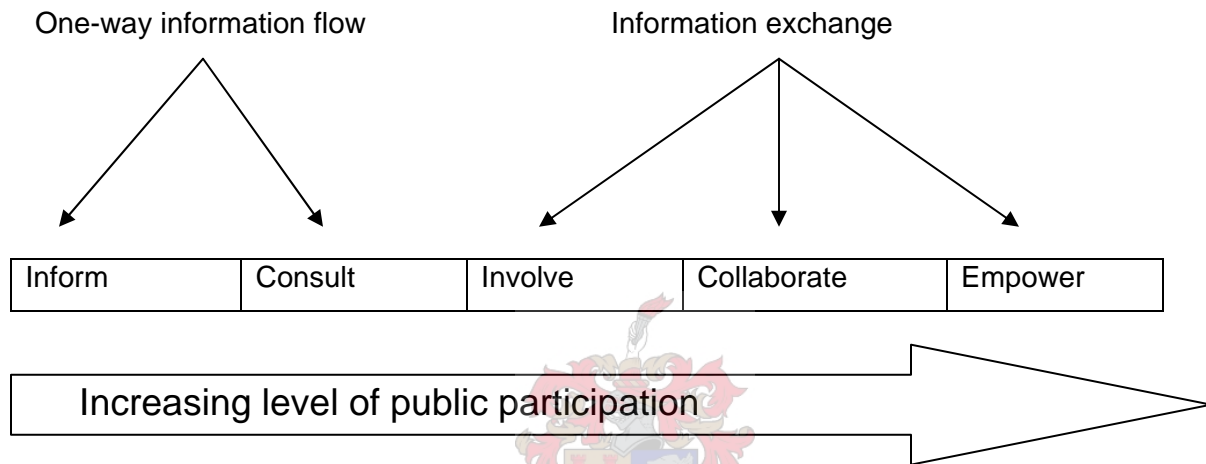
Source: DEAT (2002:7)

Interpreting the concepts of informing, consulting, involving, collaborating and empowerment, as being synonymous with that of public participation is considered weak interpretations as 'this type of participation was common in the previous South African political dispensation, and the new order could easily repeat the same mistakes by viewing participation in government projects as empowerment" (De Beer, 2000:271).

To avoid a situation, as described above, distinctions are necessary for the following concepts:

Informing the beneficiaries concerning a development initiative entails the provision of an activity, proposal or decision. This may be done to enlighten the beneficiaries regarding the various issues, alternatives and solutions. This approach, however, does not make provision for discussion on the information given (DEAT, 2002:7).

Consultation takes place in a manner whereby the beneficiaries have the option of commenting on the information received in the first phase as well as to raise concerns before the decision is made. The concerns raised and comments must be taken into

consideration by the external agency establishing the purpose of the consultation phase (DEAT, 2002:7).

Involvement is the phase at which all the stakeholders "work together to ensure that concerns and issues are directly reflected in the planning, assessment, implementation and management of a particular proposal or activity" (DEAT, 2002:8).

Collaborating refers to "the process of shared decision-making in which all stakeholders constructively explore their differences and develop a joint strategy for action" (DEAT, 2002:8).

Empowerment "entails self-mobilization and public control of the development process" (Theron, 2005b: 117). At this stage, the beneficiaries of development have been given the capacity to not only participate in their own development but also to take control of their development in a sustainable manner (DEAT, 2002:8).

Strategies that can be used when **informing** beneficiaries include:
- Legal notices
- Advertisements
- Magazines/news articles and press releases
- Background information material
- Exhibits/displays
- Technical reports
- Websites
- Field trips
- Press conference
- Radio/TV talk shows
- Expert panels.

(DEAT, 2002:24)
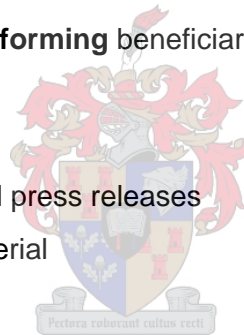
Strategies that can be used when **consulting** with beneficiaries include:
- Public meetings
- Public hearings
- Open days/open house
- Briefings
- Central information contact

- Field offices or information centres
- Comments and response sheets
- Surveys, questionnaires and polls
- Interviews
- Telephone hotline
- Electronic democracy
- Participatory rural appraisal/participatory learning and action.

(DEAT, 2002:24-25)

Strategies that can be used when **collaborating** with and **empowering** beneficiaries include:

- Workshops/focus groups/key stakeholder meetings
- Advisory committees/panels
- Task force
- Citizen juries
- Charettes/consensus conferences
- Imbizo
- Indaba
- Participatory rural appraisal/participatory learning and action.

(DEAT, 2002:25-26)

In addition to the above IAP2 levels of participation, the World Bank (1996:183-184) lists ten public participation strategies under four categories, namely:

1. **Workshop-based methods:**
   a. Appreciation-influence-control
   b. Objectives-oriented project planning
   c. Team-up

These methods involve the gathering of all those affected by the development initiative to design development projects together, to foster a "learning-by-doing" environment and to bring about consensus amongst those involved in the process.

2. **Community-based methods:**
   d. Participatory-rural appraisal (PRA)
   e. SARAR, based on five personal attributes targeted for change: self-esteem, associative strength, resourcefulness, action planning and responsibility.

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These methods mandate the external agency to undertake participatory work with the specified community, to draw on their local knowledge and to then begin collaborative decision-making. Local people are considered the experts when utilising the above-mentioned methods.

3. **Methods for stakeholder consultation:**
   f. Beneficiary assessment
   g. Systematic client consultation
   h. Participatory poverty assessments

These methods focus on listening to and consultation with those directly and indirectly affected by a certain initiative, to receive their feedback and to then be responsive by intervening and providing alternatives/solutions to the identified problems/issues.

4. **Methods for social analysis:**
   i. Social assessment
   j. Gender analysis.

These methods allow for the identification of priority issues that may previously have been overlooked and may need social analysis.

The above-mentioned public participation strategies all have various advantages and disadvantages and therefore the strategy or strategies most appropriate to the context-specific area or community should be used (World Bank, 1996:182).

The workshop-based methods presented by the World Bank falls within the involvement phase of the public participation continuum, as the identified stakeholders participate in the design of the project cycle and a consensus with the external development agency is reached as to which direction the development process should take.

The World Bank's community-based methods can be considered as collaborative and empowering, as the stakeholders are allowed the opportunity to "develop the knowledge, skills and resources necessary to control their own lives and operations" (DWAF, 2001:19).

In light of the IAP2 and World Bank explanations of participatory strategies, an explanation of the existing perspectives on public participation is necessary.

Public participation can be viewed from two perspectives, namely:

1. Public participation as involvement, which is seen as system maintaining, or

2. Public participation as empowerment, which is seen as system transforming (De Beer, 2000:271).

The system-maintaining approach cannot be equated with public participation principles put forward by the International Association for Public Participation and this study. The public is involved but asked to participate in projects already decided upon, which means they had no input in the initial development plans. According to De Beer (2000:271) "involvement has gained a reputation for referring to co-option or, at best, the mobilization of communities to participate (be involved) in the execution of development plans and projects determined by means of top-down decision-making."

Public participation as a system-transforming empowering process means "decision-making must truly be returned to the people, who have both the capacity and the right to inject into the process the richness – including the subjectivity – of their values and needs" (De Beer, 2000:24). Public participation as a process should result in the empowerment of the public, not merely their involvement.

Based on the previous explanation, the Department of Water Affairs and Forestry (2001:46-50) advocates twelve public participation strategies which can be used by South African development agencies, depending on what the pre-determined objectives/goals of public participation are. These strategies are:

1. **Newsletters:** These are used to update all relevant stakeholders on pre-determined initiatives and to encourage interest from stakeholders. It should also be done in consideration of language, cultural and religious differences within that specific community.

2. **Community group presentations:** Presentations are given to all affected stakeholders to disseminate information concerning the development initiative and to provide the opportunity for question-and-answer sessions.

3. **Advertisements:** Various forms of media can be used to successfully disseminate information throughout a specific community, although it must be kept in mind that all stakeholders might not have access to televisions and radio.

4. **Press releases and feature articles:** "Information is prepared and distributed to the media in the form of press releases, feature articles and letters that will encourage general interest in the initiative" (DWAF, 2001:47).

5. **Public meetings:** This strategy is not to be used to make definite decisions, but to inform stakeholders of developments as well as to exchange opinions of all present.

6. **Open houses/open days:** Through this strategy all relevant stakeholders are invited to a local venue where they are informed about the development project's progress. Staff must be trained to answer all questions and visitors may be asked to complete short questionnaires as they leave.

7. **Semi-structured interviews:** This strategy calls for those initiating the development process to go out into the specific community with pre-determined questions to pose to the stakeholders. This allows for representative information and the opportunity to analyse the gathered information.

8. **Focus groups:** "This approach is that of discussion-based interviews of small groups of participants who are either randomly selected or represent the demographics of an area" (DWAF, 2001:49).

9. **Community liaison groups:** These comprise groups of people who represent various interests, fields of expertise and different perspectives, who discuss needs and concerns. The various groups advise on aspects of the particular project which pertain to them.

10. **Social profile:** This entails an assessment of the various cultural and social characteristics at play within the specified area targeted for development and ensures that development officials consider the findings when making decisions regarding that specific community.

11. **Workshops:** These allow for various groups within the specified community who share different views to come together and constructively discuss their views with opposing groups. It allows for a consensus to be reached, although the results depend on the design and management of the workshop.

12. **Other methods:** Such as participatory rural appraisal, SARAR, gender analysis.

When comparing the twelve public participation strategies indicated above, with the public participation continuum referred to by the IAP2, it becomes evident that most of the strategies can be categorised within the informing, consulting, involving and collaborating phases discussed above. Therefore, the above-mentioned public participation strategies should not be employed exclusively. An integration of the strategies should take place through participatory processes with the public to make it context specific. Empowerment strategies should also be included within the process, thereby ensuring the comprehensive, chronological use of all the levels of participation as indicated by the IAP2 participation continuum.

Meyer and Theron (2000:35) suggest sixteen public participation strategies which can be employed in the public sector. (Because some of these overlap with strategies that have already been discussed, those will not be elaborated on):

1. Contacting your municipality

By contacting a local municipality, the community member takes responsibility for what occurs within that specific area as that level of participation results in individuals becoming more familiar with local municipal officers and therefore establishing networks within the municipality (Meyer & Theron, 2000:35).

2. Personal visit to the municipality

The member of the public who visits the local municipality on a regular basis becomes aware of current and future projects and thus has the opportunity to participate in those plans. Through regular visits a measure of self-confidence is built whereby the community member does not feel "threatened" by the municipality, as the realisation that the municipality exists for the local citizenry becomes a reality (Meyer & Theron, 2000:37).

3. Council meetings

Measures should be put in place whereby the public are granted sessions at council meetings to voice their opinions on what is being discussed. The Batho Pele Principles should be enacted throughout the entire local government sphere and "[p]ublic participation as empowerment should be the aim" (Meyer & Theron, 2000:38).
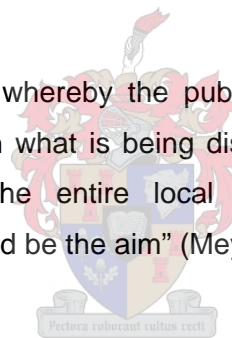
4. Public meetings

See point 5 previously

5. Information meetings

Information meetings fall under the information phase of the public participation continuum as this passive form of participation is aimed at introducing potential plans within a specified area and informing the local community of them (Meyer & Theron, 2000:42).

6. Public participation standing committees (PPSCs)

The role of this strategy for public participation is "to oversee and monitor the effective implementation of public participation initiatives throughout the municipality. A PPSC could also call for special public input into matters affecting the public good" (Meyer & Theron, 2000:44).

7. Focus groups

See point 8 previously.

8. Public hearings

Public hearings as a strategy for public participation ordinarily take the form of press releases by the local municipality inviting the public to express their views on pre-determined issues. However, this strategy alienates illiterate members of the community (Meyer & Theron, 2000:47).

9. Brainstorming sessions

This strategy is an effective one but requires local government to illustrate a "willingness to listen, to keep an open mind, to be flexible, so that the poor reach their own conclusions about what is needed and about possible solutions" (Long, 2001:88).

10. Ward committees

Each ward within a specific community has a ward councillor whose main purpose is to express the concerns and views of his/her specific ward. The councillor is therefore forced to establish relationships with community members, thus establishing public participation as well as partnerships (Meyer & Theron, 2000:51).

11. Elections and referendums

"Elections are a direct form of public participation and local authorities should encourage voters to register and vote in municipal elections" (Meyer & Theron, 2000:52) as a municipal council may not serve for longer than four years.

12. Complaints register

This strategy provides an opportunity to have a record "of all complaints from residents, the time of the complaints registration and the time it took to respond to the need/s of the resident/s. In this way the strategy is also employed to serve as a benchmark in dealing with citizen complaints" (Meyer & Theron, 2000:54).

13. Access to municipal records

The Constitution (Constitution, 1996: Section 32) stipulates that every citizen has the right of access to:

a) Any information held by the state; and
b) Any information that is held by another person and that is required for the exercise of protection of any rights.

This right fosters greater legitimacy within a community as well as the transparency of local government (Meyer & Theron, 2000:56).

14. Contact your ward councillor

The ward councillor is the link between the community and the local municipality. Grievances or issues should be lodged with the ward councillor to take it up with municipal authorities (Meyer & Theron, 2000:58).

15. Field visits

These "[p]rovide site tours to inform key stakeholders, elected officials, advisory group members and the media" (DEAT, 2002:24).

16. Municipal exhibitions

"Exhibits are visual displays such as maps, charts, diagrams, photographs, or computer displays. These may be accompanied by a brief text explaining the displays and purpose of the exhibit" (World Bank, 1996:47). These exhibits should be held at accessible location where information is easily accessible and can be employed to raise awareness regarding a campaign, issue or planned project.

3.4   Public participation model

The model presented below illustrates which phases the discussed strategies fall under. It is advised in this study that all phases should be followed chronologically with comprehensive strategies from each phase in order to achieve public participation.
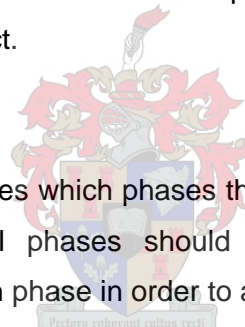
When initiating projects which affects the public, the participatory process followed should follow the sequence as indicated in figure 1. The participatory process should be initiated by first informing the public and finally, result in the empowerment of the public, which constitutes one of the building blocks of development as previously discussed.

Within each phase, a combination of context specific strategies should be decided upon, together with the public; therefore all strategies indicated below do not have to be present when deciding on which strategies to employ. The desired result would be a combination of strategies, which works for the specific community.

A comprehensive list of context-specific strategies from the table should be used. It can be argued that only one strategy within each phase may not illicit public participation as the strategy is dependent on the stakeholder's participation. Ultimately the strategy or

strategies employed to illicit public participation within targeted groups will depend upon the pre-determined objectives of the project.

The guideline for developing the model is derived from the IAP2 participation continuum and the premise on which the model is based as previously discussed.

Table 1: Public participation model

Inform	Consult
• Legal notices • Advertisements • Magazines/news articles and press releases • Radio/TV talk shows • Community group presentations • Municipal Exhibits/displays • Field trips • Expert panels • Websites • Community liaison groups • Council meetings • Information meetings	• Public meetings • Public Hearings • Open days/ Open house • Social profile • Briefings • Central information contact • Comment and response sheets • Surveys and questionnaires • Interviews • Telephone hotlines • Electronic democracy • Access to municipal records • Beneficiary assessment • Systematic client consultation • Participatory poverty assessments

Involve	Collaborate and Empower
• Personal visit to your municipality • Appreciation influence control • Objectives-orientated project planning • Team-up • Contacting your municipality • Citizen juries • Social assessments • Gender analysis • Contacting your ward councillor • Brainstorming • Elections and semi-structured interviews	• Participatory rural appraisal • Advisory committees • Workshops • Focus groups • Imbizo • Task force • Charrettes • SARAR • Indaba • Consensus conferences

Developmental agents should keep in mind that "public participation methods generate data that must be assessed for reliability and validity and analysed. Some methods, such as surveys, elicit quantitative data while others, such as workshops and participatory interviews, elicit qualitative data" (DWAF, 2001:45).

The decision of which combination of public participation strategies to use will be influenced not only by the pre-determined objectives of the desired level of public participation strategies, but also by various external factors such as the social profile of beneficiaries, context-related issues (such as levels of literacy), the spatial scale of the proposed activity, the number of people participating, the resources available for conducting the process, legislative requirements and normative criteria (DEAT, 2002:14). It must also be realised that although a combination of public participation strategies is recommended, it does not mean that they should be used simultaneously but at different stages of the project cycle. Informing, which occurs at the initial stage, should be complemented by a relevant public participation strategy, and the same should happen at the involving, consultation and empowerment phases.

3.5   Summary

This chapter was aimed at highlighting the importance of not only public participation in the development challenge, but also that of context-appropriate public participation strategies.

The Department of Water Affairs and Forestry (2001:5) has identified two main constraints regarding public participation, namely:

1. "The lack of clarity on the definitions used to describe the engagement process as this leads to poorly defined objectives for the process and for the responsibilities of the different stakeholders, environmental consultants and stakeholder engagement practitioners", and

2. The "use of inappropriate approaches and techniques in the stakeholder engagement process".

This reinforces the paramount importance of the appropriate public participation strategies. All too often, confusion exists in terms of what authentic and empowering public participation is, as public participation and participatory processes/strategies are used interchangeably with that of involvement, consulting, informing, engaging (Theron, 2005a:130).

Based on the various strategies indicated, it becomes evident that before public participation strategies can be considered, public participation must be clearly defined by all those participating. Chapter two highlights the various mandates local government has in terms of public participation. An urgency exists to fulfil the mandates, but before this can occur, government must be capacitated before initiating public participation.

An indication of this urgency is seen in the recent protests held throughout the country due to the lack of housing delivery as said by the current Minister of Housing, "If there are protests, then it is possible we are not communicating properly" (Mail & Guardian, 2005).

The existing difficulties government has in terms of service delivery and more specific to this study, housing delivery will persist until the culture of public participation is a social norm and a common understanding of what authentic and empowering public participation actually entails, is reached.

In Chapter 3 context-appropriate public participation strategies were placed within a public participation model based on the public participation continuum advocated by the International Association for Public Participation. This model will be utilised to measure the success of public participation and development within the Mamre housing project case study.

The public participation strategies discussed in Chapter 3 are not specific to any government or agency, instead, the strategies serves as a guideline when embarking on any projects which affect the public in any way. It is the context appropriateness of the strategies which will determine the success of the participatory process.

CHAPTER 4
CASE STUDY: THE MAMRE HOUSING PROJECT

4.1   Introduction

The previous chapter focused on the various public participation strategies available to government officials when mandated with responsibilities which affect the public. It made the distinction between various concepts which are often seen as being synonymous with public participation and how this then negatively impacts on authentic and empowering public participation.

The following chapter combines the arguments made in the previous chapters and focuses on the Mamre housing case study to highlight the importance of public participation strategies and its impact on public participation.

Housing has always been a contentious issue due to the consequences of past regime practices coupled with the promise of access to housing for all those affected by South Africa's segregated past.

Dissatisfaction has prevailed among beneficiaries of the housing process, amidst government's statistics on the number of houses built since the inception of the housing process. The current housing Minister, Lindiwe Sisulu indicated that "between 1999 and 2001 the number of households living in shacks in informal settlements and backyards increased from 1,45-million to 1,84-million -- reflecting an increase of 26% -- "a figure far greater than the 11% increase in population over the same period" (Pressly, 2005).

In terms of statistics, "the South African government said that between April 1994 and March this year, 1, 47-million housing units were built. But omitted in the statistics were that at least half of those houses had once again been sold, as studies had shown" (Groenewald, 2005).

The increase in informal settlements and rate of urbanisation has also resulted in the realization by the Ministry of Housing that "in ten years time we will be back at the same place with the same backlog of housing for the poor (Pressly, 2005).

4.2   Legislative framework

Government has in place a detailed legislative framework within which the housing process is to operate. The following form part of this framework:

1. The Reconstruction and Development Programme
2. Urban and Rural Development Frameworks
3. White Papers and Policy Frameworks pertaining to local governments and public service.

These all form part of the government's efforts to address the severe housing shortage and yet local government has yet to master the art of delivering houses which satisfy the majority of beneficiaries. Due to a series of protests during 2005, fuelled by the housing backlog, the current Housing Minister has indicated that "poor communication with the public is the likely cause of protests about the pace of housing delivery" (Pressly, 2005).

In conjunction with the above measures, the Housing Ministry has identified seven strategies which are to be employed to address the housing dilemma:

1. Stabilising the housing environment
2. Mobilising housing credit
3. Providing subsidy assistance
4. Supporting the People's Housing Process
5. Rationalising institutional capacity
6. Facilitating speedy release and servicing of land
7. Coordinating government investment in development.

Theoretically, the Ministry of Housing has in place a comprehensive policy framework to address the housing backlog holistically. In practice, housing delivery has proved not to be as simple as envisioned due to various interrelated factors. One of these, according to previous Housing Minister, Sankie Mthembi-Mahanyele, is that many provinces regularly underspend on their housing budgets. She also revealed that "the housing crisis … is still very much with us" and that "while 322 638 houses were built or under construction in 1997/8, this declined to 170 883 [in 2000]" (Mail & Guardian, 2001).

The Mamre community has been identified, by the Blaauwberg Municipality, as an area which qualifies for low-cost housing and therefore the following chapter will share their experience by investigating:

- general background
- the need for housing

- the relationship between the Blaauwberg Municipality and the community of Mamre
- the implementation of the project
- public participation strategies employed

4.3   General background

Mamre, formerly called Groene Kloof, originated as a military outpost in the seventeenth century and evolved into a Moravian mission. The Moravian church still enjoys popular support and influence in Mamre. In the 1960s the church and seven other buildings were proclaimed national monuments, which instilled a sense of pride with all community members, regardless of their social, economic, physical and environmental circumstances.

Spatially, Mamre is situated approximately two kilometres from Atlantis in the Western Cape and constitutes a population of primarily ten thousand previously disenfranchised inhabitants. Mamre falls under the Rural Areas Act 9 of 1987.

Currently, the Mamre low-cost housing development consists of 393 built houses, with a shortfall of 157 houses, as the approval for the project stipulated 550 units to be built.

Since the land of Mamre is held in trust, which was generated by the sale and resale of land within the community, the actual purchase of land by the Blaauwberg Municipality was not necessary. However, approval by the Land Committee, releasing the land to the Blaauwberg Municipality for the housing project, was necessary.
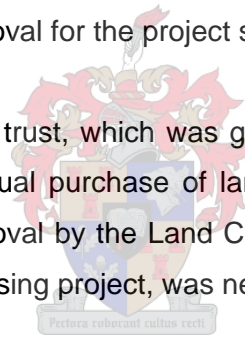
The area identified for development is Erf 1529, Mamre. It is zoned as a subdivisional area and measures approximately 30,84 ha.

4.4   The need for housing

The need for housing was identified due to the historical lack of housing development in Mamre and the natural population growth of the community. "Whilst the peri-urban nature of Mamre is recognised and the lack of sustainable employment opportunities is noted, additional housing is required to accommodate the existing local housing requirements" (Blaauwberg Municipality, 1998:2).

Interestingly enough, Mamre has never had an informal settlement, the type of housing project ordinarily initiated by local government.

The Mamre housing project is not a classic Greenfield's housing project as the identified beneficiaries are from the Mamre area and the community of Mamre are a closely knit community with strong social networks. All the identified beneficiaries knew each other socially prior to the housing project being initiated.

The housing project was established on the edge of an existing urban area, but with easy access to all major facilities including schools, a clinic, a church, crèche, shopping facilities, sports facilities, library and municipal offices (Blaauwberg Municipality, 1998:3).

The initial plan for the housing process was based on the "fast-tracking" method, which translated into external contractors coming in and building the houses speedily, with little or no participation by the affected beneficiaries. However, this plan was overturned and the people's housing process was opted for, since the community felt that they had the resources to build their own homes (Cupido, 2004).

In terms of the Housing Act (1997a), the people's housing process is defined as an "aim to support households who wish to enhance their subsidies, by building or organising the building of their homes themselves. This process is a method of accessing the Project Linked Subsidy, the Project Linked Consolidation Subsidy and Institutional or Rural Subsidy (NHC, 2000b).

Another reason for utilising the people's housing process to build the 550 units was because the community was opposed to the Mamre housing project becoming a standardised establishment, as seen in Du Noon, Extension 13 in Atlantis for example. The community envisioned the final product to be one of character, which reflects the unique culture of the Mamre community.

4.5 The relationship between the Blaauwberg Municipality and the community of Mamre

Before discussing the dynamics involved in the project implementation stage of the housing project, some background to the conflict within the Project Steering Committee should be provided.

Before the initiation of the Mamre housing project, the community of Mamre and the Blaauwberg Municipality had appeared in the High Court due to a dispute regarding the transfer of the funds held in the Mamre Trust. The dispute occurred after Mamre merged with what is now called the Blaauwberg Municipality. The Blaauwberg Municipality then

requested that the Land Committee sign over the monies contained within the Trust. The Land Committee, which has the responsibility of managing the funds, refused and the matter resulted in a court battle. The High Court ruled in favour of the Blaauwberg Municipality and the Land Committee received a court order to sign the monies over to the Blaauwberg Municipality.

This led to tension between the Blaauwberg Municipality and the Land Committee in the Project Steering Committee, as will be explained further on. It is in this context that the Mamre housing project was executed.

4.6   The implementation of the project

The project was initiated in 1996. After a public meeting held on 4 November 1997, it was clear that the housing initiative enjoyed the support of the majority of the approximately 300 inhabitants who attended. In October 1998, funding for the housing project was approved by the Executive Committee of the Western Cape Housing Development Board for 550 project-linked subsidies with a top structure size of 36 m^2.

4.6.1   Identification of housing beneficiaries

The identified beneficiaries of the housing project had been selected after being on the housing waiting list for many years. The waiting list consisted of approximately 805 families of which most were earning less than R3 500 per month.

Subsidy allocation was done according to housing subsidy income categories as determined by the Housing Policy.

Table 2: Housing subsidy income categories

Monthly Household Income	Project, Individual, Rural and Relocation Subsidies	Consolidation Subsidy	Institutional Subsidy
R0-R1 500	R16 000	R8 000	R16 000
R1 501-R2 500	R10 000	R0	R16 000
R2 501-R3 500	R5 500	R0	R16 000

"The subsidy amount can be increased by an amount not exceeding 15% to compensate for abnormal development costs arising from locational, geotechnical or topographical conditions. The Provincial Housing Development Board decides on whether an increase will be allowed" (NHC, 2000b).

In the case of Mamre, the 15% had been approved and implemented due to an increase in costs for building materials, as the subsidy amounts remain fixed, not taking into consideration inflation fluctuations. The 15% increase was approved in November 2000.

To give an indication of the economic profile within the community, of the 550 beneficiaries of the housing project, 55% earned less than R800 per month and 30% less than R1 500 per month. The balance earned less than R2 500 per month.

In terms of the allocation of subsidy draws, the following allocations were made:
1. 300 @ R15 000
2. 150 @ R12 000
3. 100 @ R9 500

These amounts exclude the approved 15%.

4.6.2   Stakeholders participating

A Project Steering Committee was appointed to oversee the Mamre housing process. The Committee included:
1. 4 representatives identified for housing
2. 3 Blaauwberg Municipality officials
3. 3 members from the Mamre Proclamation or Land Committee
4. 1 member from the Mamre RDP Forum
5. 1 member from the Mamre Taxpayers' Association and
6. 2 councillors from the Blaauwberg Municipality.

Diagram 1

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                        ┌─────────────────────────────────────────────┐
                        │        Project Steering Committee            │
                        └─────────────────────────────────────────────┘
          │           │            │            │            │            │
          ▼           ▼            ▼            ▼            ▼            ▼
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| 4 representatives identified for housing | 3 Blaauwberg Municipality officials | 3 members from Proclamation/Land Committee | 1 member from Mamre RDP Forum | 1 member from Mamre Taxpayers Association | 2 councillors |
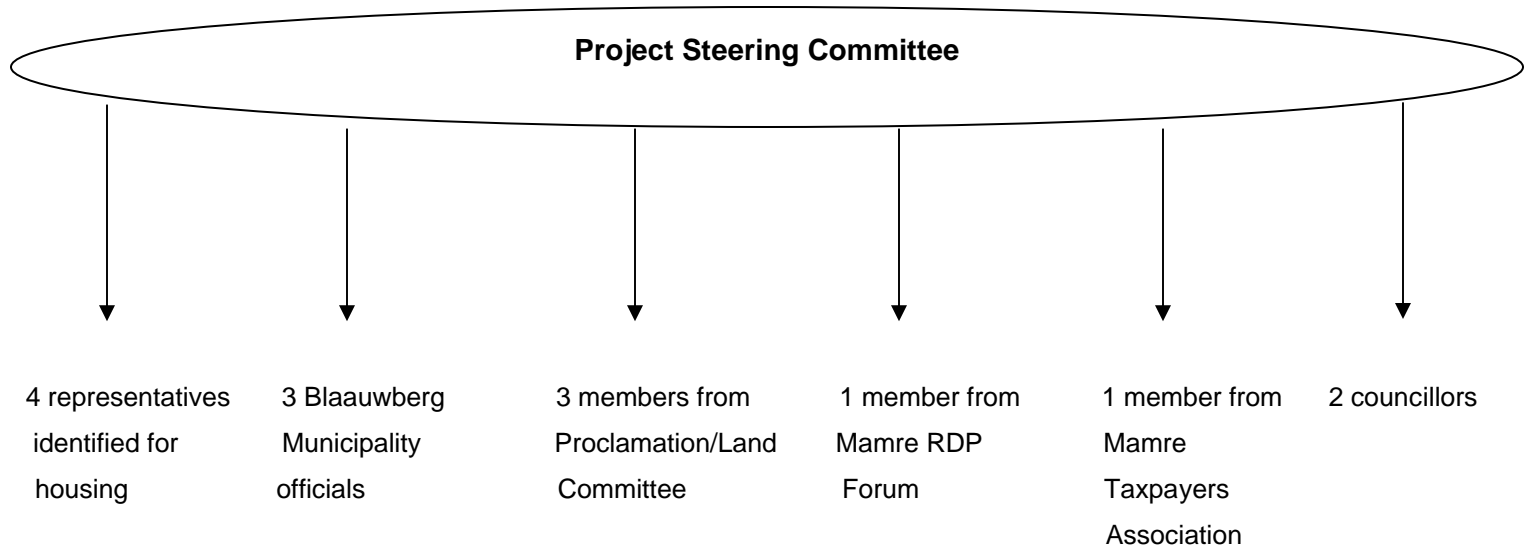
In conjunction with the Project Steering Committee, the standing Land Committee had to be involved in all aspects of the housing process. The Minister of Land Affairs is currently the trustee of the identified land, which belonged to the community of Mamre. Therefore the Land Committee was mandated with the responsibility of handling all land issues on behalf of the Minister. Hence, the Blaauwberg Municipality could not approve any plans or decisions without processing it through the Land Committee.

The Project Steering Committee was established with the purpose of overseeing the establishment of the project in terms of pre-determined conditions and terms in association with a Technical Committee.

4.6.3   Sustainable development

The Blaauwberg Municipality recognises the fact that housing constitutes only one aspect of holistic and sustainable development and therefore the housing project is located adjacent to an existing urban area with all municipal services available on the periphery. The site is also close to all amenities, such as community facilities, schools, crèches, a library, municipal offices and sports facilities. Only a small percentage of beneficiaries have their own means of transport, so the site is located adjacent to major public roads where public transport facilities can be found (Blaauwberg Municipality, 1998:13).

By opting for the people's housing project, community empowerment through local job creation, supporting existing local businesses and suppliers, and creating entrepreneurial opportunities is envisioned.

For actual sustainability the project focused on promoting the physical and social development of the community by means of labour intensive construction methods and community participation in addition to the provision of urban services with access to a range of community facilities. Apart from addressing housing needs, it will also contribute to job creation and an increase in household income. The rise in income will have positive spin-offs on the community at large through the economic multiplier effect (Blaauwberg Municipality, 1998:13).

4.6.4 Political context

Mamre's political constituency is divided between the Democratic Alliance and African National Congress (ANC) supporters, which lead to conflict during the first phase of the housing process.

Due to the fact that the Project Steering Committee consisted of ANC and DA representatives, necessary decisions were constantly being contested by Committee members on both sides. Ultimately, the Blaauwberg Municipality decided to disband the Committee as the constant bickering was hampering the delivery of houses. The Land Committee was disbanded two weeks after signing over the land for the housing project to the Municipality. At this time, only 60 houses had been built.

The Land Committee arranged meetings with the Housing Minister to express their dissatisfaction with the disbandment as well as the following issues:

1. Blaauwberg Municipality's abuse and misuse of the Mamre Trust Fund
2. The housing crisis
3. Serious irregularities pertaining to the Mamre housing project
4. Complaints and concerns of the beneficiaries of the Mamre housing project
5. A total discontinuance of provincial housing subsidy already allocated by the Blaauwberg Municipality
6. Promises of alleviating the housing crisis, which the Blaauwberg Municipality never fulfilled
7. A discrepancy in the financial report regarding unauthorised expenditure by the Blaauwberg Municipality

(Oppelt, 2002)

The meeting held with the Minister of Land Affairs resulted in no action being taken. The Mamre housing project continued until 2001 when the project came to a halt. According to

the Blaauwberg Municipality, the reason for the halt was insufficient funds. At that time, only 393 houses had been built.

4.6.5 Project status

Currently, the Mamre housing project is being resumed by the Blaauwberg Municipality and it is envisioned that the process will be completed by mid 2005.

4.7 Public participation strategies employed

As the main initiator and contractor of the Mamre housing project, the Blaauwberg Municipality brought a high degree of expertise to the process in every field pertaining to construction and development.

Together with the high degree of expertise Blaauwberg Municipality contributed to the process, the roles of the indigenous population should not be ignored as their expertise is more valuable than was previously considered as Treurnicht (2000:67) indicates, "it should be emphasised again that the local people are the experts in their particular area and the value of their knowledge should not be underestimated".

There should be a call for a more "flexible approach in which people, through their own resolve or through the intervention of an outside agent carrying out animation work, gradually work out an organisational base that becomes the instrument of their participation. Group activities in the form of discussions, meetings, group reflection, social and economic activities are the means by which people advance on the road to participation" (Oakley, 1991;[TH2]218).

It is against this backdrop that the public participation strategies used by the Blaauwberg Municipality for the Mamre housing project will be assessed and investigated.

The assessment and investigation will indicate the understanding Blaauwberg Municipality's housing officials have in terms of the concept public participation. The previous chapter argues that one of the fundamental reasons for unsuccessful public participation is due to the confusion that exists with the concept of public participation as it is confused with the concepts of involving, engaging, consulting and informing.

It is only when a common understanding of public participation is reached, that the public participation strategies can be introduced, with the participation of the public as indicated

by the IAP2 in the previous chapter. The public must decide how they are going to participate in projects which affect them.

According to Mr Malvern Cupido (2002:5-9), a Blaauwberg Municipality official and member of the Project Steering Committee, the Blaauwberg Municipality made use of the most context-specific public participation strategies available. These included:

1. **The establishment of a representative Project Steering Committee**

The "People's Housing" guidelines prescribed the establishment of a representative housing committee where the majority of representatives where the target beneficiaries. Nominations were received from the local authority, community based organisations and target beneficiaries (Cupido, 2002: 5-6).

2. **Advertisements and newspaper inserts**

Due to the "mistrusting" nature of the community, rumours regarding to processes and procedures utilised by the Blaauwberg Municipality were frequently spread. "In order to clear up any misunderstandings, periodic newspaper inserts were published to rectify all inaccuracies and to indicate the progress of the project" (Cupido, 2002:7).

3. **Briefings and small group meetings**

Due to legislation governing housing delivery, such as the Housing Act 107 of 1997, "housing delivery meant that all affected role players must be sensitised and informed about prescribed guidelines. Information was transformed into policies, individual site selection, street naming, selection of a Project Steering Committee, design of top structures and infrastructure, employment opportunities and utilisation of labour intensive methods" (Cupido, 2002:6).

4. **Systematic client consultation**

The Mamre community participated in the project's initial stages regarding project location, utilisation of local labour and labour intensive construction methods, design and standards for infrastructure and top structure delivery, selection and approval of consultants and micro-lending facilities, selection of SMMEs and unemployment alleviation. "The identified community were also involved in the selection of the Project Steering Committee and screening of potential beneficiaries. Regular public meetings, one-on-one dialogues with different subsidy groupings and information circulars were some of the methods used to sensitise all stakeholders on general progress" (Cupido, 2002:6).

5. **Beneficiary assessment**

The Project Steering Committee had the role of screening all the potential beneficiaries for housing. Certain members of the Project Steering Committee were closely involved with the community and were therefore more in tune with the needs of the community (Cupido, 2002:8).

6. Response sheets and questionnaires

The Blaauwberg Municipality was fully aware that support from the beneficiaries was needed to ensure the success of the project and so response sheets and questionnaires were issued and the beneficiaries could indicate preferences in terms of the house's size, extra finance and other optional extras (Cupido 2002:8).

The public participation continuum referred to previously, starts with information distribution and ends with the empowerment of beneficiaries. According to the IAP2, the public participation process is only complete when the empowerment level is reached.

The IAP2 considers the first two levels as being "one-way information flow" (IAP2, 1990) and the last three levels as "information exchange" (IAP2, 1990). This means that during the first two levels there is no information exchange between the concerned participants, this only occurs during the last three levels, and this is the desired result.

With regard to the public participation strategies discussed in the previous chapter, the Blaauwberg Municipality used strategies that fall within the various levels of the public participation continuum discussed in Chapter 3.
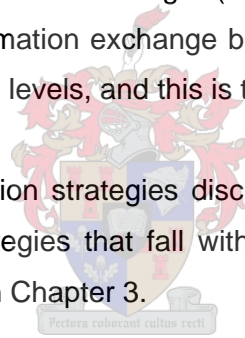
These strategies include:
- Information: Adverts and newspaper inserts
               Community liaison groups
- Consultation: Briefings and small group meetings
               Systematic client consultation
               Beneficiary assessment
               Response sheets and questionnaires
- Involvement: None
- Collaboration and empowerment: None

The information does not indicate that true authentic and empowering public participation has taken place, as the strategies employed by Blaauwberg Municipality had not moved from the information to empowerment levels. As already discussed, the process is

dependent on those participating in executing it and as indicated above, the public participation processes only reached the consultation level.

The evaluation of the public participation strategies and phases employed will be addressed in the final chapter, as the questionnaire results will assist in this process. Another issue that will be elaborated on in the final chapter is the fact that the Blaauwberg Municipality concentrated too much on consultative strategies.

4.8   Summary

The Mamre housing project initiated by the Blaauwberg Municipality and the community of Mamre is one where those concerned came face to face with the various complexities that presented itself, whilst both parties worked toward the same goal, namely building houses.

This chapter highlighted the interplay between the legislative requirements the Blaauwberg Municipality had to abide by and the practical implications for the entire project cycle. In dealing with the community of Mamre, the Blaauwberg Municipality had to overcome existing barriers of mistrust while simultaneously constructing low-cost housing in a participatory manner.

The mistrust of the Mamre community toward Blaauwberg Municipality is further enhanced in terms of the public participation continuum, as it is clear; the strategies employed by Blaauwberg Municipality had not reached the last three levels whereby a process of information exchange was reached.

Blaauwberg Municipality's public participation strategies only informed and consulted with the Mamre community. This does not constitute authentic and empowering public participation as the collaboration and empowerment levels were never reached.

Despite the public participation limitations Blaauwberg Municipality may have encountered in terms of the time participatory processes entails, class conflicts and geographical implications, " the process of participation should be managed in an open-ended way to ensure that there is continued space for new inputs in the process" (Treurnicht, 2000: 68).

The information represented in this chapter could again, point to the argument made in chapters 2 and 3, being the defining of the term public participation by all those participating. The Blaauwberg Municipality may very well consider themselves being in a

position to claim that public participation occurred if their understanding of the concept is limited to information sharing and consultation efforts.

After being initiated in 1996, it seems that the project will finally be completed by mid 2005. Because of the delay between the first and second phases all those concerned have had the opportunity to reflect on "what went wrong"; they can learn from past mistakes and take heed.

The Blaauwberg Municipality intends to address the obstacles that hampered the public participation process in the initial phase so that true authentic and empowering public participation is achieved.
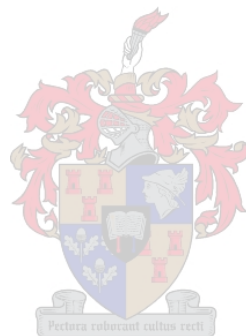
CHAPTER 5

FINDINGS

5.1   Introduction

Chapter 4 provided an introduction to the Mamre community, the housing project initiated in 1996 and the dynamics of the process. Attention was paid to the public participation strategies which were (supposedly) employed, especially with regard to the housing project.

In order to test the relevance of the claims made in Chapter 4 regarding the lack of comprehensive public participation strategies employed by Blaauwberg Municipality, a survey in which 100 questionnaires were completed was conducted in the community of Mamre. This chapter deals with the information gathered by means of this survey[1] (See Annexure A/B).

The survey took the form of face-to-face interviews, using structured questionnaires, conducted over a two-week period. The interviews were conducted by two fieldworkers who are members of the Mamre community because it was thought that the community members would feel more comfortable with one of their own as opposed to an outsider.

It was explained to the two fieldworkers that they would be receiving 50 English and 50 Afrikaans questionnaires each that they were required to administer. They were advised to ask for the head of the household and to administer the questionnaire to the individual.

If the head of the household was not available, the next relevant adult should be approached. The fieldworkers were advised to explain the reason for the questionnaire to the individual before administering it. If nobody was able to answer the questionnaire, the fieldworkers were advised to move to the next available house.

The questionnaire was divided into two sections. The first section consisted of twelve questions that dealt with the respondents' demographic information to contextualise the environment in which the housing project took place. The second section of the questionnaire was reserved for those respondents who answered "yes" to question 12 and

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[1] The data was captured and analysed by means of the Statistical Package for the Social Sciences (SPSS).

dealt with the actual public participation processes and strategies regarding the housing project. Approximately 22% of the 100 respondents answered "no" to question 12.

The questionnaire consisted of 25 questions of which only two were open-ended. In these two questions respondents were asked to explain their answer to the preceding closed question:

- Question 12 (closed): Did you as an individual participate in the process leading to the provision of housing in Mamre?
- Question 13 (open ended): Explain.
- Question 19 (closed): Do you feel that the Project Steering Committee should have done the screening of the potential beneficiaries?
- Question 20 (open ended): Explain.

5.2   Demographic information

Of the 100 respondents, 50% were between 30 and 40 years of age and 32% were aged between 25 and 30 years.

Seventy six per cent of the respondents were female, while only 24% were male. This might be because most of the men were at work at the time of the interviews or because they did not want to answer the questionnaire.

Fifty four per cent of the beneficiaries have one or two dependants, whilst 41% have three to four dependants. This means that there is a minimum of four individuals in each household. It was found that up to six people can live in a house. This overcrowding diminishes the family's quality of life, as the houses only have two bedrooms. Internationally, overcrowding is associated with crime, and overcrowding combined with population stability may be fuelling gangsterism (Leggett, 2004:4).

5.3   Education and employment

Sixty six per cent of the respondents have an education level of grade 8 or lower. Only 22% of respondents completed grades 9 and 10 and only 12% completed grades 11 and 12. The low level of education in the community could be related to the fact that a significant 47% of respondents are unemployed. Considering that employment opportunities in Mamre and surrounding areas are rare, the level of education influences the likelihood of becoming employed. This means that the low level of education in the area exacerbates unemployment.

One could also argue that since the minority of people, who have higher levels of schooling, make use of the few employment opportunities in the surrounding areas, those who have lower levels of education are forced to seek work in areas further from their homes. The level of education and employment status could therefore attribute to the fact that most residents have to travel outside of the surrounding areas to get to work. This is a possible reason why they could not participate in the housing process (see Question 13).

The respondents are more or less equally divided in terms of the employed (53%) and the unemployed (47%). Since 53% of the beneficiaries are employed one may be led to assume that their economic situation is favourable. However, in reality 51% of the sample are earning between R500 and R1 500 per month before deductions. Although more than half the sample are employed they are earning very little.

The Housing Act 107 of 1997 (South Africa, 1997a) defines housing development as:

> 1(vi) the establishment and maintenance of habitable, stable and sustainable public and private residential environments to ensure viable households and communities in areas allowing convenient access to economic opportunities, and to health, educational and social amenities in which all citizens and permanent residents of the Republic will, on a progressive basis, have access to:
>
> (a) permanent residential structures with secure tenure, ensuring internal and external privacy and providing adequate protection against the elements; and
>
> (b) potable water, adequate sanitary facilities and domestic energy supply. (Housing Act, 1997)

This definition conceptualises the economic aspect that has to be addressed, as economic opportunities have a direct bearing on the creation of employment in any community.

Three goals are coupled to the Housing Act's definition of housing development, namely:

1. Sustainable development

2. Improved quality of life

3. Economic empowerment.

These concepts coexist interdependently and cannot be evaluated in isolation, as economic empowerment is a process through which people "are motivated to enhance their belief in self-efficacy, to improve their abilities to control their own resources, and to unleash their creative and productive energies to achieve sustainable improvement in their living standards" (Gergis, 1999:15).

Eighty nine per cent of the respondents indicated that they earned less than R1 500 at the time of the interview. At the time the subsidies were being issued, the Blaauwberg Municipality found that 55% of the housing project's 550 beneficiaries earned less than R800 per month, 30% less than R1 500 per month, and the balance less than R2 500 per month. At the time the housing project was initiated, 85% of the beneficiaries were earning less than R1 500 per month. This indicates that there has been a 4% increase in individuals earning less than R1 500 per month. This indicates that housing development as defined above was not achieved as beneficiaries are poorer now after receiving their houses than before.

5.4   Client satisfaction

In order to assess beneficiaries' satisfaction with the houses received, a question was asked using the scales of very satisfied, satisfied, dissatisfied and very dissatisfied. Of the 100 beneficiaries interviewed, 80% indicated that they are satisfied with their current house. The fact that the majority of respondents are content with their homes comes as a surprise, given the dissatisfaction displayed with generic housing projects in the Western Cape.

Diagram 2

How do you feel about your house?

Very dissatisfied 2.0%
Dissatisfied 11.0%
Very satisfied 7.0%
Satisfied 80.0%
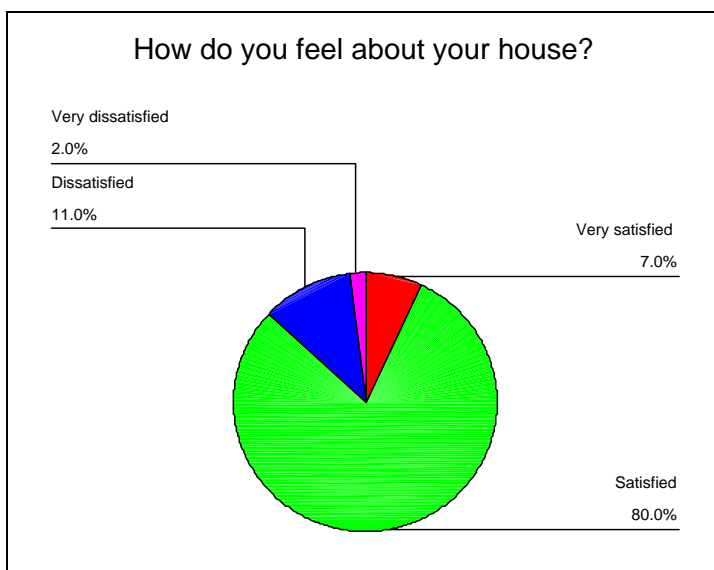
With regard to Question 20, the open-ended question that dealt with the Project Steering Committee, the following came to light:

- Respondents trusted the Committee to have their best interests as priority as they felt they would be disadvantaged if it was left to the Blaauwberg Municipality
- Respondents felt that, if it was left solely to the Blaauwberg Municipality, many people from Mamre wouldn't receive houses
- They were happy with the Committee up until the Blaauwberg Municipality became involved
- There is dissatisfaction with the Blaauwberg Municipality
- The tension between the Blaauwberg Municipality and the Committee made some individuals uncomfortable.

The apparent dissatisfaction with and mistrust toward the Blaauwberg Municipality becomes apparent.

It becomes clear that, although beneficiaries may be satisfied with their houses, they are not satisfied with the processes that led up to the delivery of the houses. This puts in question the public participation strategies employed during the project. The animosity toward the Blaauwberg Municipality indicates that housing is not only about houses but also about the relationships established, how the relationships are approached and handled.
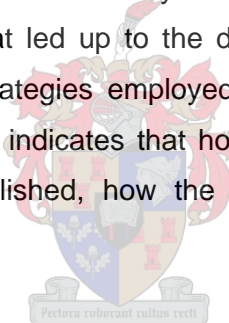
5.5 Public participation in the housing process

According to Cupido (2002), various public participation strategies were employed during the Mamre housing project (see Section 4.7). This section deals with the public participation strategies utilised by the Blaauwberg Municipality and how the respondents received these strategies.

In response to Question 12, a majority (74%) of the respondents claimed that they participated in the process that led up to the delivery of houses in Mamre. Reasons given by respondents for participating in the process were that they:

- Needed a house (20 respondents)
- Wanted to have a say in the process (8 respondents)
- Saw it as an honour/privilege and a means of regaining their dignity (8 respondents)
- Wanted to provide a house for their families (6 respondents)

56

- Saw it as developing the town (5 respondents)
- Saw it as their right, as the land belonged to the people of Mamre (5 respondents).

Reasons stated for not participating were that:
- They had to work late and could therefore not attend meetings
- They were unemployed
- The farmer did all the talking (pertaining to those who lived on surrounding farms).

Diagram 3

Did you as an individual participate in the process that lead to the provision of housing in Mamre?

No
26.0%

Yes
74.0%
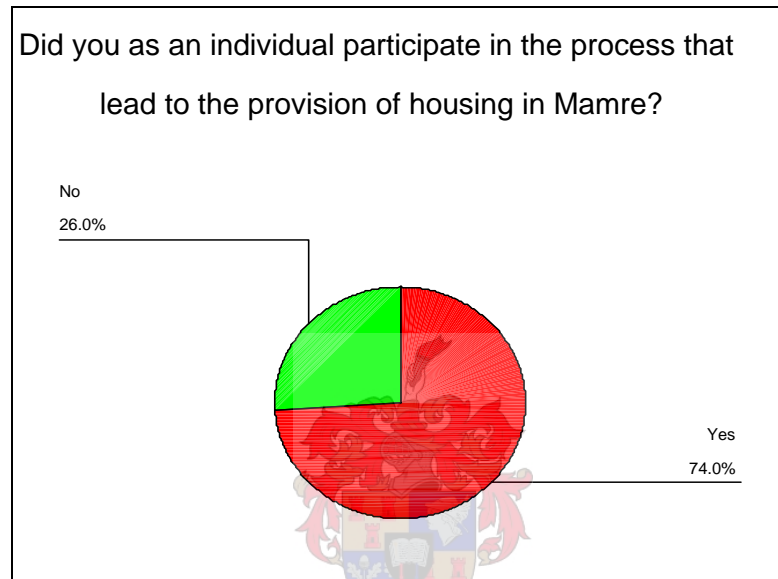
Although a large percentage (74%) of respondents claimed that they participated in the Mamre housing project, the significance of this number may well be influenced by the respondents' perception and understanding of what participation entails. Public participation, as defined for the purpose of this study, is "an active process by which beneficiary or client groups influence the direction and execution of a development project with a view to enhancing their well-being in terms of income, personal growth, self-reliance or other values they cherish" (Meyer & Theron, 2000:2).

According to this definition, public participation is a multifaceted concept which comprises various interrelated factors. This raises the question whether attaining only one of the above-mentioned factors could constitute successful public participation.

The view held here is that public participation is only successful if all of the factors mentioned (income, personal growth, self-reliance and other values the beneficiaries cherish) are attained. The public participation process is incomplete if that is not the case.

The answers given to motivate why the respondents felt they participated point to:

1. Personal growth (because they wanted to regain their dignity and saw it as a right). Personal growth can be viewed as making new connections in any of several directions:

   - Upward, to achieve your full potential
   - Outward, to make contact and encounter others
   - Inward, to increase our awareness of who we are, and what we want, need, sense, feel, think, and do, and
   - Downward, to touch earth, to be grounded and to connect (Greenaway, 2004).

   In terms of this definition of personal growth it can be deduced from the responses to Question 13 that respondents were making outward, inward and downward connections. The respondents realised that in order to get what they want – in this case a house – they would have to participate in the housing process.

2. Self-reliance (because they wanted to have a say in the housing process). As defined in Chapter 1, self-reliance refers to the process where people must believe and feel that it is their own efforts driving the development process (Burkey, 1993; 50). Theron's building blocks of development also indicate self-reliance as a factor contributing to the overall objective of sustainable development (Theron, 2005a:106)

3. Other values cherished by the community (as reflected in the answers pertaining to the development of the town). The Constitution (1996:6) affords every citizen the "right to have access to adequate housing". Instead of citing this as a reason for participating in the housing process, many of the respondents identified with the land belonging to the community of Mamre as their reason for participating in the housing project. Once again the public participation strategies employed becomes questionable, as it would be assumed that the potential beneficiaries' rights would have been discussed in the public meetings that were held regarding the housing project.

It becomes clear from the above that what the respondents understand as public participation is only part of what public participation actually encompasses. Although the respondents may not be in a position to comprehensively understand the academic definition of public participation, there are various mechanisms that could have been utilised to create a greater understanding of the term. This will be explored in the next chapter.

According to Cupido (2004), newspaper inserts, briefings, small group meetings and questionnaires were utilised as public participation strategies. However, 56% of the respondents claim that they were not aware of any newspaper inserts and adverts regarding the Mamre housing project. There can be various reasons for this, for example that some of the respondents do not have access to the facilities at which the free local newspaper is delivered.

Diagram 4

Were you aware of newspaper inserts and adverts regarding the Mamre project?

NA 22.0%
No 56.0%
Yes 22.0%
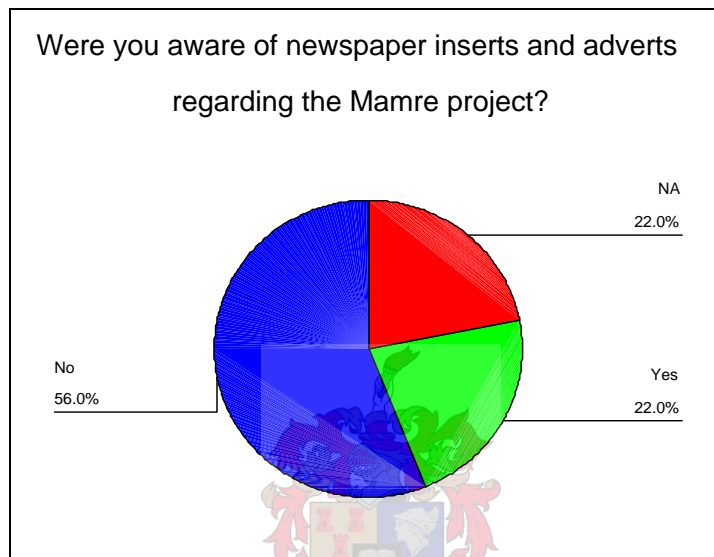
Cupido (2004) states that the newspaper inserts and adverts he referred to in his article comprised primarily tender invitations to the community to submit tenders for the construction phase of the project. In terms of this study, invitation to tender does not constitute a public participation strategy, as it marginalises those beneficiaries who were not interested in actually physically building the houses. This will be explored in more detail in the next chapter.

When the respondents were asked whether or not they had been aware of any small group meetings and briefings, 62% of the respondents claimed to have been aware, while 16% had not. According to Cupido (2004), more than one meeting with the community was arranged. When asked about the number of meetings they attended:

- 25% of respondents claimed to have attended all
- 48% claimed to have attended some
- 5% claimed to have attended none.

Twenty two per cent were not required to complete this part of the questionnaire as they indicated in question 12 that they did not participate in the process leading to the provision of housing in Mamre.

Diagram 5

Were you aware of any briefings and small group meetings that were held?

No
16.0%

NA
22.0%

Yes
62.0%
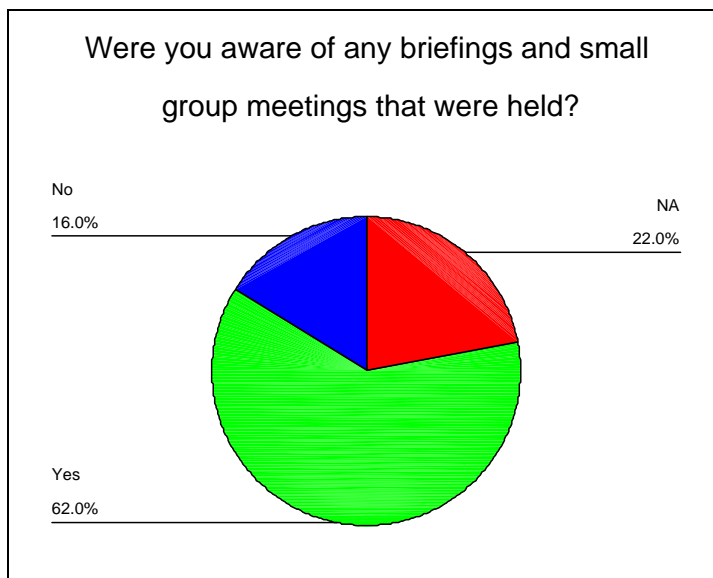
When asked if they had received any response sheets and questionnaires, 74% of the respondents answered "yes" and 6% answered "no". Even though 74% of respondents claimed to have filled out a questionnaire, 34% said that they did not understand the questionnaire administered by the Blaauwberg Municipality. This may be linked to the fact that 66% of respondents in 5.3 of this chapter have an education level of grade 8 or lower.

Diagram 6

Did you receive a questionnaire to complete?

No
6.0%

NA
20.0%

Yes
74.0%

Diagram 7

Did you understand the questionnaire?

Missing
1.0%

No
34.0%

NA
21.0%

Yes
44.0%
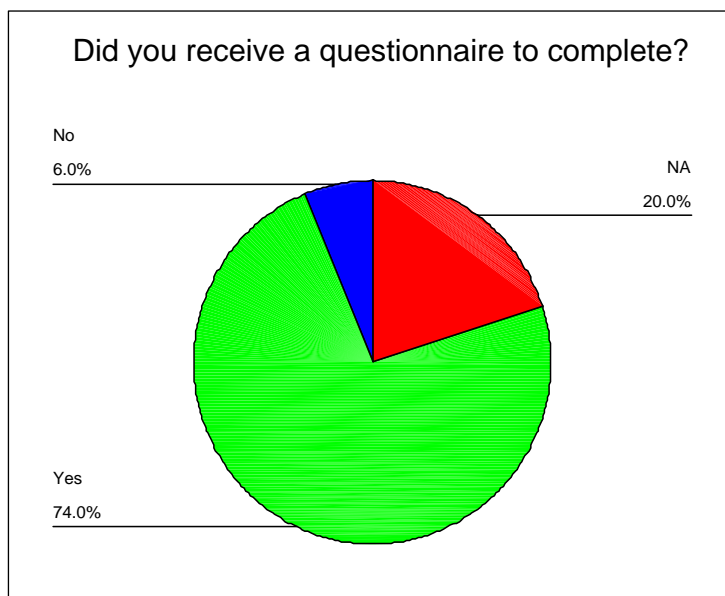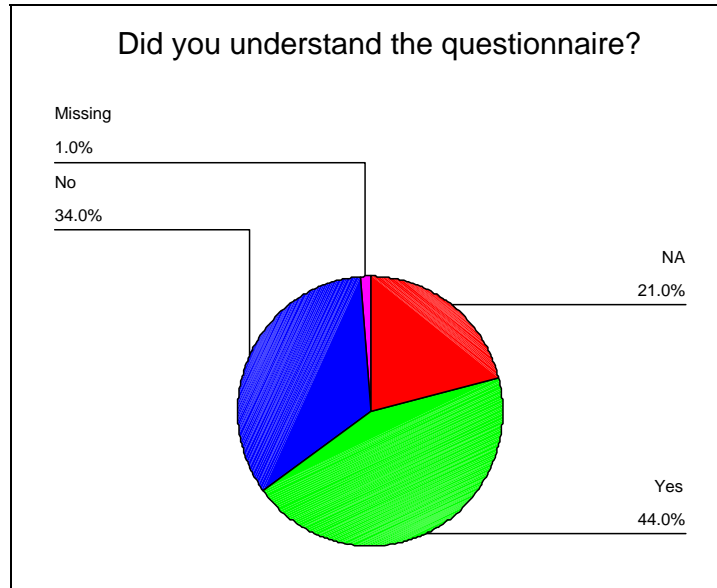
In Chapter 3, the public participation model presented indicated that the four phases must occur chronologically, and a comprehensive list of strategies was advocated in each phase. In the following chapter, the strategies used by the Blaauwberg Municipality will be explored in relation to the model.

In terms of the optional extras, being that of a bath, dividing wall, house size and extra finance that Cupido (2004) claims the beneficiaries were presented with, the respondents were more or less equally divided on their answers:

- 42% of the respondents claim to have had a choice regarding house size, while 38% claim not to have had this choice
- 32% claim to have had a choice regarding additional financing, while 48% claim not to have had this choice
- 52% claim to have had a choice regarding a bath, while 28% claim not to have had this choice
- 48% claim to have had a choice regarding a division/wall, while 32% claim not to have had this choice.

When the respondents were asked whether or not the community as a whole were involved in the housing process, 76% claimed that they were, while 4% answered in the negative.

Diagram 8

Do you believe that the community as a whole was involved in the process?

No
4.0%

NA
20.0%

Yes
76.0%
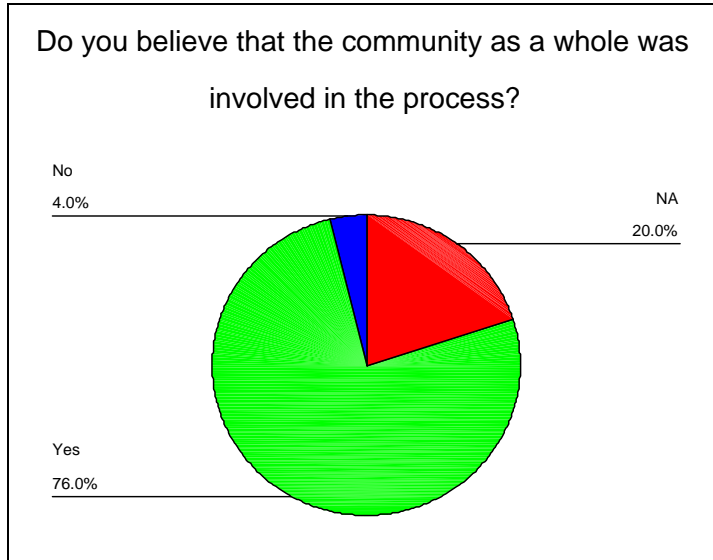
When asked whether or not community leaders were involved in the process, 77% claimed that they were, while 3% did not feel that they were.

Diagram 9

Do you believe that community leaders were involved in the process?

No
3.0%

NA
20.0%

Yes
77.0%
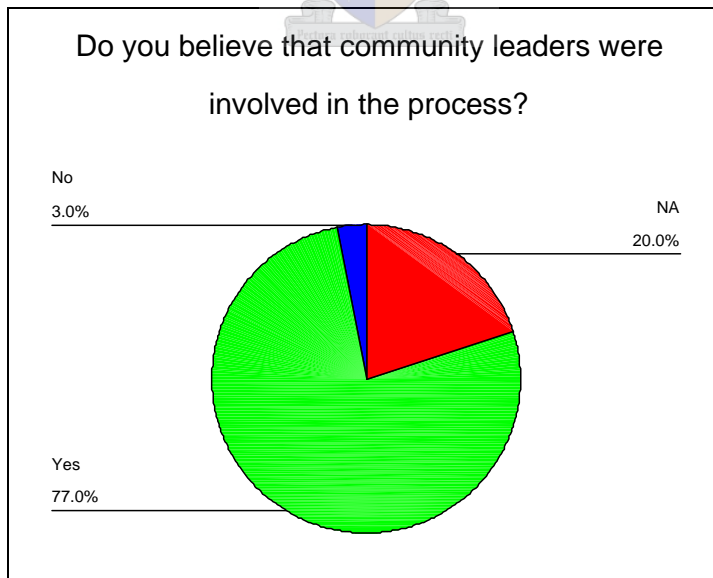
The percentages regarding the involvement of the community as a whole and community leaders are practically the same. This may be attributed to the community regarding

community leaders as legitimate representatives of the community and thus seeing the community as a whole being involved on this basis.

5.6.   Summary

In evaluating the statistical data from the questionnaires administered to the beneficiaries residing in Mamre, it becomes evident that housing delivery is not a simple process but instead a complicated exercise requiring proper planning and forethought.

Housing is a form of development and "development must be woven around people, not people around development and it should empower individuals and groups, rather than disempower them" (Gergis, 1999:3).

In dealing with people, housing delivery becomes a process that comprises relationships. The public participation strategies utilised in managing those relationships to collectively strive toward a single goal becomes of paramount importance, as it could determine the success or failure of the housing process.

Through the use of context-appropriate public participation strategies a process is initiated whereby "issues such as education, job training, community participation, reinforcement of informal economic systems and reticulation of income can be achieved" (Wyngaard, 2002:12).

There is no denying that the public participation strategies employed by the Blaauwberg Municipality contributed to public participation, sustainable development, empowerment, housing development and improved quality of life, but it is the extent to which the utilised strategies followed the public participation model presented in Chapter 3, the sequential order they occurred in, their alignment with the relevant legislation and the optimal planning processes employed in deciding on the strategies that will be explored in the next chapter, together with some recommendations.

CHAPTER 6
RECOMMENDATIONS

6.1   Introduction

Chapter 5 dealt with the statistical information received from the 100 structured questionnaires completed by respondents in Mamre. It highlighted the public participation strategies employed by the Blaauwberg Municipality throughout the project planning cycle. It also alluded to the shortcomings of the public participation strategies utilised and possible methods and processes which could have achieved greater and more meaningful public participation.

This chapter will evaluate the public participation strategies employed by the Blaauwberg Municipality, compare them with the public participation model presented in Chapter 3 and make recommendations to link the findings with the hypothesis put forward in Chapter 1, namely:

"The proper utilisation of the appropriate public participation strategies in the Mamre low-income housing project will bring about successful public participation."

6.2   Shortcomings

When analysing the public participation model presented in Chapter 3, the sequential order in which the four phases are to occur, and the public participation strategies identified for each phase, it becomes clear that the Blaauwberg Municipality's approach and strategies were insufficient to reach the goal of authentic and empowering public participation. This is based on the shortcomings identified below.

Community group presentations, newspaper inserts and advertisements all form part of the "informing" spectrum on the public participation continuum. However, the newspaper inserts referred to by Cupido (2004), which were invitations to tender, do not constitute a public participation strategy, since it intentionally excludes certain beneficiaries. Many could not participate even if they were interested, as the tender invitations were earmarked for those who had the skills, knowledge and financial standing to undertake construction tasks.

The other strategies used by the Blaauwberg Municipality, namely briefings, small group meetings, systematic client consultation, beneficiary assessments and response sheets and questionnaires, all form part of the "consultation" spectrum on the public participation continuum. This was pointed out in Chapter 3.

Involvement, collaboration and empowerment strategies were never employed as indicated in chapter 3 and 4. Blaauwberg Municipality employed information and consultative public participation strategies only.

Therefore the Blaauwberg Municipality failed to incorporate all four phases of the public participation model as it was lacking public participation strategies which could have constituted authentic and empowering public participation (It may be that the beneficiaries took the responsibility of the involvement strategies upon themselves by contacting the municipality or ward councillor as these would constitute involvement strategies.)

The order in which the strategies were employed also does not coincide with the public participation continuum presented in Chapter 3. The Blaauwberg Municipality applied their public participation strategies in the following sequence:

1. Systematic client consultation
2. Establishment of the Project Steering Committee
3. Beneficiary assessment
4. Response sheets and questionnaires
5. Briefings and small group meetings
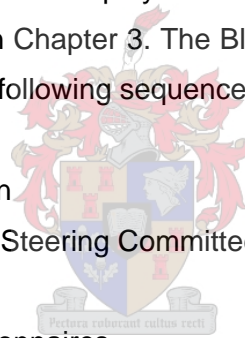
The newspaper inserts and adverts were placed sporadically during the housing project.

The Blaauwberg Municipality initiated the housing process with systematic client consultation, which forms part of the second phase on the public participation continuum, and then jumped back to the first phase with the establishment of the Project Steering Committee.

Beneficiary assessments, response sheets and questionnaires as well as briefings and small group meetings all form part of the second phase of the public participation continuum, which indicates that the Blaauwberg Municipality went back and forth between only two of the four phases.

6.3   Recommendations

The Blaauwberg Municipality could have employed various other approaches in their dealings with the Mamre community in order to establish a process whereby public participation would have been considered successful. Cupido (2002:9) admits this and claims that the following lessons were learnt:

1. **Constructive engagement:** Get the affected beneficiaries on board from day one. Learn from and live with them. Tune into their wavelength but retain focus.

2. **Constructive identification:** Beware of the wolves in sheep's clothing. Get to know the real "who's who in the zoo" – true representatives of the important role players – even if it means rubbing them up the wrong way.

3. **Constructive interaction:** Do not engage in trade-offs or compromise on the impossible. Avoid making empty promises to political office bearers, contractors, suppliers or any individuals who may distract you from your course. Present the facts and let it speak.

4. **Constructive relationships:** Build and maintain sound relationships. Be prepared and network, network and network.

To avoid resistance and confusion in terms of what the objectives of the housing project were, the Blaauwberg Municipality could have designed a comprehensive pre-project strategy to have cleared up any misconceptions or expectations held by the beneficiary community. This strategy would also have avoided respondents' dissatisfaction regarding the additional monies they had to contribute for their homes.

The Blaauwberg Municipality could also have conducted pre-project planning workshops whereby the beneficiaries could have been informed not only of the housing project but also about their rights in terms of:

- relevant legislation such as the Constitution (1996), the White Paper on Local Government (1998c) and the Housing Act (1997a) and its relevance in this specific case, and

- what authentic and empwering public participation actually encompasses and public participation rights.

Having a brainstorming session with the beneficiaries regarding deciding upon strategies that suit the majority of stakeholders would have tapped into the indigenous knowledge of the community and created greater legitimacy. The Blaauwberg Municipality could have regained the trust of the community in this manner. The importance of creating a trusting relationship is highlighted by Long (2001:79) in the following statement:

"What is revealed when analysing donor practices is that project cycles and procedures do not allow for the time and flexibility needed to carry out a participatory

project. This is particularly so in the early phases of a project, when trust must be established between the poor and donor or government representatives; lengthy processes of information gathering and consultation must take place, and changes need to be made based on new information or changing circumstances."

This pre-project communication "between all stakeholders [is] vital to ensure that all participants are kept on board and maintain their support for the process" (CSIR, 2000:110).

The content of newspaper inserts and advertisements should have been of such a nature that it focused on the community as a whole, especially the identified beneficiaries. This would have created more interest as opposed to tender invitations that would only interest a certain sector of the community.

Instead of having sporadic public meetings, the municipality could, from the onset, have indicated how many meetings would be held, and when and where. This would have created a greater sense of stability and would have given all stakeholders the opportunity to ask questions and track the progress, and would have prevented rumours escalating into expectations.

6.4   Concluding remarks

Based on what has been presented in the previous chapters, it becomes clear that public participation as concept and practice can no longer be avoided by government or excluded from any development initiative.

Legislative mandates imposed upon national, provincial and local government all advocate public participation by all stakeholders and that no individual is to be marginalised. However, legislation fails to advise on how exactly public participation should be addressed and achieved.

Due to the fact that participatory models have not been imposed upon local authorities (Khan, 2003:297), authentic and empowering public participation is unlikely and, as indicated in this thesis, without public participation sustainable development will forever elude those who attempt to achieve it.

Guidelines regarding public participation are primarily from international institutions such as the United Nations, the World Bank and the International Association for Public

Participation. Nationally, certain departments, such as the Department of Water Affairs and Forestry (2001), have integrated these international strategies into their strategic objectives regarding public participation.

What is needed is a national framework on how public participation is to be approached, which strategies are available and the context in which they should be used. Together with the framework, government officials should be educated with regard to public participation, its meaning and benefits. Most importantly, they should realise that they are not the experts; the targeted beneficiaries, more than anyone, know what is best for them.

The shortcomings regarding the strategies employed by the Blaauwberg Municipality stemmed from the fact that their approach was not well structured in terms of public participation strategies. Public participation is the vehicle with which to drive the goal of sustainable development, but it is meaningless if context-appropriate public participation strategies are not employed. The Mamre housing project is proof of this.

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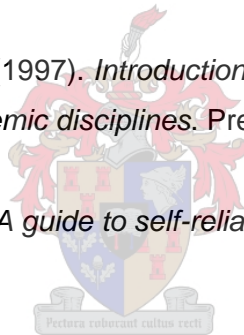
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ANEXURE A

English Questionnaire

ANNEXURE B

Afrikaans Questionnaire

Questionnaire on Assessing Public Participation in Low Income Housing: Mamre Housing Project

A. Background Information

Questionnaire number:……………………………..

Interview Date:…../…../……

Area:…………………

Name of interviewer:……………………..

B. Socio-economic information

1. Age

18-25	1	
25-30	2	
30-40	3	
40-50	4	
50-60	5	
Pensioner	6	1

2. Gender
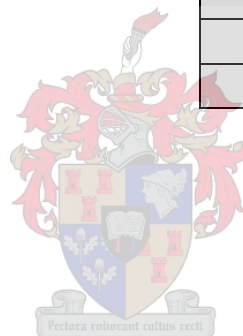
Male	1	
Female	2	2

3. Highest Standard Passed

Didn't attend school	1	
Grade 1-3	2	
Grade 4-6	3	
Grade 7-8	4	
Grade 9-10	5	
Grade 11-12	6	3

4. Number of dependents

1-2	1	
3-4	2	
More…………	3	4

1

5. Are you employed?

Yes	1
No	2

5

6. What is your household income before deductions?

0-R500	1
R500-R1500	2
R1500-R2500	3
R2500-3500	4
>R3500	5

6

C. Public Participation in Housing Information

7. How long have you been living in the Mamre area?

1-5 years	1
5-10 years	2
10 and more	3

7

8. Before moving into this house, where did you live?
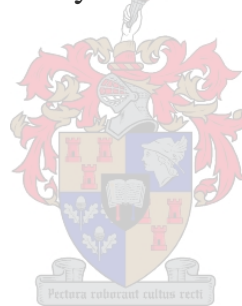
Family member	1
Friend	2
Own home	3
Other	4

8

9. What type of structure was it?

House	1
Room in a house	2
Shack	3
Wendy house	4
Other……….	5

9

10. How many people live in the household with you?

……….people	1

10

11. Are you very satisfied, satisfied, dissatisfied or very dissatisfied with your current House?

Very satisfied	Satisfied	Dissatisfied	Very Dissatisfied
1	2	3	4

11

2

12. Did you, as an individual participate in the process leading to the provision of housing in Mamre?

Yes	1	
No	2	12

13. Explain:………………………………………………………………………….
…………………………………………………………………………………………
………………………………………………………………………………………….
…………………………………………………………………………………………
…………………………………………………………………………………

14. In which of the following stages of the housing project were you involved?

Stages	Yes	No		
Planning stage/Pre-Construction stage			1	14
Construction stage			2	15
Delivery stage			3	16
Other			4	17

15.Were you aware of newspaper inserts and advertisements that were placed regarding the Mamre Housing Project?

Yes	1	
No	2	18

16. Were you aware of any briefings and small group meetings which were conducted?

Yes	1	
No	2	19

17. How many of the meetings did you attend?

All of them	1	
Some of them	2	
None of them	3	20

18. At the meetings you attended, which of the following were discussed?

Meeting content	Yes	No		
Policies			1	21
Individual site selection			2	22
Street naming			3	23
Selection of Project Steering Committee			4	24
Design of top structures & infrastructure			5	25
Employment opportunities			6	26
Utilisation of labour intensive methods			7	27

19. Do you feel that the Project Steering Committee should have done the screening of the potential beneficiaries?

Yes	1	
No	2	28

20. Motivate

……………………………………………………………………………………….
……………………………………………………………………………………….
……………………………………………………………………………………….
……………………………………………………………………………………….
……………………………………………………………………………………….
………………………………………………………………………………………. 29
……………………………………………………………………………………….

21. Did you receive any response sheets and questionnaires?

Yes	1	
No	2	30

22. Did you understand the response sheets and questionnaires which were handed out?

Yes	1	
No	2	31

23. Were you assisted in filling out the response sheets and questionnaires in any way?

Yes	1	
No	2	32

4

24. Were you given a choice in terms of:

Option	Yes	No		
House size			1	33
Extra finance			2	34
Bath			3	35
Dividing wall			4	36

25. Who from the community were involved in the process, in your opinion?

Involvement	Yes	No		
Community as whole			1	37
Community leaders			2	38
No involvement			3	39
Doesn't know			4	40

Vraelys om Assessering Van Publieke Deelname In Lae-Inkomste Behuising: Mamre Behuisingsprojek

A. Agtergrond Informasie

Vraelysnommer:…………………………..

Onderhouddatum:…../…../……

Area:……………….

Naam van onderhoudvoerder:……………………..

B. Sosiale-ekonomiese informasie

1. Ouderdom

18-25	1	
25-30	2	
30-40	3	
40-50	4	
50-60	5	
Pensionaris	6	1

2. Geslag
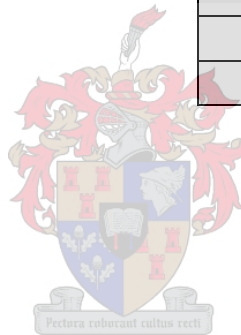
Manlik	1	
Vroulik	2	2

3. Hoogste standerd geslaag

Het geen skoolopleiding ontvang nie	1	
Graad 1-3	2	
Graad 4-6	3	
Graad 7-8	4	
Graad 9-10	5	
Graad 11-12	6	3

4. Hoeveel afhanklikes het u?

1-2	1	
3-4	2	
Meer……….	3	4

5. Werk u? / Is u huidiglik in diens geneem?

Ja	1
Nee	2

6. Wat is u maandlikse huishoudelike inkomste (voor aftrekkings) ?

0-R500	1
R500-R1500	2
R1500-R2500	3
R2500-3500	4
>R3500	5

C. Betrokkenheid in Behuisingsinformasie

7. Hoe lank woon u reeds in Mamre?

1-5 jaar	1
5-10 jaar	2
10 en meer	3

8. Waar was u woonagtig voordat u by hierdie huis ingetrek het?
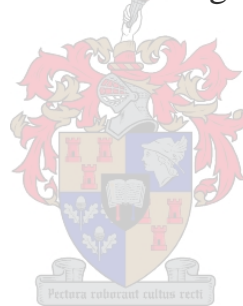
Familielid	1
Vriend	2
Eie huis	3
Ander	4

9. Watter tipe struktuur was dit?

Huis	1
Kamer in n huis	2
Informele struktuur	3
Wendy huis	4
Ander……….	5

10. Hoeveel mense is woonagtig in hierdie huis?

……….mense	1

11. Is u baie tevrede , tevrede, ontevrede of baie ontevrede met u huidige huis?

Baie tevrede	Tevrede	Ontevrede	Baie Ontevrede
1	2	3	4

12. Het u as 'n individu deelgeneem aan die proses wat gelei het tot die voorsiening van behuising in Mamre?

Ja	1	
Nee	2	12

13. Verduidelik:……………………………………………………………………………………….
…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………
…………………………………………………………………………………………………

	13

As die antwoord ja is op vraag 12, antwoord asseblief die volgende

14. By watter van die volgende stappe van die behuisingsprojek was u betrokke?

Stappe	Ja	Nee		
Beplanningstadium			1	14
Konstruksiestadium			2	15
Afleweringstadium			3	16
Ander			4	17

15.Was u bewus van koerantinsetsels en/of advertensies wat geplaas was aangaande die Mamre behuisingsprojek?

Ja	1	
Nee	2	18

16. Was u bewus van enige kort oorsigte en klein groepvergaderings wat gehou was?

Ja	1	
Nee	2	19

17. Hoeveel van hierdie vergaderings het u bygewoon?

Almal	1
Sommige	2
Geen	3

20

18. Watter van die volgende aspekte was bespreek by die vergaderings wat u bygewoon het?

Vergaderinginhoud	Ja	Nee		
Beleid			1	**21**
Individuele erfseleksie			2	**22**
Straatname			3	**23**
Seleksie van die Loodsprojekkommittee			4	**24**
Ontwerp van bo- struktuur en infrastruktuur			5	**25**
Werksgeleenthede			6	**26**
Aanwending van aarbeidsintensiewe metodes			7	**27**

19. Is u tevrede met die feit dat die loodsbestuurkomitee besluit het wie die potensiële begunstigdes van die projek moes wees, m.a.w, dat hulle besluit het wie die huise moes kry?
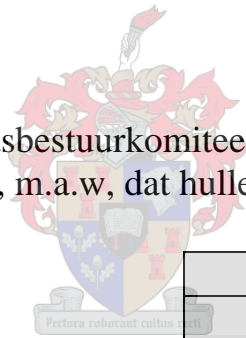
Ja	1
Nee	2

28

20. Motiveer

………………………………………………………………………………………………
………………………………………………………………………………………………
………………………………………………………………………………………………
………………………………………………………………………………………………
………………………………………………………………………………………………
………………………………………………………………………………………………
………………………………………………………………………………………………

29

21. Was u gevra om enige vraelyste te voltooi?

Ja	1
Nee	2

30

22. Indien wel, het u die vraelys verstaan?

Ja	1
Nee	2

31

23. Het iemand van die projek u gehelp om die vraelys te voltooi?

Ja	1
Nee	2

32

24. Kon u enige keuses uitoefen in terme van:

Opsie	Ja	Nee		
Huisgrootte			1	**33**
Ektra finansiering			2	**34**
Bad			3	**35**
Afskorting			4	**36**

25. Watter lede uit die gemeenskap was betrokke by die proses?

Betrokke	Ja	Nee		
Gemeenskap as heel			1	**37**
Gemeenskapleiers			2	**38**
Geen betrokkenheid			3	**39**
Weet nie			4	**40**
Ander			5	**41**

5