Cape Peninsula
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AN EVALUATION OF SELECTED STEPS TO ACHIEVE SUCCESSFUL COMMUNITY DEVELOPMENT PROJECTS WITH SPECIFIC REFERENCE TO CRIME AND HOUSING IN LANGA TOWNSHIP WITHIN CAPE TOWN

by

LUVUYO KAKAZA

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Supervisors: **Prof I W Ferreira**
                      Mr L Ntonzima

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DECLARATION

I, Luvuyo Kakaza, declare that the contents of this dissertation represent my own unaided work, and that the dissertation has not previously been submitted for academic examination towards any qualification. Furthermore, it represents my own findings and not necessarily those of the Cape Peninsula University of Technology.

Signed	**Date**

ABSTRACT

There is mounting dissatisfaction among South African communities concerning the state of housing and safety and security in South Africa. This, coupled with intentions of government, which have not always been as successful as anticipated, has led to situations where communities that were promised development, embark on uprisings against poor service delivery, which they receive.

This study investigates involvement of all stakeholders, specifically the community, in community development projects, in order to determine what effect this has on the end result of community development projects. The main focus of this study comprises involvement of the community and the impact that it could have on the initiation and planning steps of the project management process.

The study uses both a qualitative and quantitative approach. The quantitative survey was administered through use of two closed ended questionnaires; one was directed at residents of the N2 Gateway, as the beneficiaries of the N2 Gateway Housing Project, and the other at residents of Langa on four sub-divisions of Langa, namely northern, southern, eastern and western Langa.

The qualitative survey was administered in the form of interviews that were held with managers in the Provincial Government of the Western Cape who are responsible for implementation of the Bambanani Against Crime Project and the N2 Gateway Housing Project.

The study reveals that both projects made little use of community engagement during the initiation and implementation stages, which had a visible effect on results of the project, as confirmed by results of the survey. However, the project had a different approach owing to the nature of the project. The Bambanani

Against Crime Project solely relied on volunteers from the community for implementation and this aspect had a big impact on the end result of the project. The N2 Gateway Housing Project did not accommodate community involvement at any stage of the project, which ultimately led to dissatisfactory results in respect of views of the community, and the department that implemented the project.

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LIST OF ACRONYMS

PM   **-**   Project Management

RDP   **-**   Reconstruction and Development Programme

UN   **-**   United Nations

GDP   **-**   Gross Domestic Product

IDP   **-**   Integrated Development Plan

PPP'S-   Public Private Partnerships

HDI   **-**   Human Development Index

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CHAPTER 1

INTRODUCTION AND BACKGROUND TO THE STUDY

1.1   INTRODUCTION

The chapter briefly introduces what is covered by this research. The researcher considers relevant literature for this study by introducing what is relevant to this study.

The problem that leads to existence of the study is examined in detail through the statement of the research problem as well as a background of the problem in order to create a clear picture of the need for this study.

The research encompasses four sub-problems, which are also clearly stated as these have a direct bearing on the main problem, which lead to existence of the study.

The significance and motivation for the study clearly points out firstly what the current situation is in Langa and its surrounding areas with regard to the living conditions that lead to this study.

Thereafter, outlines an ideal situation that communities such as the study sample (Langa) and others should be living under considering the development initiatives that government has established for such communities.

Lastly, the significance and motivation of the study points out benefits upon completion of this study for communities and all other relevant stakeholders.

The methodology that was employed during the study is also dealt with in the chapter to give the reader an idea of the kind of results that can be yielded in a study of this nature. Different methods that were employed in the study play a role in ensuring the outcomes of the study and the rationale behind these methods is dealt with adequately, mentioning normative criteria, as well as the

empirical survey. The study has been delimited to ensure that results are easily recordable and associated with appropriate respondents. The delimitation of the study gives the reader a clear indication of where the focus of the study and why, which helps paint a clearer picture for the reader regarding exactly where the problem exists in the context of the study.

1.2   BACKGROUND OF THE RESEARCH PROBLEM

The Constitution of the Republic of South Africa of 1996 makes provision that all citizens are entitled to proper housing and a safe environment. It is this provision that keeps reminding citizens that they have as much a right as all other South Africans to stay in proper accommodation.

The Constitution 1996 also mentions entitlement to a safe environment for all citizens. Safety in communities is not standard judging from crime statistics that are available for different areas. According to Kassiem (2008: 1), Nyanga remains the country's number one crime capital.

Geographically, Nyanga is a township away from Langa. The two 'locations' are separated by one other location, namely Gugulethu as one travels south bound on the N2 from Cape Town. Nyanga Township is also on the outskirts of the immediate vicinity of the Cape Town International Airport. The crime mentioned above which characterises this community will not be much different to crime, which affects Langa township as the areas are identical in terms of demographics.

Crimes that mainly affect this province, according to Kassiem (2008: 2), are "drug-related crimes, driving under the influence of alcohol and robberies in the residential areas." According to the same source, "Gugulethu Township featured in fifth place in murder statistics in the Western Cape" and, as mentioned before, Gugulethu and Langa (the study sample) are adjacent to one another. Therefore, statistics in one area may potentially spill onto the next.

Living in shacks (informal settlements) poses several dangers. Problems mentioned above are faced daily by residents of informal settlements because in the townships, there are thousands of shacks, which make up subsections of these townships.

It is these informal settlements that the government intends to eradicate through projects such as the N2 Gateway Housing Project in fulfilment of the promise of housing made in the Bill of Rights within the constitution, with the main objectives being the provision of adequate housing for residents of Lanqa, Nyanga and Gugulethu among others. Provision of this housing is supposed to improve living conditions and therefore, ultimately reduce levels of crime with the assistance of projects such as Bambanani Against Crime Project.

Since local municipalities are custodians of service delivery, it makes it difficult for municipalities to move quickly and effectively, as municipalities find themselves having to validate compliance of their programmes and policies with the higher tiers of government for compliance with national standardisation of services by National/Central Government (Salga, 2004: 9). This slowness in delivery leads to the uprising of citizens in protest and the hostile takeover of almost completed residential areas, as witnessed by the N2 Gateway Project (Phase 1) during its final stages of completion (Anti eviction Western Cape, 2008).

1.3   DEFINING THE RESEARCH PROBLEM

Unless ways of successfully implementing best practices are researched, discovered and used, the housing problems that exist in the City of Cape Town may never be resolved (Worchester Polytechnic Institute, 2007: 74).

This alludes dissatisfaction that exists among communities about provision of services such as housing and safety and security by the City of Cape Town, as was promised by the democratically elected government through the Constitution of South Africa (1996) for all citizens.

1.4   RESEARCH SUB-PROBLEMS

Identified research sub-problems for the purposes of the study were set out to evaluate the success of the following selected steps of project management, namely:

- ➢ Planning in relation to community participation and involvement in community development projects; and
- ➢ Implementation in relation to success, completion and sustainability of community development projects.

For purposes of the study, evaluation of these two selected steps of project management (planning and implementation) in order to achieve successful community projects, will be measured against Phase One of the N2 Gateway Housing Project and the Bambanani Against Crime Project, both as government driven projects for the benefit of the Langa Township community, in partnership with various and relevant stakeholders.

1.5   KEY QUESTIONS PERTAINING TO THE RESEARCH

The questions that are contained in this study are:

- ➢ What are the causes of problems that lead to failure in community development-based project management?
- ➢ What generic problems do project managers' experience with these steps?
- ➢ How can use of these steps in Project Management (PM) safeguard/prevent failure in project delivery?
- ➢ Did the N2 Gateway (Phase 1) Housing Project meet its objective of housing a specific demographic area, as stated in N2 Gateway Project Accommodation Applications document (Cape Gateway, 2006)?
- ➢ Did the Bambanani Against Crime Project meet its objective of strengthening the relationship between South African Police Services, the community and the government departments?

1.6 HYPOTHESIS

According to the Concise Oxford Dictionary (1990: 582), a hypothesis is "a supposition made as a starting point for further investigation from known facts."

For the purposes of this research, the hypothesis is as follows: Communication, constant consultation and community involvement and participation are key elements of successfully completing government driven community projects. Community members are beneficiaries of government initiatives and, in this way; they will have a sense of ownership of the end-product.

1.7 OBJECTIVES OF THE STUDY

The aim of this research project was to visit the community of Langa (north, south, west, east and central Langa) to administer a questionnaire to ascertain the community's perceptions of the significance and impact of the Bambanani Against Crime Government initiative in their community.

This research also aims to visit the N2 Gateway (phase 1) Housing Settlement to ascertain via questionnaire, whether the demographics of residents that reside in the settlement do currently represent the intended recipients as stipulated by the City of Cape Town at the beginning stages of the project.

Another crucial aim of this study is to recommend measures that will improve the way planning and implementation of community development projects is done in order to ensure maximum effectiveness of the projects and utilisation of public funds and resources.

Finally, the research concludes by examining the success of developmental projects driven by the government in the community of Langa.

1.8   SIGNIFICANCE AND MOTIVATION FOR THE STUDY

The Langa community, like any other community included in the Bambanani Against Crime Project was directly involved in implementation of the project. The Bambanani Against Crime Project was largely dependent on citizens of the community for its implementation.

What is largely evident in the aforementioned project such as the N2 Gateway Housing Project, is that the community is not involved in the planning stage in terms of community involvement by the benefactors of the programme.

The N2 Gateway Housing Project was intended for the people of Langa, Nyanga, Guguethu, Joe Slovo, Bonteheuwel and Bokmakierie (Cape Gateway, 2006). Only residents that reside in those areas were supposed to live there. Currently, residents of the above mentioned areas complain to the municipality that the N2 Gateway currently houses people that are not supposed to be housed on the premises.

The allocation of flats was intended to be a smooth process, as all apartments were meant to have been registered under the name of a particular recipient as opposed to what actually happened. Collection of keys to the apartments was supposed to be done at the offices of the City of Cape Town. Thereafter, families would move into their units at their own time. On the contrary, people haphazardly moved in, according to their own accord and preference, as they all felt that they were entitled to the residences.

Government project initiatives that are designed to improve the community's social (and otherwise) wellbeing should be respected by the communities. This form of respect comes in the form that communities take care of developmental resources that are provided to them by the government. What was experienced in the case of the N2 Gateway was firstly vandalism of premises during construction where individuals/groups of people took parts of materials that were already used in constructing premises for their own benefit, assumedly to refurbish their current places of residence.

These kinds of projects should show communities that the government is constantly trying to improve facilities that are available to the community, and should show the community that the government does regard housing development for communities as a priority.

With respect to the Bambanani project, although the main focus was on the Safer Festive Season campaign of the government, volunteers in the programme still resided in communities that they were recruited from for the Safer Festive Season campaign, and were also part of community policing forums that were established. The success of the Safer Festive Seasons programme should not have been done away with or forgotten during the course of the year. Members of the community policing forum did a commendable job during implementation of the Safer Festive Season project, which was evident from statistics of reduction that are as follows:

- ➤ 2003/2004 Safer Festive Season contact crimes reduced by 18%;
- ➤ 2004/2005 Safer Festive Season contact crimes stabilised by 2%; and
- ➤ 2005/2006 Safer Festive Season contact crimes reduced by 27%. (Western Cape Department of Community Safety, 2006: 2)

In a community that has enough activism to reduce crime during the festive season, it should be the same during the year, however, community policing forums seem to drop their guard during the course of the year, especially now that the Safer Festive/Summer Season projects have been discontinued.

Studies of this nature are beneficial in a number of ways. It is not always common sense what would be advantageous for all those who are involved. Although this study may not influence the world, it will provide evidence regarding the concept of communities that participate in their own development. The study shows that communities should be more active by taking responsibility for their own development.

Communities are the ones that rest with the sole power of turning projects like this into a success. One way is by making a positive contribution.

The community also stands to benefit from the research as the research will also deal with issues of sustainability of the community development projects initiated and implemented by government. The perception of sustainability seems to be different when studying the significance of sustainability from the view of the government, and sustainability from the view of the community. The two seem to have different expectations, as the community regards sustainability as a continuation of service provision by the government. Government regards sustainability as "the continuation of the benefits from a particular project" (Salga, 2004: 5), and makes it abundantly clear that sustainability is largely dependant on the community sustaining themselves from what was initiated by the government.

The research acts as an additional set of convincing evidence for government officials who are in positions of project management and service delivery regarding the effects of community participation on government-driven initiatives, which are meant to improve the wellbeing of communities. As time consuming as it may be (Jenkins, 1999: 439 & Wideman, 2001: 3), "community participation encourages sustainability of the projects long after implementation", as the community who was involved in planning and implementation, would be caretakers of the project's results and share them with as many members of the community.

1.9   RESEARCH DESIGN AND METHODOLOGY

Wideman (2005: 2) states that methodology and design is "a process that outlines all the steps and procedures to bring about the successful completion of a project". In the case of the research project, the design and methodology was designed in a way that would also bring maximum accuracy in the type of feedback received, therefore, ensuring an accurate project result. There are mainly two methodologies that will be utilised in the research. The first one is the quantitative method, which "refers to counts and measures of things" (Berg, 1995: 3).

The second one is the qualitative method. According to Poggenpoel and Myburgh (2005: 304), "qualitative research refers to a deep, holistic exploration and description of an identified phenomenon in the field."

The reason for use of the quantitative method is that when dealing with larger numbers of respondents, it becomes difficult to pay qualitative attention to individual respondents owing to time. The Quantitative research was conducted among community members who are recipients of the government's initiatives.

The qualitative method was utilised mainly when dealing with office bearers in government who were tasked with the delivery of these development projects. These amounted to fewer numbers compared to the community members, which allowed for more time to spend on the qualitative study.

The research methods that were selected rely on data collection tools such as a literature review, interviews, and lastly, a questionnaire.

1.9.1 Literature search

The research design comprises a literature review, which was formed by various types of sources. The sources that were consulted to construct the literature review included journal articles, relevant legislation, project reports and proposals. These sources were consulted to try and draw a parallel between this research and what is currently know about this research.

1.9.1.1 Normative criteria extracted from literature

According to Lyons and Smuts *et al.* (2001: 1236), community participation has become more and more important as a means of empowering the community and making physical improvements more sustainable.

In the above statement, Lyons and Smuts *et al.* (2001: 1233) move towards the notion that the community will receive specific services, and in the end they will decide if they want those services or improvements. In a case where improvements are in the form of a physical structure, the community should

take care of that structure and they will only do so if they were involved in the project from the outset.

Jenkins (1999: 444) emphasises that there is a great need for capacity-building and creation of space for on-going negotiation between the state, private and voluntary sectors, and civil society.

On the contrary, Wideman (2001: 3) states that "the very reason, which makes project management appropriate, namely the necessity to involve the community in the planning and implementation of the project, is at the same time its weakness."

Jenkins (1999: 438) mentions that a common trend among project management practitioners is to move away from Reconstruction and Development Programme (RDP) principles of people-centred development, as it is a costly and time consuming exercise that could also lead to unwanted disputes over minor preferences.

With either of these frameworks, emphasis on development in the country is based on sustainable development (Salga, 2004: 2), which places pressure on the government to deliver a better service under the principle of accelerated service delivery in addition to sustainability. Accelerating service delivery implies *speeding up* the roll-out process of the intentions made by the Government. The question that remains is, how can this be done effectively without weakening the effect of the service to communities to whom it was intended, and hence compromise sustainability.

According to Salga (2004: 5), "one of the main challenges to the acceleration of service delivery, is ensuring longer lasting effects and continuation of the efforts long after the service had been terminated."

Salga (2004: 5) disagrees with leaving the term *speeding up* as the sole definition of *acceleration,* which also refers to better and faster, and how best service delivery can *improve its performance.*

Government has all these goals to achieve and all the constraints that could prevent it from achieving these goals. Hence, it becomes imperative to find a way to ensure success in these projects.

According to Munns and Bjeirmi (1996: 81), "a project can be considered as the achievement of a specific objective, which involves a series of tasks and activities, which consume resources". Conversely, "Project Management can also be defined as the process of controlling the achievement of the project objectives". Wideman (2001: 1) states that, "the purpose of modern project management is to conduct a successful project."

Projects that are controllable through project management have a specific role of empowerment to play in the community. Schuftan (1996: 1) defines empowerment as "a phenomenon that entails the disempowerment of others, usually the current holders of power." This indicates that the holders of power relinquish some of the power that they gained by making the community dependent on them by giving them power, which will reduce dependency, since the community can then assist themselves.

1.9.2 Empirical survey

An empirical survey was conducted among community members of Langa Township who met the criteria described in the delimitation section (Paragraph 1.11 of Chapter One). The empirical survey covered two projects, which were implemented in the area of Langa, the N2 Gateway (phase 1) Housing Project and the Bambanani Against Crime Project (Safer Festive Season).

1.9.2.1 Questionnaire

According to McColl and Jacoby (2001: 2), "questionnaires are used to collect primary quantitative data". "The aim is to collect valid, reliable unbiased and non-discriminatory data from a representative sample of respondents" (McColl & Jacoby, 2001). According to PHS Management Training (2008: 6), there are seven types of questionnaires, namely:

- ➢ Dichotomous

- ➢ multiple choice;
- ➢ Importance;
- ➢ Bipolar;
- ➢ Likert;
- ➢ Rating scale 1 – 5; and
- ➢ Buying propensity.

For purposes of this research, the researcher utilised the likert questionnaire type. According to PHS Management Training (2008: 7), "this type of questionnaire assesses how strongly the respondent agrees or disagrees with a particular statement and can assist in determining feelings of the client to wards a particular issue".

Another type of questionnaire that was utilised is the dichotomous type. According to PHS Management Training (2008: 6), "this type of questionnaire is not too intrusive as it merely requires a yes or no response. It does not require the respondent to indicate the degree of the feeling".

1.9.2.2 Interviews

"Interviews provide in-depth information about a particular research issue or question. The information is not quantifiable and that is why interviews are often described as a qualitative research method" (Rider University, 2000).

According to Rider University (2000), there are mainly two types of interviews, namely:
- ➢ Structured interviews; and
- ➢ Unstructured interviews.

"Structured interviews are more rigid. They rely on a number of preset questions, which the researcher may not deviate from. Whereas, on the other hand, unstructured interviews are more free and the researcher may ask any question relating to the study" (Rider University, 2008).

The research makes use of a structured interview when meeting with the office bearers of government who are tasked with delivery of services and

implementation of projects. A reason for the structured model is to solicit a response, which is based on the understanding and knowledge of the respondent rather than on phrasing of the pattern of questioning, which may lead the respondent, and this will differ slightly in the case of an unstructured interview.

1.9.2.3 Literature review

Literature review, in the case of this research, assisted to find documents that address the need for the projects. According to the University of South Africa (2008), "a literature review concerns information retrieval, information processing and evaluation of information". A review of relevant literature was conducted as a literature review provides better insight of what was documented in policies and plans of the projects than what was reported in reports concerning the projects.

The documents that were consulted are relevant legislation that deal with implementation of community development projects in South Africa, as well as project reports and proposals.

1.9.3 Research approach

The researcher considered various research approaches to better produce results, which targeted the research problem mentioned in Paragraph 1.3 (of Chapter One). The researcher then decided on a structured questionnaire, as part of a quantitative approach, and structured interviews, as part of a qualitative approach.

1.9.3.1 Description of the research population

Sample 1

The first sample of respondents for the questionnaire on housing was selected from a population of residents of the N2 Gateway Housing Project. A total of 60 questionnaires was administered from units in the complex. The questionnaires aimed to reach 60 units and not merely 60 respondents within the units. Each unit would at least be represented by one respondent for the questionnaire.

Sample 2

The second sample responded to a questionnaire that dealt with Bambanani Against Crime and was selected among a population of Langa residents situated in eastern, western, southern, northern and central Langa. The population comprised a total of 75 respondents who were randomly selected in the five areas in Langa that are mentioned above. There were fifteen respondents in each of the sections in Langa.

Sample 3

The third sample was selected for a qualitative study and was selected because these persons are community leaders in Langa. A total of three qualitative interviews were conducted with Langa community leaders.

Sample 4

The fourth and last sample was selected among office bearers of government who had a role to play in the projects under evaluation (Bambanani Against Crime and N2 Gateway Housing). These interviewees were within management positions in their departments. Interviews were conducted with two officials from each of the two projects.

1.10   DEFINITION OF SELECTED CONCEPTS

The terms that follow are defined for the purpose of the reader to get a clear similar understanding as the understanding of these terms is pertinent to the research.

1.10.1 Human Development Index (HDI)

It is a normalised measure of life expectancy, literacy, educational attainment, and GDP per capita for countries worldwide (United Nations Development Programme, 2007).

1.10.2 Township

The term "township" refers to underdeveloped urban residential areas that were reserved for non-white citizens during apartheid to enable non-white

citizens to live near work areas that were designated for white citizens only. (South Africa Holiday, n.d).

1.10.3 Sustainable development

This refers to development that meets the needs of the present, without compromising the ability of future generations to meet their own needs (Pollution Issues, 2009).

1.10.4 Project

A project can be considered as achievement of a specific objective which involves a series of tasks and activities that consume resources (Munns & Bjeirmi, 1996: 81).

1.10.5 Project Management

Project management is the application of knowledge, skills, tools, and techniques to project activities to meet project requirements (Project Management Institute, 2000: 6).

1.10.6 Community

A community can be defined as something that has a sense of place, boundary or belonging (Green & Mercer, 2001: 1931).

1.10.7 Informal settlement

Informal settlements are unplanned settlements and areas where housing is not in compliance with current planning and building regulations; for example, unauthorized housing (Organisation for Economic Cooperation and Development, 2001).

1.10.8 Integrated Development Planning (IDP)

Development planning that is mindful of development priorities and sustainable development strategies (Salga, 2004: 7).

1.10.9 Best practice

It is an idea that asserts that there is a technique, method, process, activity, incentive or reward that is more effective at delivering a particular outcome than any other technique, method or process (International Agency for Economic Development, 2008).

1.10.10 Integrated human settlements

Integrated human settlement means that people must have access to all services within the area that they have settled in (KwaDukuza Municipality, 2007: 3).

1.11   DELIMITATION OF THE STUDY

The research was conducted in Langa, which is a township outside Cape Town in the province of the Western Cape. The research was conducted by way of a questionnaire which was aimed at community members of Langa, while interviews were aimed at community leaders in Langa and at office bearers in government who are responsible for the two sample projects that were evaluated.

The questionnaire was aimed at certain types of individuals who live in the township of Langa and who are identifiable with at least one of the following criteria:

> 18 years of age and above;
> Residency above 5 years;
> Home owner (or part of home owner); and
> Living with immediate family, whilst complying the first and second criterion.

The interviews that were conducted in Langa were delimited in terms of the following criteria:

> Individuals in a leadership position in the community; and
> Residency above 8 years.

Lastly, interviews that were conducted with office bearers were delimited in terms of the following criteria:

➢ Work in a project management related position.

1.12   ORGANISATION OF THE STUDY

Chapter One

Chapter One is concerned with a general introduction to the study. It outlines a background of the research problem and the problem as a whole. The chapter also outlines the sub-problems, hypothesis, research objectives as well as research design and methodology.

Chapter Two

Chapter Two considers various literature on the subject of community development from a national and international perspective.

Chapter Three

Chapter Three deals with a theoretical framework of the study. The chapter also details the empirical survey and how the researcher collected data for purposes of this research. Processing of the data is also covered in this chapter.

Chapter Four

Chapter Four describes the statement, interpretation and articulation of the findings, which were retrieved by various forms of data collection. The chapter also contains analysis of this data and synthesis thereof.

Chapter Five

Chapter Five articulates conclusions that are made from the empirical-study/study-findings, as well as recommendations, which are based on the findings, analysis and conclusions of the study.

1.13 SUMMARY

The research study centres on two major factors that affect communities of the Western Cape, and for purposes of this research the community is Langa township. According to a provision by the Constitution of the Republic of South Africa (1996), "all citizens are entitled to proper and adequate housing," as well as "safety and security".

The limitations of this study are clearly stated, as well as the methodology for this research. Chapter One briefly introduced what can be expected of the study and the ensuing chapters. The following chapter, Chapter two deals with literature that was reviewed for the study.

Chapter Two outlines literature that is imperative to interpretation of the findings. The literature also informs the study regarding what considerations should be made and what previous similar studies yielded.

Chapter two also takes a holistic look at South Africa and changes that the country has undergone owing to certain development initiatives and strategies, which were implemented to facilitate development and what this development has yielded.

CHAPTER 2

A THEORETICAL PERSPECTIVE FOR PROJECT INITIATION AND PLANNING STEPS FOR CRIME AND HOUSING PROJECTS IN LANGA TOWNSHIP

2.1   INTRODUCTION

The chapter deals with literature pertaining to the topic that was researched. There are various strategies that have been employed by government, provincially, nationally and internationally, to be able to achieve community development. This chapter considers these different strategies and what they mean for community development.

The researcher investigates these projects, as well as what influences they have to achieve maximum success or demise. Project management exists in several fields of work and study. The chapter examines at project management within a community development context and also makes a close study of the relationship between community development and project management.

Various researchers have written about the project management field, but it seems rare that they are referring directly to a community development sphere from a non-profit perspective. The chapter also discusses what is currently perceived in the project management field as project management.

Also, different steps are investigated that are followed in some of the different methodologies in order to be able to set a standard or point of departure for this research project.

This research chapter also ascertains whether there are differences in how the international community and national community view community development projects, specifically on a level of delivery strategies.

This chapter makes brief mention of problems that are currently faced by communities and challenges faced by the government with regard to delivering services and addressing these challenges. More emphasis however is placed on how the government developed strategies are intending on addressing these challenges.

These developmental strategies by government are viewed in light of what is legislated by national government. The national government, as the legislator plays a monitoring role to check compliance by lower spheres of government (Idasa, 2008).

This chapter also considers different role players in community development projects, as well as their responsibilities. Community development best practice is investigated as means to find principles, which should be adhered to when it comes to community development projects.

A brief look at South Africa's history with regard to policy and to development is also understood, as this has led to South Africa being in the state that it is in currently regarding the need for development initiatives, which are being investigated.

2.2   PROJECT MANAGEMENT DEFINED

Munns and Bjeirmi (1996: 81) state that there is a difference between the two terms '*project management*' and 'project', hence it is imperative to distinguish between the two.

According to Munns and Bjeirmi (1996: 81), "a 'project' can be considered as the achievement of a specific objective, which involves a series of tasks and activities which consume resources. On the other hand, Project Management can be defined as the process of controlling the achievement of the project objectives."

Project Management Institute (2000: 6) has the following definition for what Project Management is; project management is the application of knowledge, skills, tools, and techniques to project activities to meet project requirements.

Munns and Bjeirmi (1996: 81) and Project Management Institute (2000: 6) are in consensus regarding a definition of project management; they both acknowledge the fact that it is a process that controls the implementation process in order to achieve specific results, which are intended by the project.

As also stated by Wideman (2001: 1), project management is the process by which predetermined goals are achieved.

2.3   PROJECT MANAGEMENT CONTEXT

Wideman (2001: 1) states that: the purpose of modern project management is to conduct a successful project. It is imperative that there is consensus among readers of this research project regarding the meaning of project management in the context of this research, and the reason for this is varying fields in which project management exists, as well as different types of projects that readers may be accustomed to.

In the context of this research assignment, project management will be regarded as the process by which certain pre-determined objectives are achieved, as determined by authors cited above (Wideman, 2001: 1 & Munns and Bjeirmi,1996: 81).

However, the research does not only focus on the wide scope of project management. This research goes deeper into project management by investigating development of local communities through the use of project management.

Community-development project management is a term that refers to the same principles and intentions as defined by Wideman (2001: 1) concerning project management, although this time with intentions of improving the lives

of the community by empowering them. In a paper published by the United Nations, Schuftan (1996: 1) defines empowerment as a phenomenon that entails "the disempowerment of others, usually the current holders of power." This indicates that the holders of power relinquish some of the power that they gained by making the community dependent on them, by empowering the community, which then reduces dependency as the community can now do things for themselves.

The author goes on to state that:

> "Empowerment is not an outcome of a single event; it is a continuous process that enables people to understand, upgrade and use their capacity to better control and gain power over their own lives. It provides people with choices and the ability to choose, as well as to gain more control over resources they need to improve their condition. It expands the 'political space' within which Assessment-Analysis-Action processes operate in any community" (Schuftan, 1996: 1).

A matter that is of huge importance to this subject is service delivery. All these attempts by government are carried out under different contexts, or at least they should be, according to Schuftan (1996: 1), since development, empowerment and service delivery are all different. "Service delivery can be characterised as the approach to community development that addresses actions directly related to immediate causes of mal-development" (Schuftan, 1996: 1). This means that it is not meant to develop and improve to merely deliver a service that will rectify what has not been properly maintained and can be dilapidated if not maintained. Is this different to empowerment? Empowerment is concerned with giving a skill, power and opportunity as means to take decisions on developing one's well-being.

The project, which was evaluated for this study was scrutinised for evidence of capacity building, especially the Bambanani Against Crime initiative. "Capacity building can be characterised as the approach to community development that raises people's knowledge, awareness and skills to use their own capacity and that from available support systems to resolve the more underlying causes of mal-development" (Schuftan, 1996: 2).

The Bambanani Against Crime project objectives clearly stated that there had to be a degree of capacity building as the Community Policing Forum would be established and operated by the community. To a great extent this demanded that the community should be empowered and their knowledge, awareness and skills should be developed to ensure sustainability.

2.4   PROJECT MANAGEMENT PROCESS

There are of course various ways of executing an organisation's project intentions, which have been recorded by project managers and are geared towards the same objective, namely project success.

The Project Management Body of Knowledge (Project Management Institute, 2000: 30) states that the process in Project Management should be as follows:

- ➢ Initiation process;
- ➢ Planning process;
- ➢ Executing process;
- ➢ Controlling process; and
- ➢ Closing process.

The Project Management Institute (2000: 30) also goes on to state that the outcome of each phase becomes the input for another. This particular statement alludes to the notion that should one process be carried through without success, there may be defects, which show in the next process or stage.

There are, however, other cycles that have been coined by the project management environment to better suit that particular organisation or function. The common factor behind all these different processes followed in project management is the desire to complete projects with a successful result.

Idasa's (2008: 8) manual for Community Based Organisation Project Management outlines the process/cycle as follows:

- ➤ Concept;
- ➤ Development;
- ➤ Implementation; and
- ➤ Termination.

The training manual by Idasa (2008), which is similar to the Project Management Institute (Project Management Institute, 2000), indicates that each process leads to another, signifying that should there be discrepancies in one process, it will most probably affect the next. Think chain or linkage in these processes is indicated by a diagram of this nature.

Idasa (2008: 8) uses the following illustration to indicate the relationship between different stages in the cycle, which manages and implements a project.

FIGURE 2.1 PROJECT CYCLE
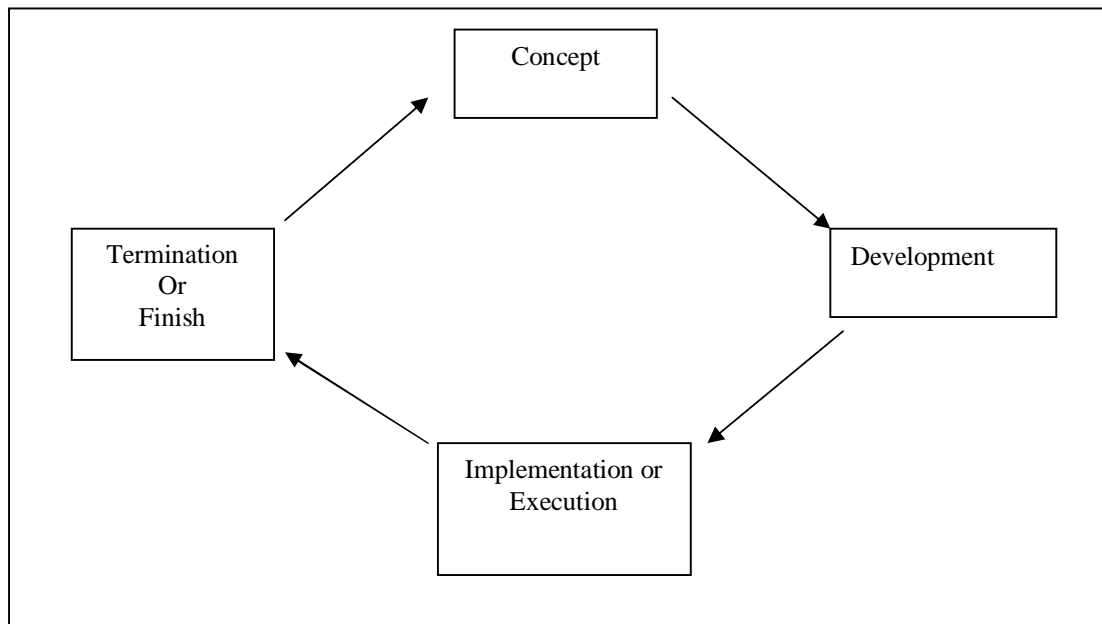
SOURCE: IDASA (2008: 8)

The main importance behind mentioning these processes in this chapter of the research is to clarify the similarities in the different processes, which are followed by project managers, although the base knowledge of what project management is and what process is followed for this particular research, were deduced from the Project Management Institute (2000: 30).

All these different processes are designed to achieve one objective, which is a positive outcome of the initial intention of the project, namely successful completion.

2.5   PROJECT MANAGEMENT PROCESS DETAILED

The project management process is comprehensive process and needs to be discussed in detail for its role in community development projects to be clearly visible .

2.5.1 Initiation process

The initiation process is the process, which formally authorises a new project, or that an existing project should continue into the next phase (Project Management Institute, 2000: 32).

As stated above, if initiation is the formal authorisation of a project, then this alludes to the fact that the project is dependent on proper authorisation by those in power.

According to Project Management Institute (2000: 53), some projects are not initiated before completion of the needs assessment and feasibility study.

From the above statements it can, therefore, be deduced that project initiation is a stage that confirms that the project has one way to go, which is forward, since all evaluations made have been to determine what the needs of the community are, and if the project is feasible or not, in terms of the organisational goals regarding community development.

2.5.2 Planning process

The planning process is prevalent in a project because of a number of reasons:

According to the Project Management Institute (2000: 32):

> *One of the reasons is that, generally, a project involves work or a process that has not been done before and thus means that there is no existing formula to ensure success of the intention. The planning process is somewhat ongoing as the project may change direction dependent on the factors affecting the project, i.e. budgeting and stakeholder needs.*

It can be deduced from the above that project planning is an activity that is of huge importance for the success of a project. Planning gives direction with regard to future failure or success. This planning is continuously shuffled to ensure that the project follows the promising direction, hence it is a continuous process.

2.5.3 Implementation/execution process

According to the Project Management Institute (2000: 35), "the implementation process is a process accompanied by several other activities. These activities are referred to as the facilitating processes".

It is clear from the nature of a project that one of the most crucial activities is the facilitating process. During implementation, there may be several factors that could derail the project from course. Therefore, it is of huge importance to establish measures that ensure that the project stays on course. This is what is meant by facilitating processes (continuous balancing, trying to keep the project on course).

Project Management Institute (2000: 35) outlines that the facilitation process involves functions such as:

> ➢ Quality assurance;
> ➢ Team development;
> ➢ Information distribution;
> ➢ Solicitation;

- ➢ Source selection; and
- ➢ Contract administration.

2.5.4 Controlling process

This step ensures that the project is refined or adjusted if changes occur. It ensures that the changes made are beneficial to the project (Idasa, 2008: 10). Changes that are necessary at this stage are determined from facilitation. Whatever was not successful in facilitation should most probably require changing in the controlling stage, hence vindicating the link between the different processes.

2.5.5 Closing process

The closing process is the finalisation of all activities of the project including closing administrative activities and contracts that are involved in the process. It includes generating, gathering and disseminating information to formalize closure of the project (Project Management Institute, 2000: 37). All the processes listed here have a purpose within project management, which ensure a curtain level of success in a project.

According to Wideman (2001: 1), the purpose of modern project management is to conduct a successful project. After reading the above statement, the matter of success and completion seems to come across as communicated separately, as if there may be completion without success, or success without completion. It is imperative to understand the difference between the words 'success' and 'completion' when it comes to project management.

Wideman's (2001: 1) theory on the above states the following:

> *In days gone by, the old axiom "On time, on budget" and (for the more advanced thinkers), "conformance to requirements", was deemed the mark of success. Yet the literature is rife with examples of projects that were either completed late or finished over budget, and were still considered successful.*

The researcher is hence able to deduce that project success is dependent on various factors. Completion alone no longer satisfies stakeholders, as a positive outcome of the intention may be weighed in several ways.

There are, as in any operation, risks that place the success and completion of a project at risk. Hence, it becomes the duty of the project manager to predict and counter these risks before they jeopardise the success of a project. These risks, if improperly or inadequately identified, could lead to the demise of the project without achieving success.

2.6   IDENTIFYING SELECTED STEPS

For the purpose of this research, it is imperative that the selected steps for achieving a successful community project should be identified. The researcher has identified steps of processes from the Project Management Institute (2000: 30) that have direct importance for all stakeholders of community development projects.

These steps are chosen on the basis that they have an ability to include all of the stakeholders regardless of their educational or financial background. The steps that have been selected are those between initiation and implementation, which are:

- ➢ Initiation;
- ➢ Planning; and
- ➢ Implementation.

"Community involvement is of huge importance in community development." The effects of such are mentioned by AusAid (2001: 1235) and Lyons and Smuts (2001: 1233) where they state that community needs are imperative in order to have a sense of ownership of the project.

2.7   SUSTAINABLE DEVELOPMENT

Sustainability demands a great deal from implementers of the project. It is not merely about teaching the community and then leaving them to do on their own. Muslow, Fitzgerald and McLennan (1997: 4) cited by Wint (2002: 86) suggests that "sustainable development can be seen as being concerned with improving the overall quality of life, as well as satisfying human needs".

In a citation by Wint (2002: 86), it is mentioned that "sustainable development has a great potential for reviving the idea of development as a multi faceted, long term and intergenerational problem".

Wint (2002: 87) mentions that there has, over the past 15 years, been an emphasis that acknowledges that community development has been largely driven to success through community involvement and self-identification, as well as self-addressing of problems.

According to Wint (2002; 99), there are five components of sustainable community development:
  ➢ Economic self-reliance;
  ➢ Ecological sustainability;
  ➢ Community control;
  ➢ Meeting the needs of individuals; and
  ➢ Community culture.

The previous components are a crucial part of each project and should be instilled in the basis of all community projects as means to ensure sustainability. The two projects, namely Bambanani Against Crime and the N2 Gateway Housing Project (phase1) were evaluated, among other things, by using these five components of sustainable community development.

From literature that was surveyed, it became evident in the context of this research, there are two types of development strategies that have been used, while there are researchers that advocate for both. Wint (2002: 87) mentions

that over the past 15 years the literature has been largely vindicating for community-driven development. The literature has also indicated that the other type of development is government-driven development, which Babajanian (2005: 450) terms as top-down development.

2.8   INTERNATIONAL COMMUNITY- DEVELOPMENT CONTEXT

Internationally, community development is not that different than in South African. Matyu (2003: 5) states that "the United Nations (UN) is to use a South African community development model focused on developing the underprivileged". All that is evident is that it is operated by major community development agencies such as the UN, which has an overall monitoring role. The one commonality between the national context and international context is the existence of the need for sustainable development.

The international community, similarly to South Africa, experiences the same difficulties of delay when it comes to development of its population. Njobeni (2004: 3) states that "the international community is struggling to fulfil some of the sustainable development commitments made at the World Summit on sustainable development in 2002" (Njobeni, 2004: 3).

From the above it is evident that international bodies that are in favour of development follow a developmental model, which is based on sustainable development. Sustainable development is an international concern as it ensures continuation of the service even once the project has been completed and implementation has taken place.

Delays that are of concern in any developmental programme are widely felt in an international context, as opposed to nationally. International development agencies are placed in a situation of deferring need by communities that they serve to such an extent that it makes the problem larger than when viewed in a national context.

Njobeni (2004: 3) argues that "by the year 2020 half-billion world citizens could join the ranks of people living in improper housing, commonly referred to as slums to add to the current 900 million citizens of the world living in those conditions".

However, development is not impossible. At this summit, South Africa was quoted as "having delivered safer drinking water to about 9-mllion citizens from 1994" (Njobeni, 2004: 3). With development of such a high magnitude as carried out by development agencies such as the UN, there clearly are financial aspects that should be addressed regarding this development. The international community development context is driven by larger community development agencies such as the United Nations.

The World Bank is one of the biggest driving forces for development within an international context. According to O'Keefe (2000: 173), "the World bank continues to be the largest multilateral funder of health care projects, currently amounting 13.5 Billion (USD) in 1996 prices".

Mansuri and Rao (2004: 1) state that "community based (and driven) development projects have become an important form of development assistance, with the World Bank's portfolio alone approximately 7 billion dollars".

Stiglitz (1998: 5), a Chief Economist and Senior Vice President at the World Bank, acknowledges that "development is largely based on money. The higher the Gross Domestic Product (GDP) of a particular country, to some extent, the better the living conditions of citizens of that particular country." However, this does not mean that development has been realised. Stiglitz (1998: 1) emphasises that "development should not be placed on price stability; rather it should be on economic stability".

The United Nations (2006: xii) mentions that "helping the poor become more integrated into the fabric of urban society is the only long- lasting and sustainable solution to the growing urbanisation of poverty". There cannot be

any denying the fact that a total of 13 percent of residents in the City of Cape Town live in informal housing as a result of poverty, which is a result of the previous government prior to 1994 (Salga, 2004: 3).

Therefore, the UN and the City of Cape Town are alluding to the fact that these informal settlements should be integrated as part of the diverse population and guided in terms of growth rather than controlled as a plague, considering that they will always be there and continue to grow. "The key elements of a successful development strategy are ownership and participation" (Stiglitz, 1998: 7). The latter vindicates similarities between the South African community development context and that of the global arena.

2.8.1 PUBLIC PRIVATE PARTNERSHIPS (PPPs)

"PPPs open up the possibility for the provision of public sector services not only to come exclusively from organisations owned and controlled by the public sector, but also from public and private sector partnerships" (Broadbent & Laughlin, 2003: 332). Public Private Partnerships in countries such as the United Kingdom are based on the same principles as in South Africa, which is alleviation of the strain on government to perform better, faster, alone (Spackman, 2002: 284). "The experience of this PPP's has been implemented in the form of contracting out to the private sector function like catering, cleaning and refuse removal amongst others" (Spackman, 2002: 284).

PPPs have been beneficial by relieving constraints in terms of privately financed initiatives where private companies finance projects that they implement. A disadvantage, however, according to Spackman (2002: 285), is that these deals tend to become costly in the end.

Based on Broadbent *et al.* (2003: 334) and Spackman (2002: 284), it seems the United Kingdom implemented PPPs to relieve pressure and demand of service delivery. These partnerships were beneficial to the state as they could focus on other operations and, at the same time, ensure that basic services and needs of the country are met.

2.9   NATIONAL COMMUNITY- DEVELOPMENT CONTEXT

The Constitution of South Africa (1996) articulates a vision of a developmental local government, where one of the objects of local government is to "ensure the provision of services to communities in a sustainable manner". Local government has the mandate to deliver services for all.

The White Paper on Local Government (South Africa, 1998: 8) identifies the "provision of household infrastructure and services" as one of the developmental outcomes of local government. Good basic services are also a constitutional right of all people. Whilst progress has been made over the past 10 years, there is still a long way to go before all people have access to basic services - the challenge now is to accelerate service delivery.

The South African Constitution of 1996 has been hailed as one of the most progressive constitutions in the world. This is because it contains features such as the Bill of Rights. It has presented those in power and those in politics charged with the role of transformation with a large amount of challenges" (Pillay, 2001: 747).

Plans for all these developmental programmes are, in several cases, complete. It is owing to the nature of South Africa's democracy that this development is hindered or slowed down. South Africa is a developing state and, in sevaral cases, this development does not move concurrently between all provinces and different areas in the provinces.

As mentioned above by the South African Local Government Association (2004: 2), the aim at this stage is to accelerate this development or service delivery.

The South African Local Government Association (Salga, 2004: 18) states that "the countries new-found democracy led to a development of new systems and administrative procedures, which had to be in line with legislative requirements of the national government. It is these systems and procedures

that in the end causes a backlog in service delivery processes where municipalities find themselves lacking powers and decision making abilities to fulfil their role as stipulated in the constitution".

These procedures that were established by government are all an attempt to improve service delivery. Hence, they have created a bureaucracy that makes it difficult, in some cases, to implement decisions without wasting time.

2.9.1 South Africa's history of development

It is important to understand that development in South Africa is not new to the democratically elected government. From the literature, it is evident that development was implemented for and on behalf of a select few. Along with any government there are policies that govern implementation of development projects.

Parnell (1998) cited in Cashdan (nd: 2), states: "Apartheid municipalities played a critical role in enforcing segregation by dispossessing and impoverishing the Black communities via forced removals, land expropriation, discriminatory housing, and located them on poor land far from jobs." Cashdan (n.d: 2) outlines one of the root causes for communities concerned with this research to have ended up in the situation that they currently face concerning housing, poverty and other related matters. These communities are all communities that are predominantly Black. The areas they are located in are exactly what Cashdan (n.d: 2) refers to; outside of the city centre where they cannot get work. It is not as far for the Langa community to get to the city centre, compared to areas such as Khayelitsha, which can be described as having the same demographics as Langa. Langa is approximately ten kilometres from the city centre, but for Khayelitsha there is a distance of approximately thirty kilometres.

This distance that Cashdan (n.d; 2) refers to is what makes it difficult in several cases to find employment and, therefore, communities are trapped in a continuous cycle of poverty that leads to unconducive means of living and

ultimately culminates in crime for survival, which is the crux of this research, namely housing conditions and safety within the Langa community.

Mawson (2002: 921) states that "since 1994, Dr Nelson R Mandela and (since 1999) Thabo Mbeki have been trying to redress the imbalances of the past government". The balances referred to here are the same balances that Cashdan (n.d: 2), refers to. It is these imbalances that have seen the community concerned in dire need of services that are poorly provided.

Mawson (2002: 921) cites The Economist and Letter, who state that in 1993 South Africa had a Human Development Index (HDI) of:

- ➢ Whites -   0.901;
- ➢ Indians -   0.836;
- ➢ Coloureds - 0.663; and
- ➢ African -   0.5.

The HDI, pertaining to Whites, was not all that different to Western European countries and that of the Black population comparable to countries such as New Guinea and Cameroon (Mawson, 2002: 922), where black people were recorded as the lowest.

In 1996, 2 years after election of the democratic government, the HDI was reported by the Health Systems Trust (2001) as follows:

- ➢ Whites -   0.858;
- ➢ Indians -   0.778;
- ➢ Coloureds - 0.698; and
- ➢ African -   0.630.

This shows a dramatic improvement in the HDI of Black communities and implies a sense of redress for imbalances of the previous non-democratically elected government.

As evidence of this segregation and poor HDI, Mawson (2002: 922) states that the regions that were predominantly reserved for Black people were

officially recorded as the poorest areas in 1996. Mawson (2002: 922) also makes specific reference to the Eastern Cape province as it was largely reserved for Black communities, while a large section of that area comprise rural homelands of Transkei and Ciskei.

As mentioned before by Mawson (2002: 921), the democratically elected government has attempted to redress imbalances of the past. Cashdan (n.d) states that before delving into any matter concerning local government and development in South Africa, it is important to understand the environment in which they now currently operate. The ten key aspects are detailed below:

➢ A history of discrimination;
➢ Worsening poverty and inequality;
➢ Geographic segregation;
➢ Rising unemployment;
➢ Service backlogs;
➢ Persistent non-payment;
➢ Popular dissatisfaction;
➢ Financial crisis;
➢ Pressure from business; and
➢ Restructuring.

These ten key aspects listed above directly affect this research because the reader should be fully aware of the environment in which local government functions and that it is directly trying to affect change in respect of one or some of the above mentioned aspects. The role of local government is discussed in detail in this chapter along with other spheres of government.

According to the White Paper on Local Government (South Africa, 1998), there are four developmental approaches contained in the White Paper on Local Government: integrated development planning, service delivery, local economic development and democratisation.

These approaches form guidelines for what was considered as development planning in South Africa, and are instrumental in providing a picture of what development planning should entail in terms of considerations.

2.9.2 Role players in community development projects

2.9.2.1 Government

Understanding the South African governance system is a not an easy task. "This is because South Africa has a multi faceted governance system that comprises of three different spheres" (Idasa, 2004). Although highly similar, in several cases, they come across as doing the same thing or duplicating positions, whilst operating at three different levels, and hence should be viewed separately.

National Government

"This sphere of government is recognised as the legislator. Laws and policies are passed by national government for the better operation and uniformity for the two lower spheres of government" Idasa (2004). This sphere of government can simply be termed as the law maker. It ensures that all other spheres act in a uniform manner especially in matters of national concern. "National government does not only ensure uniformity, but takes certain matters into action. These are matters of national security, home affairs and education curriculum, amongst others (Idasa, 2004).

Provincial Government

According to Idasa (2004), "this sphere of government has the primary responsibility for social service delivery. Provincial governments have the task of planning, budgeting for and implementing programmes to deliver a broad range of services directly to their population." In other words, they plan developmental activities and implement them in their communities whereas the national sphere considers at the broader picture by trying to ensure uniformity at a national level.

Local Government (Municipalities)

Local government is responsible for delivery of basic services such as water, electricity and sanitation services. Local government is also responsible for a variety of municipal functions and some may be shared with provincial government, for instance, municipal planning, budgeting relations, and municipal public transport amongst others (Idasa, 2004).

2.9.2.2 Community

Lyons and Smuts (2001: 1235) and Jenkins (1999: 444) are all in agreement that when it comes to community members taking part in their own development, there are great benefits that can be gained. This is especially true when they emphasise the high quality of results that can be yielded from their involvement.

2.9.2.3 Community development agencies and NGOs

According to Idasa (2004), "community development agencies or NGO are independent bodies which in many cases have an unbiased interest in the operation of government. "These are bodies that have no affiliation with government, but have an interest in how government operates. The field of interest may vary as some are interested in issues such as human rights, animal rights and community development, amongst other things.

"These agencies play a role characterised by dualism, as they forge and maintain relationships with the state and pressure the state to be more accountable on the one hand, and then, on the other, encouraging the state to implement more developmental programmes" (Idasa, 2004).

2.9.3 Challenges faced by role players

Local municipalities, especially those in rural areas, lack capacity to address their challenges. As mentioned before, this challenge manifests after the legislative guidelines that ensure that municipalities operate as a uniform structure by trying to stay within the guidelines, which result in limiting power and capacity that municipalities have to address their own needs.

National government is the legislative sphere and provides guidelines on how all other spheres should operate, and it is this uniformity that limits decision making capabilities, which result in local municipalities having to verify compliance prior to each decision, and this can be time consuming.

2.10 RELATIONSHIP BETWEEN COMMUNITY DEVELOPMENT AND PROJECT MANAGEMENT

A definition of community development can be cited from Muslow, Fitzgerald and McLennan (1997:4) in a citation by Wint (2002: 86) where they talk about sustainable development. They mention that sustainable development can be defined as an "overall improvement of the quality of life". The definition by Muslow, Fitzgerald and McLennan (1997:4) in a citation by Wint (2002: 86) concerns development, and sustainability is another factor, which describes this development.

Therefore, community development can, in the case of this research, be taken as overall development of the quality of life in a community. This development of life is implemented by government through different projects that are either the initiative of the Government, or an initiative of any relevant stakeholder that seeks to develop the overall quality of their chosen community.

Project management, according to Munns and Bjeirmi (1996: 81), can be defined as a " process of controlling the achievements of project objectives".

Therefore, the relationship begins to appear, based on the two definitions; it is possible to see that the relationship between the two exists when project management controls the achievement of project goals that intend on improving the overall quality of the lives of communities.

The achievements of government to improve the lives of communities is controlled and managed through a process of project management. Hence, it is imperative in the context of this research to deal with project management

as a process, and community development as a goal, as the two seemingly go hand-in-hand.

2.11 COMMUNITY DEVELOPMENT BEST PRACTICE

The Australian Agency for International Development (AusAID, 2001: 12) summarises a series of presentations in the above mentioned publication that deals with issues of community development best practice. The presentations pointed out that there are six main components to community development best practice, which are as follows:

➢ Sound project design and management;
➢ Strong people's participation;
➢ Sustainability and replicability;
➢ Innovation;
➢ Environmental friendliness; and
➢ Gender parity.

From the above mentioned six components, there are also other visible factors involved with community development that are dealt with in this chapter, namely sustainable development, community participation and project design and management.

2.12 CURRENT STATUS ON COMMUNITY DEVELOPMENT

South Africa is undergoing various challenges with regard to development. These challenges are what community development initiatives such as Bambanani and N2 Gateway Housing are trying to redress.

2.12.1 Housing problems

The housing problem in South Africa is amongst a series of problems that were meant to be addressed by the country's democratically elected government of 1994. It is not the purpose of this research to comment on how the government has progressed in rectifying the past's so called unjust ways of the previous government.

Housing in South Africa still faces a number of challenges. However, Salga (2004: 18) states that the government has expressed pride and satisfaction in this regard by stating that "our housing programme has resulted in the delivery of more houses in a shorter period than in any other country in the world".

The above statement expresses a great deal of satisfaction in performance and touches on the aspect of accelerated service delivery intentions that are being met. This cannot go unnoticed the other problems regarding housing in the country should be addressed. As mentioned by Salga (2004:18-21), the following are a number of problems that should be dealt with by the housing authorities:

➢ Increasing housing backlog;
➢ The nature of housing delivery and its impact;
➢ Non-availability of suitable land;
➢ Lack of guidance on how to deliver better and faster;
➢ The need to improve living conditions in the short term;
➢ The need for different housing option;
➢ The efficiency of land use and integrated development; and
➢ Targets for eradication of informal settlements.

FIGURE 2.2. INFORMAL DWELLING COUNT FOR CAPE TOWN
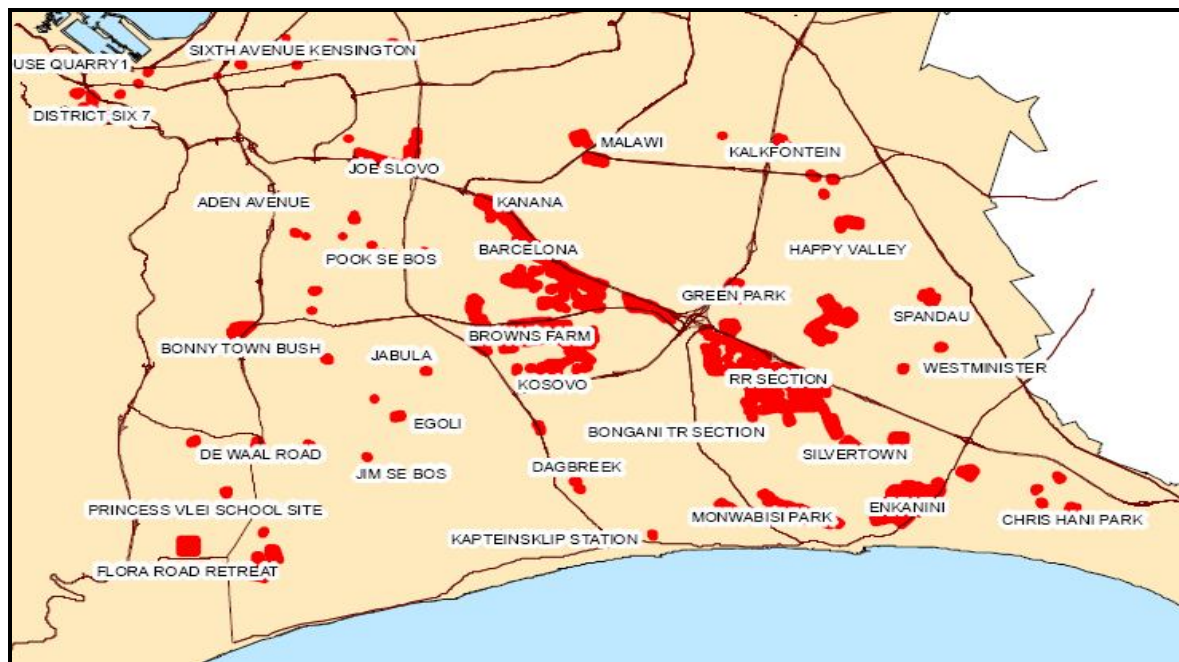
SOURCE: CITY OF CAPE TOWN (2006)

The number of shacks in Cape Town in 1993 totalled 28 300, according to the City of Cape Town (2006: 5), while in 1996 the number increased to 59 854 shacks. By 2005 the number had more than tripled (City of Cape Town, 2006: 5).

The graph below (City of Cape Town, 2006: 5) shows a growing number of informal settlements in the City of Cape Town from 1993 to 2005.

FIGURE 2.3 INFORMAL DWELLING COUNT
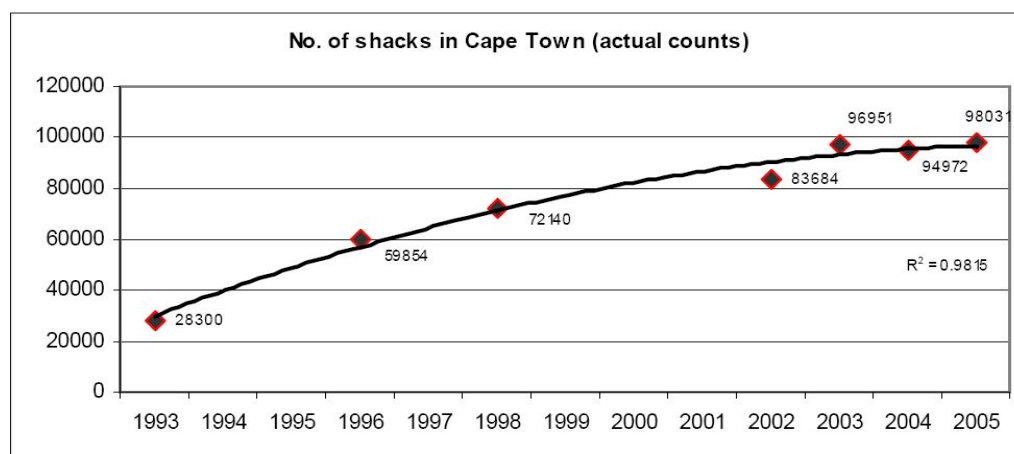
SOURCE: CITY OF CAPE TOWN (2006: 5)

The City of Cape Town (2006:8) estimates that there are around 400 000 people who are affected by the housing problem within the City, which makes up a total of 13% of the residents in the City of Cape Town.

The City of Cape Town (2006: 8) cites Abbot and Douglas (2000) alluding to the fact that "informal settlements need to be integrated into cities of South Africa", and the only way this can be made possible is by:

➢ Accepting that informal settlements are an integral part of the urban environment and that they will continue to grow;

➢ Understanding the growth dynamic of these informal settlements; and

➢ Moving from a policy of control to a policy that guides the growth of informal settlements.

According to the City of Cape Town, the National Department of Housing and the Western Cape Department of Housing (2001: 1), "in 2001, 1.4 million households lived in free standing informal settlements, while 460 000 lived backyard shacks". This shows the extent of intervention that is still required from office bearers with regard to the housing problem

2.12.2 Housing interventions

There have been certain housing interventions by the City of Cape Town with regard to the Housing Problem. The N2 Gateway Housing Project is one of these housing interventions by government.

The Department of Housing's renewed commitment to sustainable and integrated human settlement development emphases the following:

➢ *Identifying and acquiring land for housing in more central parts of towns and cities to achieve integration;*

➢ *Directly addressing the needs of people staying in informal settlements;*

➢ *Building medium density houses (walk up flats);*

➢ *Ensuring the upgrading of existing neighbourhoods and building new ones with social and commercial facilities;*

➢ *Planning settlements to prevent urban sprawl and maximise environmental efficiency;*

➢ *Become more directly involved in interventions; and*

> *Improve housing sector through negotiated participation of the construction and financial sectors.*

(City of Cape Town, National Department of Housing and the Western Cape Department of Housing, 2001: 1).

The above commitment shows characteristics of various strategies of community development from a national perspective to an international perspective. The commitment has characteristics of best practice, as outlined by AusAID (2001: 12). This outlines the importance of environmental impact and those of integrated development planning, which implies the integration of communities, as well as the United Nations' (2006: 21) Millennium Development Goals.

The N2 Gateway Housing Project, in its entirety, was supposed to service the people of "Bokmakierie, Bonteheuwel, Gugulethu, Joe Slovo, Langa and the people of Nyanga" (City of Cape Town, 2006: 1).

The communities mentioned in the latter statement can be seen in Figure 2.2 as forming a large part of informal settlements along the N2 highway and stretching past the airport.

The problem of informal settlements along the N2 Highway is one of the problems that the N2 Gateway Housing projects sought to address. (City of Cape Town, the National Department of Housing and the Western Cape Department of Housing, 2001: 2).

The areas that were prioritised in this development include areas adjacent to the N2 between the Bhunga Avenue Interchange near Langa and the Borchards Quarry Interchange near Nyanga, which are known as Joe Slovo, New Rest, Kanana, Barcelona and Europe/Vukuzenzele (City of Cape Town, the National Department of Housing and the Western Cape Department of Housing, 2001: 2).

Also, according to the City of Cape Town, the National Department of Housing and the Western Cape Department of Housing (2001: 2), among other reasons for this prioritization is the fact that "these areas suffer acute shelter and income poverty. Unemployment is three times higher than any other place in the Western Cape".

This intervention intended to ground the city's principle of the Integrated Development Plan (IDP) that addressed the following:
  ➢ Informal settlement upgrade;
  ➢ New subsidized housing interventions;
  ➢ Community empowerment and development;
  ➢ Job creation;
  ➢ Entrepreneurship development;
  ➢ Good governance; and
  ➢ Environmental management.

2.12.3 Safety and Security Problems

Crime in the Western Cape is at its highest considering that the areas around the study sample are quoted to have the highest murder statistics (City of Cape Town, 2008). This is coupled with the fact that the City of Cape Town (2008) published a report, which states that households that have experienced crime in the past 12 months, revealed the following information about the types of crimes that they experienced:
  ➢ Things stolen -   19.4 %;
  ➢ Harassed or threatened -   5.8 %;
  ➢ Sexually molested -   0.4 %;
  ➢ Beaten up or hurt -   2.6 %; and
  ➢ Murder -   0.5 %.

The following graph shows violent-crime levels in Cape Town versus national crime levels in 2005/2006:

FIGURE 2.4 VIOLENT CRIME RATE
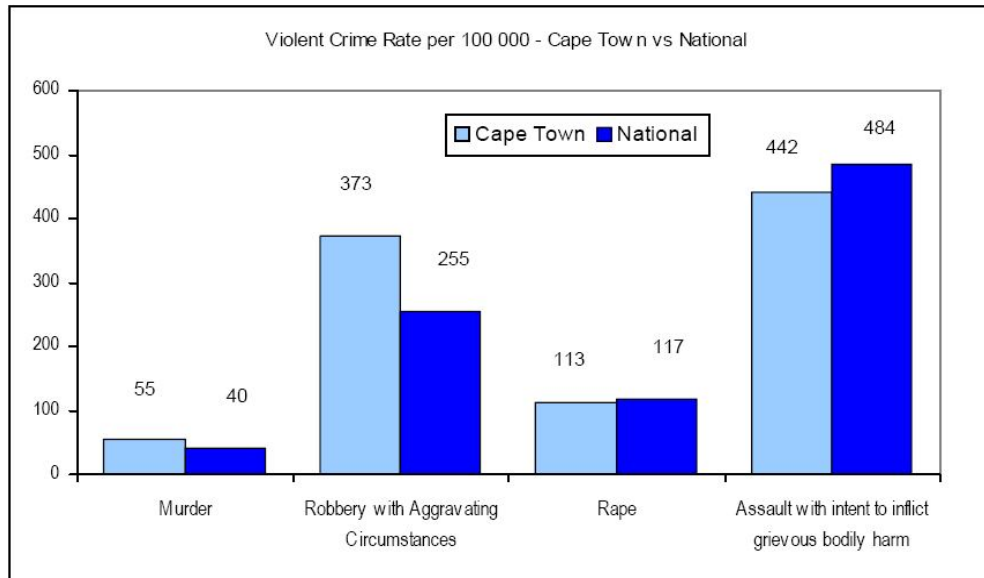
SOURCE: CITY OF CAPE TOWN (2007)

As is evident in the above graph, Cape Town has a higher crime rate when compared to national figures. This alone poses a threat of a non secure environment.

Statistics reflected in Figure 2.6 were collated from a report by the City of Cape Town (2007) that shows different crimes and where they were largely reported.

According to Figure 2.6, 3.6% of murders reported in Cape Town came from Langa and 2.2% of the rape cases in the City came from Langa, as well during 2005/6.

FIGURE 2.5 CRIME REPORT (LANGA)
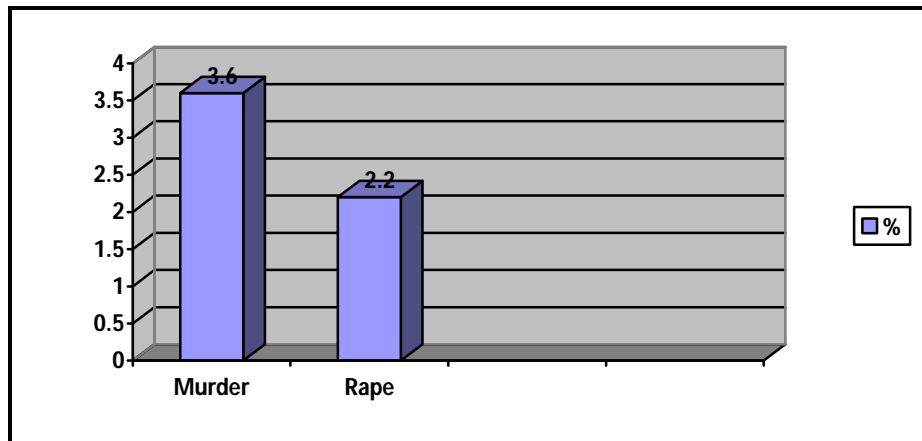
SOURCE: CITY OF CAPE TOWN (2007)

2.12.4 Safety and security interventions

In a report, which was collated by the City of Cape Town on crime statistics in the City, the following recommendations were made (amongst others):

➢ Implementing community and youth development programmes;
➢ Focusing equally on crime prevention in affluent as well as less affluent areas;
➢ Implanting the principles of crime reduction by environmental design; and
➢ Expanding the Closed Circuit Television (CCTV) network

(City of Cape Town, 2007: 18).

These recommendations deal with a variety of issues including a concern for housing. This is possibly because, as was mentioned before the housing strategy has a lot to do with crime levels, which is why the city's housing programme is designed with consideration of crime prevention.

The N2 Gateway Housing Project was deliberately intended to be a medium density settlement considering that a high density has negative effects on the

environment and on the safety and security of occupants of that housing settlement.

The Bambanani Against Crime Project is a direct intervention for the above mentioned problems, with its main focus being "creating awareness of crime and bringing crime down over the festive season" (Department of Community Safety, 2006: 2).

From an intervention perspective, the main aim was the reduction of crime. The Bambanani Project also showed an ambitious side of the aims of the project, which, amongst other things, set out to improve the community's perspective with regard to the Government and community's relationship. The project set to create a relationship between the community, police and Government departments.

It is this relationship that is targeted by this research. As was mentioned in the aims of the research, it is to determine the view of the community with regard to interventions by the government and to find out whether perceptions of the community have been altered in terms of what government intended.

The Safer Festive Season campaign was another intervention, which was launched by the Government from 2003 to 2006 during festive seasons. The main aim of this intervention was to reduce crime during the festive season. This intervention from Government had a visible impact on crime. The Department of Community Safety (2006: 2) states that:

  ➢ Contact crimes were reduced by 27 %;
  ➢ 10 missing children were found;
  ➢ Road fatalities were reduced by 8 %;
  ➢ 4560 volunteers were deployed; and
  ➢ 450 Bambanani volunteers were deployed in shibeens.

In its entirety, as stated by the Western Cape Department of Community Safety (2006: 2), the Bambanani Against Crime (Safer Festive Season) project sought to address the following areas in its implementation:

> ➢ Community development against crime;
> ➢ Depopularisation of Gangs and drugs;
> ➢ Safety on trains;
> ➢ Arrive Alive;
> ➢ Safety on Beeches;
> ➢ Safety of Women and Children;
> ➢ Special neighborhood deployment;
> ➢ Liquor control; and
> ➢ Safety on farms.

2.13 DEVELOPMENT TOOLS AND POLICY

The democratically elected South African government of 1994 was charged with the redress of political and developmental imbalances that existed in the country prior to the 1994 and during the apartheid era (Salga, 2004: 15).

2.13.1 Integrated Development Planning (IDP)

The main purpose of integrated development planning is to ensure that development planning is based on service provision priorities, and is properly integrated with development initiatives that are sustainable in the longer term (Salga, 2004: 7).

Mawson (2002: 923) states that:

> *The fragmented planning was recognised since the late 1980's by government officials in South Africa. By 1995, evidence of integrated development planning had emerged as a distinct approach to planning and was being promoted by the Reconstruction and Development Programme (RDP) office and the Intergovernmental Forum for Effective Planning and Development (FEPD). At that time RDP was conceived as a tool to support the coordinated delivery of reconstruction and development by national and provincial government departments.*

What becomes evident from the above is that South Africa has established mechanisms to implement planned development strategies. It happens in some cases where these initiatives are hindered by the very same measures that were meant to ensure that they succeed (Salga, 2004: 7).

This is evident in the case of local government as the implementer lacking the capacity to take decisions on matters that affect it at its sphere of government, which is a result of the fact that higher spheres of government are trying to ensure a certain level of uniformity by ensuring that all major decisions concerning local municipalities and provincial government are verified for compliance with relevant legislation which was set by national government.

2.13.2 Accelerated service delivery

According to the Constitution (South Africa, 1996: 1255), "everyone has the right to adequate housing and social security and an environment that is not harmful to their health or well being". Hence, the state has a responsibility to provide each one of the two rights and those that are not mentioned such as food and water, amongst others. This places the onus on various interest groups to ensure and place pressure on government to deliver. The insinuation is that there are other role players in the service delivery field that should monitor whether implementers are doing a commendable job, which possesses qualities of sustainable development.

The White Paper on South African Local Government (National Treasury, 1998) makes it clear that it "endorses public investment in infrastructure." It is this infrastructure that will benefit the lives of South African citizens. "Despite the progress the country has made over the last ten years, we are still facing extraordinary challenges when it comes to service delivery such as water supply and housing amongst others" (Salga, 2004: 10).

The Concise Oxford Dictionary (1990: 7) defines the word accelerate as: "move or cause to move or happen more quickly", therefore, the term accelerated service delivery means or corresponds with a service that is provided speedily and vigorously.

This does not only mean that services are provided speedily, but has great deal to do with the quality of service that is provided. This is a result of the sustainability that the government keeps intending on instilling in their services. If government was as reckless as to provide a service without instilling or at least intending the service to be sustainable, the, it would be a clear violation of the integrated development planning principle and service priorities that local municipalities are supposed to abide by when implementing these developmental projects.

2.14 KEY CHALLENGES TO ACCELERATING SERVICE DELIVERY

According to Salga (2004:5), "one of the main challenges to the acceleration of service delivery is ensuring longer lasting effects and continuation of the efforts long after the service had been terminated". In this statement Salga (2004) raises the question of sustainable development, which is discussed in detail in this chapter.

Accelerating service delivery implies *speeding up* the roll-out process of the governments intentions. The question that remains is how can this be done effectively without weakening the effect of the service to communities to whom it was intended, without compromising sustainability?

Salga (2004: 5) disagrees with leaving the term *speeding up* as the sole definition of *acceleration,* since acceleration also refers to better and faster, and how best service delivery can *improve its performance.*

2.15 COMMUNITY PARTICIPATION AND INVOLVEMENT

According to Lyons and Smuts (2001: 1233), community participation has become more and more important as a means of empowering the community and making physical improvements more sustainable.

In the above statement, Lyons and Smuts (2001) move towards a notion that the community will receive specific services and, in the end, they will decide if

they want those services or improvements. In a case where the improvements are in the form of a physical structure, the community will have to take care of that structure and they will only do so if they were involved in the decision for it to be there.

Jenkins (1999: 444) emphasises that there is a great need for capacity-building and creation of space for on-going negotiation between the state, private and voluntary sectors, and civil society.

On the contrary, Wideman (2001: 3) states that "the very reason, which makes project management appropriate, namely the necessity to involve the community in the planning and implementation of the project, is at the same time its weakness".

Jenkins (1999: 438) mentions that the common trend among project management practitioners is to move away from Reconstruction and Development Programme (RDP) principles of people-centred development, as it is a costly and time consuming exercise that could also lead to unwanted disputes over minor preferences.

Although this research is not solely based on community involvement, it is imperative for the researcher to interrogate this matter as it could be a major determining factor regarding project success or failure. As discussed earlier, completion can be a matter of perspective on the part of the recipient.

2.15.1 Community Driven Development (CDD)

Since the mid 1990s, international aid agencies have advocated and supported various decentralised and participatory programmes as means to improve service delivery, empower the poor and enhance participation of local communities in their own development (Babajanian, 2005: 449).

This advocacy is what led to the CDD. According to Babajanian (2005: 449), "CDDs refer to the development interventions that provide local community

groups with resources and decision making responsibility in order to enable them to pursue their immediate priority needs".

As can be clearly seen from the above paragraphs, this developmental strategy has been around for at least the past fifteen years. It has seen several different researchers advocating for this developmental model. It gives communities the power to determine what is suitable for them, and also what is most relevant and urgent to them. This, in turn, might allow for better sustainability of different project intentions. This method/model could be called the bottom-up approach.

Any other approach, which is different in principle to the latter may, therefore, be labelled as a top-down approach. Some project management practitioners differ to the CDD type of approach as they state that "it is time consuming and utilises plenty of resources that could be better used to the benefit of the programme or project "(Jenkins, 1999: 438).

The theory by Jenkins (1999: 438) symbolises a top-down approach, since as all decisions regarding development are taken at the top by management and are implemented to communities without much consultation, if any. As seen in this discussion, there are benefits to both. The first one: bottom-up approach is more people-centred and meets the principles of the Reconstruction and Development Programme, as well as Batho Pele, which mainly focuss on people-centred development and a People First approach by identifying and bearing in mind that this should be considered as a priority, as well as satisfaction of communities or the outcome of the project (Lyons and Smuts 2001; 1248). The second: the top-down approach considers time, effort and resources spent in communication back and forth regarding deliberations with the community. It suggests that this model spends unnecessary resources in consultation, whereas these resources could have been utilised to strengthen the effects of the service that is delivered (Jenkins, 1999: 445).

2.16   CAUSES OF PROJECT FAILURE

Several researchers have written about project management. More emphasis is placed on researchers that write about reasons behind the failure and success of projects. A reason for this is to create a clear picture in the reader's mind as to what the scenario is like in the field.

Based on the understanding of this literature, it is then possible to deduce that there are differences between a project and project management. Due to the existence of the two, there is a possibility that they may be viewed separately, even in cases of failure. A clear distinction should to be determined between project failure and project management failure as the researcher intends to investigate both phenomena.

A project may fail as result of the way that it is managed, bearing in mind that a project may fail because of factors that are not related to management, but to circumstances that surround the project.

Phillips and Bothell *et al* (2002) cite the main reasons for project failure, which are listed below:
- ➢ Lack of common clear vision;
- ➢ Changing direction in mid project;
- ➢ Conflicting priorities;
- ➢ Unrealistic expectations;
- ➢ Not enough resource (time, money equipment, knowledge or expertise);
- ➢ Poor communication;
- ➢ Unmet customer expectations;
- ➢ Poor planning or no planning;
- ➢ No clear methodology;
- ➢ No clear understanding of what needs to be done (who is going to do it, by when, and at what price);
- ➢ Scope change;
- ➢ No buy-in and support from the key stake holders ; and

- ➢ Poor leadership.

These reasons listed above are intertwined somewhere within the steps of the Project Management Institute (2000: 30). Hence, this research investigates these steps and how they are implemented, with specific reference to factors that lead to the failure of community development projects.

An article in the International Journal of Project Management by Munns and Bjeirmi (1996; 82), states that some of the factors that contribute to the failure of project management are:

- ➢ Inadequate basis for project management;
- ➢ Wrong person as project manager;
- ➢ Top management unsupportive;
- ➢ Inadequately defined task;
- ➢ Lack of project management techniques;
- ➢ Management of techniques misused;
- ➢ Project close-down not planned; and
- ➢ Lack of commitment to project.

The two publications by the above sources (Munns and Bjeirmi, 1996 & Project Management Institute, 2000) seem to concur with regard to causes of failure in Project Management-driven projects. The sources seem to agree that the failures are, in several cases, related to:

- ➢ Poor management;
- ➢ Lack of commitment;
- ➢ No expertise;
- ➢ Undefined expectation; and
- ➢ Poor communication.

The above-mentioned aspects of a project seem to be more management related. Hence, this research specifically focuses on the above mentioned aspects of project management, and what effects the phenomena can have on a project. The factors, which are supposedly not management-related are worth probing to see whether they exist as a certainty, and to what extent they are responsible for failure.

Wideman (2001: 2) alludes to some cases where the project manager deals with such a large project that he/she is unable to keep an eye on developments of the project. He/she depends largely on status reports and telephone calls for updates. This is not often the best way to ensure success, as in some cases subordinates may omit certain details of the project.

Before one can delve into what causes the failure, there should to be an understanding of what failure in Project Management can manifest itself as. Wideman (2001: 3) states that several complaints are usually related to budget overruns, complaints relating to quality of the result. At times dissatisfaction with the product can be evidenced by the proliferation of disputes and litigation between the parties involved in the project.

The latter refers to completion of a project where the parties involved are no longer on good terms owing to circumstances that arose during the implementation of the project. This, in some cases, might be a contributing factor to community development projects' failure.
In a situation where the community is not involved in the dispute, the project may still be considered a success as the community may still welcome results of the project. In a case where the community is involved in the dispute, in some cases regardless of the quality of the project, the community might feel reluctant to accept the result. Project Time is a major contributor in the success of a project. The basics of project management teach that a project has a beginning and an end.

Project Management Institute (2000: 65) states that the following are major processes in developing a time schedule:
> Activity Definition;
> Activity Sequencing;
> Activity duration and estimating;
> Schedule development; and
> Schedule control.

With all the steps depicted above, some level of control should be exercised, especially after mention of the scheduling process. How does a project manager ensure timely execution of the set schedule and planning in the planning process?

Wideman (2001: 5) suggests Project Management Appraisal as a solution to detect possible failure early in project management. The form of appraisal is that of project management staff.

The staff of a project can, in several cases, be a reason for success or failure. In a case where the staff are no longer passionate and dedicated to the project, this may cause its demise. Project management staff appraisal helps determine whether staff on the project are still as dedicated as they were initially when the project commenced.

Wideman (2001: 4) also suggests that in a case where execution has already taken place and a weakness in management coordination is detected, Project Management Overview is the best step to ensure that the weakness does not affect the project in a negative way.

Circumstances around initiation of the project have changed, and planning should be re-conceptualised, or worse, there is no longer a need for such a project. This is where Project Management Overview may be beneficial. In a case where the project continues it is bound to yield a result that is not effective, which automatically renders it unsuccessful. The overview of the initial concepts of the project may prove beneficial to the saving of scares resources, which basically attends to the basic concept of community development based project management, which is the efficient utilisation of scarce resources for maximum positive effect.

2.17 SUMMARY

Chapter Two discusses the literature that is pertinent to the study. A comparison of different project management techniques is made in this chapter in order to contrast the techniques uncovered in the literature survey to what is currently being used in the public sector when undertaking community development projects.

Chapter discovered that there are various processes that may used when undertaking community development projects. However the chapter highlighted that for the purpose of this research, the Project Management Body of knowledge process will be used as a reference regarding project management for community development projects.

The following chapter, Chapter Three, which outlines the methodology employed in this study. The importance of this methodology is highlighted along with reasoning behind selection of such methodology.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1   INTRODUCTION

Wideman (2005: 2) states that methodology is a process that outlines all the steps and procedures, which bring about the successful completion of a project. This chapter focuses on the research methodology that was employed to extract data from the sources identified, as well as the design that forms the theoretical framework of the research. The chapter deals with design as a form of structure that the research will assumed, by highlighting the framework in which the study is placed. Projects selected as part of the study sample are viewed in light of the intended achievements of the project, in contrast to what was actually achieved.

The methodology of this research focuses mainly on what extraction methods were utilised to attain the data that was transformed to become the findings in the following chapter. This section deals with these particular methods, and the value that they add to the findings and, ultimately, to the final outcome of this study.

3.2   RESEARCH DESIGN

The research followed a specific research design that enabled it to reach the correct sample and extract relevant data for the study. This design is discussed in details as follows:

3.2.1 Qualitative approach

According to Poggenpoel and Myburgh (2006: 304), qualitative research refers to a deep, holistic exploration and description of an identified phenomenon in the field.

This research deals with problems that project managers face when it comes to implementation of community development projects. This required the

research to be conducted in a qualitative paradigm, as quantifying data only would not portray a true reflection of what managers deal with.

Guba and Lincoln (2004: 106) argue that quantitative data can at times render ambiguities. They go on to mention that qualitative data can be used to set straight any ambiguities that may arise.

3.2.2 Quantitative approach

A quantitative research method was also used to evaluate the impact that the selected community development projects had on the community. "Quantitative data refers to data that can be easily transferred to mathematical formulas to express functionality" (Guba & Lincoln, 2004: 106). In the case of this research, quantitative methods are research techniques that are used to gather quantitative data; information that deals with numbers and anything that is measurable.

These quantitative methods also helped to evaluate the level of community involvement and whether that had an impact on the success or failure of the projects, the result of which is a reflection of how the community views the impact of these development projects. Understanding that in some cases the view of the community on the impact of the completed project might not correspond with actual impact as intended by government, if reflected from a one-sided point-of-view. Therefore the researcher deemed it necessary to understand how the community views these attempts by government, as government was given an opportunity to state their intentions with these projects. This is because success is not determined from a singular viewpoint (Wideman, 2001: 1).

A reason for use of this method is that when dealing with larger numbers, it becomes difficult to pay qualitative attention to individual respondents owing to time limitations. The quantitative research was conducted with community members of Langa Township who are among recipients of these initiatives by government. This method is beneficial when it comes to obtaining a wider view or perspective without unnecessary utilisation of time.

3.3   DATA COLLECTION

The study investigated two projects based on their differences in outcome.

3.3.1 Physical Outcome - N2 Gateway Housing Project

One of the projects that was selected has a physical outcome for which the community is responsible. This enabled the researcher to evaluate how the community has responded to results of the project even after completion of the project and will allude to whether the community was engaged when it came to the planning of project, and during implementation.

The N2 Gateway Project was identified as a project that shouldbe used for the review as it poses qualities that are sought after in the above paragraphs. According to the City of Cape Town, the National Department of Housing and the Western Cape Department of Housing (2001: 1) "The housing programme will continue to deliver housing at a scale and thereby seek to reduce the shortage of appropriate housing stock". The main aim of the N2 Gateway Housing Project is to provide proper form of housing for the residents of identified area. Also, based on the above statement, it seems that the N2 Gateway Housing Project intended to provide better accommodation rather than create new accommodation for those that did not have accommodation. As this project had a physical structure as an outcome, the negativist or positivistic attitude/response from recipients towards the project prior to completion, determined whether the community would take care of that developmental project in their community once the project was completed.

3.3.2 Non-physical outcome - Bambanani Against Crime Project (Safer Festive Season)

A non-physical project's results will yield a different view to what is deemed as failure, since the result is not visible and is not easily monitored upon completion. There seems to be a tendency to easily forget when there are no physical results. Also, in this case, steps that were undertaken while carrying out the project will be revisited to see whether the processes included community involvement. The commonality between this type of project and these previously mentioned, is that both of these projects are geared towards

community development and it becomes a waste of taxpayer's money should the projects not be successful.

The Bambanani Against Crime (Safer Festive Season) Project was initiated to relieve the problem of crime in the Cape Metropolitan Area during the festive season.

3.3.3 Interviews

Interviews were held with staff members from government who are responsible for these projects and who hold middle and senior level positions within the projects. These were structured interviews that were guided by set questions to keep the focus of what is being investigated, and to allow for an opportunity to compare different responses from the same questions. The aim of these interviews was to obtain insight from these managers regarding problems that are experienced and how they went about trying to overcome them. Interviews can be of great assistance to determine the cause of lapses between initiation and completion, as it was the managers themselves who experienced and dealt with effects of these lapses. The type of questions that comprised the interviews was open-ended questions, which allowed respondents to give as much feedback as possible.

The researcher also held interviews with members of the community who have experienced effects of the projects. Although a majority of responses from the community were in the form of questionnaires, it was important to meet community leaders and find out what they had to report on behalf of their constituencies.

As mentioned before, the data collection method that were utilised were qualitative and quantitative. Questions on the interview sessions were open-ended pre-set questions, as the researcher intended for the interviewee to give as much feedback as possible, especially if their feedback assists in the objectives of this research.

The researcher developed two sets of preset questions. One was intended for officials in the public sector (see Appendix D and E) who were tasked with implementation of these projects, and one for community members/representatives. These questionnaires were administered in interviews of approximately 30 minutes each.

3.3.4 Project review

The internal/departmental reviews of the projects were studied. From there, external reviews from non-governmental organisations (NGOs) about the same projects were reviewed to check for consistency between all reviews of the same projects. A reason why both types of reports were studied was that at times it does happen that implementers of the project report a specific and subjective angle of the project. It was imperative that these reviews be from different organisations including those that played a part in the implementation and those that did not, whilst they can still be classified as stakeholders.

3.3.5 Questionnaire

This project required drafting two separate questionnaires. A reason for this is that the sample projects were two separate projects although they were implemented in the same location. The questionnaire intended to solicit the community's views about the projects separately.

Another reason for this concerns demographics, which is discussed below in the description and identification of the study population section (paragraph 3.4). The questionnaire was administered over three days by the researcher and two research assistants. The questionnaires were quantitative in design and were based on a likert scale model. One of the questionnaires had both likert scale questions and closed-ended question (see Appendix A). The reason for this is that the questions 8-10 were not suitable for likert scale answering, as they had to be specific with no variation to the extent of the response. An advantage of this type of questionnaire is that the researcher will be able to quantify this form of response using SPSS Versions 17 data processing software, and save time, whilst produce accurate results.

A disadvantage though is that possible respondents who would have provided valuable qualitative information are unable to do so, as the questionnaire does not allow for comment (or qualitative feedback).

The Bambanani Against Crime questionnaire was different in data collection approach to the N2 Gateway Housing Project questionnaire. The Bambanani questionnaire was administered in four sections of Langa. Langa was divided into north, south, east and west with the centre positioned at co-ordinate location 33.944757 and 18.532358 located in Washington Street. This division into four parts allowed the researcher to obtain views of how crime operates in all areas of Langa and to obtain a response from a wide and representative sample.

3.4   DESCRIPTION AND IDENTIFICATION OF STUDY POPULATION

The ability to identify the correct sample to yield the desired result is of absolute importance. The developed a rigorous selection of a sample that was identified as follows:

3.4.1 Selection of the sample

The research sample was selected from a number of criteria based on the type of survey that was undertaken. Below is a selection criterion that was used to identify respondents for a particular survey.

Questionnaire
  ➢ Over the age of 16;
  ➢ Residency above 5 years; and
  ➢ Home owner (or part home owner/s).

Interviews (community)
  ➢ Must be in a leadership position in the community; and
  ➢ Residency above 8 years.

Interviews (Activists in field of project management)
  ➢ Work in project management/delivery-related position.

The area of study was a location called Langa Township on the outskirts of Cape Town. A reason for selecting Langa is that it houses the initial phase of the N2 Gateway Project. The Langa community is seen as a disadvantaged community as it has several informal settlements such as Joe Slovo and Cosovo, wich are close and housed within the premises of Langa.

The total sample comprised 142 respondents, while the interviews comprised seven interviewees. The distribution of interviews was done in a way so that four participants were from the community/leadership, and three were activists in the field of project management.

3.5   DATA ANALYSIS AND PROCESSING

Data analysis is a crucial component of research. In the case of this research, the different forms of data collection led to the data being analysed differently.

Data that was collected from the questionnaires was loaded onto specialised data processing software, which made it easier to read and interpret what was reflected by respondents in a quantitative form. This data was easier to interpret as the researcher made use of a statistician who processed the data. For this research, the processing programme that was used was SPSS (version 17 statistical software).

It becomes more complex to process qualitative data from interviews with open ended questions. The process is no longer quantitative, but is now qualitative. The use of fixed questions became more useful as the task remaining became a matter of comparing different responses received from questions that were uniformly posed to interviewees. The additional commentary made by interviewees was vital, but not to the extent that the interviewee was compelled to discuss it in a case where the comment was not that credit bearing to the actual research. This analysis was based on a comparison of the responses and a discussion thereof.

In order to ensure accuracy, the researcher had the questionnaire data captured on two separate occasions to ensure that the first capture corresponded with the last. This ensured that the information generated by the statistical software was accurate, which ensured accurate feedback.

The questionnaires were numbered according to the location and cell numbers in which they were captured. This ensured that auditing of the capture was possible in terms of corresponding cell number on the spreadsheet and label number on the questionnaire.

3.6 PRESENTATION OF RESULTS, INTERPRETATION AND ARTICULATION

The findings were interpreted and expressed in two forms. Firstly, enlisting of computerised software to process data allowed the findings to be presented in a shortened and summarised way thorough use of graphs, charts and tables. This enables the reader to understand the responses without having to consult the questionnaires. The main form of expression were graphs and tables, followed by a discussion based on the tables, charts and graphs. The reasoning behind this is that graphs and tables make it easier to understand statistical or quantified data without having to consult what respondents stated one by one.

With regard to qualitative data, the information was expressed in the form of a discussion comparing different responses. The comparison was not interpreted by the researcher in an attempt to detail the information as it was when collected, but more an attempt to clarify and highlight the views of interviewees on points more fitting to purposes of this research by retaining messages conveyed by the interviewees.

3.7 SUMMARY

The investigation used a qualitative and quantitative approach. The projects that were selected for review are the Bambanani Against Crime Project, which had a non-physical outcome and the N2 Gateway Housing Project, which had a physical outcome in respect of housing.

The quantitative study was in the form of a questionnaire that was facilitated among community members to test the level of success from their perspective regarding projects that were intended to improve their livelihood.

The qualitative design encompassed a study, which focused mainly on government officials in the form of interviews, especially those that are involved in delivering project related/driven services to communities.

The qualitative data was processed in the form of a comparison of responses and was expressed in the form of a discussion and interpretation of the responses from the interviewees. Data from the questionnaires was processed through use of computerised statistics processing software, and was presented in the form of a discussion by using charts and graphs for better and faster comprehension on the part of the reader.

The following chapter, Chapter Four discusses the findings of the study from all surveys, which are presented in this chapter. Interpretation of findings in the context of this study is also presented in Chapter Four, which provides a better understanding of the findings.

CHAPTER 4

FINDINGS AND ANALYSIS

4.1 INTRODUCTION

This chapter deals with the findings of the research, and contains data that has been transformed into findings. The findings are not interpreted, but presented as they are. They are responses from community members that have been gathered from the questionnaires. There are also responses from interviews which were gathered from community members in leadership roles, and others from officials in project management related positions.

The chapter is also a discussion of the findings. The discussion interprets the findings in the context of this research. The discussion also makes a comparison of the two projects and the differences in outcomes, results, intentions, approaches and reasons why the projects were initiated.

4.2 RESEARCH DESIGN

The research design directly impacts for the study was largely influenced by the literature review. Both the literature review and the research design had a big impact on the finding of the study as discussed in this chapter.

4.2.1 Literature review

The literature review for the study was conducted to inform the researcher of issues of importance within community development projects/project management. The literature revealed a large contention regarding the subject of community engagement. However, this contention is not of the notion whether the community should be involved or not, but rather on the matter of the project having various forms of challenges that could have been avoided if the community was involved.

Lyons and Smuts (2001: 1248) are of the view that community participation is of absolute importance when it comes to community development. The two

authors make it abundantly clear that this is more so in a situation where there is a physical outcome of the project that the community will have to take care of. Jenkins (1999: 444) adds that this involvement is not always enough on its own, but that must be coupled with an element of capacity-building along with creation of a platform of negotiation between the state, private and voluntary sectors, and civil society.

Contrary to the above, Wideman (2001: 3) states that "the very reason, which makes project management appropriate, namely the necessity to involve the community in the planning and implementation of the project, is at the same time its weakness".

Wideman's (2001: 3) theory is further explained by Jenkins (1999: 438) where Jenkins explains that the involvement of the community is an exercise that can be seen as time consuming and expensive, as it can lead to unwanted disputes over minor preferences.

The literature review raised issues of sustainability in the project, since without sustainability the projects may be viewed as a way of having done the projects for the sake of temporarily pleasing the community.

Muslow, Fitzgerald and McLennan (1997: 4) cited by Wint (2002: 86) suggests that "sustainable development can be seen as being concerned with improving the overall quality of life, as well as satisfying human needs".

The few issues mentioned above, amongst others, play a pivotal role in this research as they form issues that may potentially have an impact on this research. It was hence imperative for the researcher to investigate the latest publications to bring about assertive and sound resolution on matters that impact this research.

4.2.2 Research Survey

4.2.2.1 Questionnaire

4.2.2.1.1 Pilot survey

The questionnaire was piloted to evaluate the immediate response from the potential respondents in terms of ability to comprehend the questioning style. The pilot comprised 20 candidates; 10 of whom responded to the pilot questionnaire, which investigated Bambanani Against Crime, and 10 responded to questionnaires which investigated the N2 Gateway Housing Project. The respondents took between four to six minutes to complete the questionnaire with the aid of the researcher. This pilot study was done in one day for the purpose of refining the questionnaire for maximum effectiveness in soliciting a response.

4.2.2.1.2 Actual survey

The actual survey was conducted over three days. The research sample for both projects was 150 respondents; 75 responded belonging to the Bambanani Against Crime Project and 75 responded belonging to the N2 Gateway Housing Project. From the entire sample, 142 responses were returned; 72 belonging to the N2 Gateway Housing Project and 70 belonging to the Bambanani Against Crime Project.

The time reflected on the pilot study remained representative of the occurrences during the actual study. The study was conducted primarily on a Saturday and Sunday between the hours of 09:00 and 16:00, when a majority of potential respondents would have been present at home rather than at work. Monday was used for finalisation of the questionnaire among those respondents who were not present on the two days. The Monday questionnaire was administered between the hours of 15:00 and 19:00.

4.2.2.2 Interviews

Interviews were held with senior and middle management staff of the Provincial Government of the Western Cape (PGWC). Four interviews were conducted with managers in the PGWC, and were carried out over a duration

of between 25 and 45 minutes each. The interviewees were not restricted in their responses but were guided, however, by set questions.

Two interviews were conducted with community members. The interviews were shorter and ranged between 15 and 20 minutes. All four interviews with government officials were recorded digitally with the consent of the interviewees. Copies of the interviews were made available to interviewees at their request. From the community interviews, one interview was recorded as the other respondent felt that he would prefer if no recording was made.

4.3   QUESTIONNAIRE RESULTS

The results as obtained from the questionnaire administered amont the two samples selected for questionnaires are as follows:

4.3.1   N2 Gateway Housing Project

Statement One

The N2 Gateway has contributed positively to my family's life.

1 The N2 gateway has contributed positively to my family's life.
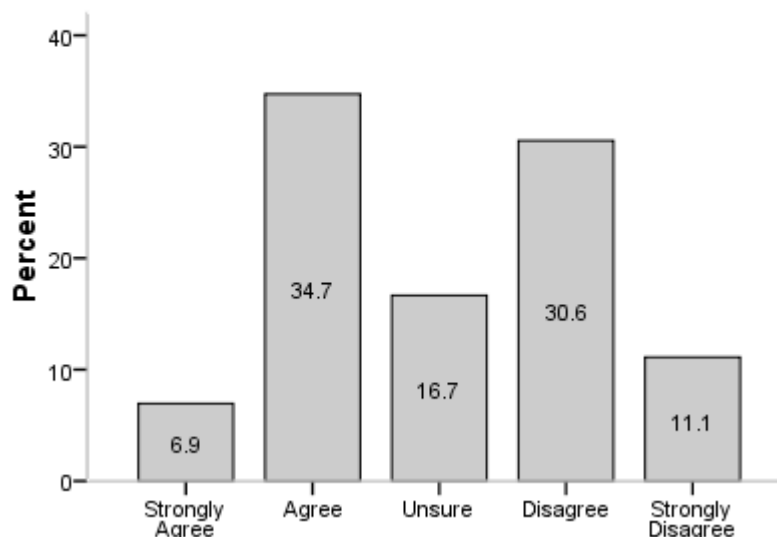
The total number of respondents that agreed was 41.6 percent. This number can be compared directly with the number that disagreed, which was 41.7 percent. The remaining 16.7 percent of respondents were unsure if it had a positive effect on family life.

The comparison between these respondents and those who disagree shows that there is an equally strong sentiment in view of respondents with regard to the success of the project. It is evident that respondents were looking for different outcomes through implementation of the project. Hence, the different views.

Statement Two

I was aware of the project and its intentions before implementation began.

2 I was aware of the project and its intentions before implementation began.
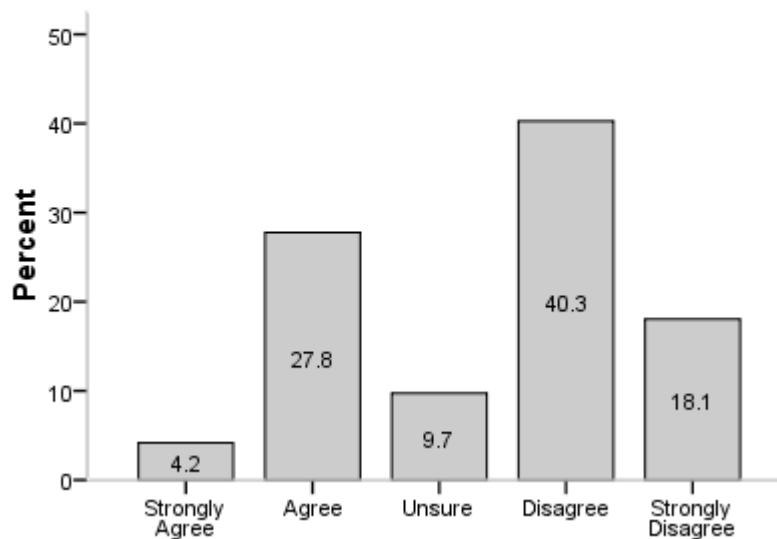
A majority of respondents were not aware of the project and its intentions before the project was implemented. A total of 32% of respondents were aware, while 58.4 of respondents stated that they were not aware, and 9.7 percent were unable to give a clear answer because they were unsure.

A large majority of respondents were not aware of the project before it was implemented. This alludes to the communication between the departments of Local Government and Housing and the community. The community was set to benefit from the project, however, it was not aware of the intentions. Hence, the community was not involved in initiation and planning of the project.

Statement Three

The project and its intentions were properly communicated to all communities surrounding Langa.

3 The project and its intentions were properly communicated to all the communities surrounding Langa.
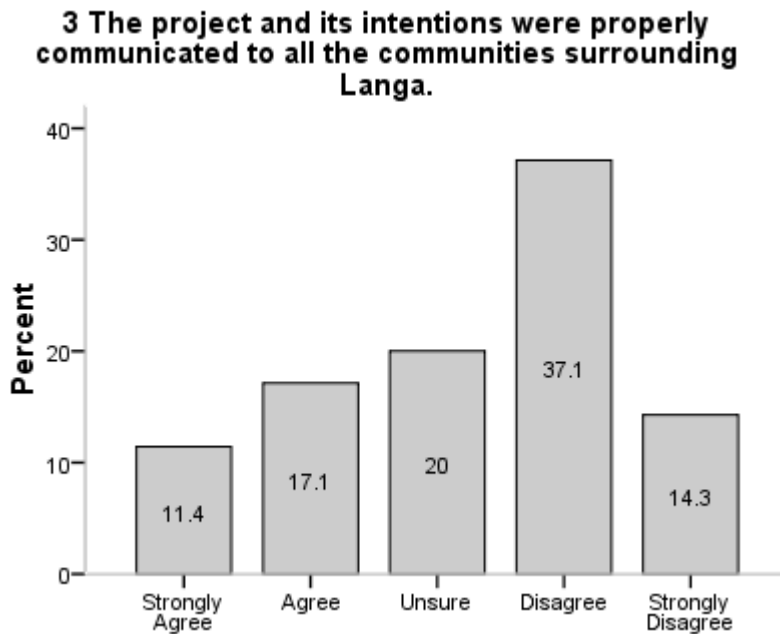
A total of 51.4% of respondents felt that the project and its intentions were not communicated properly to the community in and around Langa Township, while 28.5 percent felt that the project and its intentions were communicated properly, and 20 percent of respondents were unsure.

To a large extent, the community acknowledges that in their view, it is not that they were the only ones who were not aware of the project. There was generally a lack of communication between the department and the community. It is this communication that Chapter Two of the research emphasises as imperative towards the success of a project.

Statement Four

Administration of applications and issue of keys were handled properly by officials.

4 The administration of application and issuing of keys was handled properly by the officials.
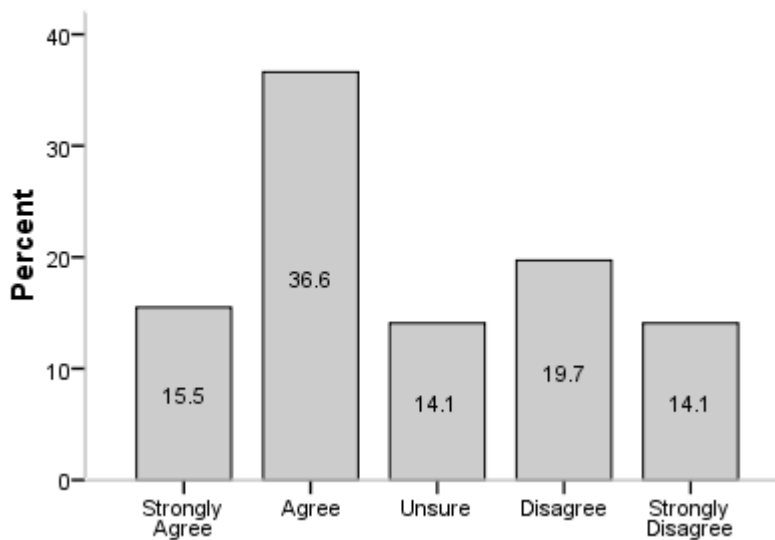
A total of 52.2 percent felt that the applications, administration and issue of keys were handled properly. However, 33.8 percent of respondents disagreed, and the remaining 14.1 percent were unsure.

The number of respondents who agreed with this question was unexpected. The second chapter discussed complications that arose in the settlement once the project was completed with residents taking over units that were not allocated to them. Respondents in this case could be referring to the issue of keys after eviction of the squatters. The 33.8 percent are representative of those that did not find it easy moving into the premises and were possibly affected by their squatters who invaded the premises.

Statement Five

All residents who lived in the complex are eligible to live in the complex.

5 All the residents staying in the complex are eligible to be staying in the complex.
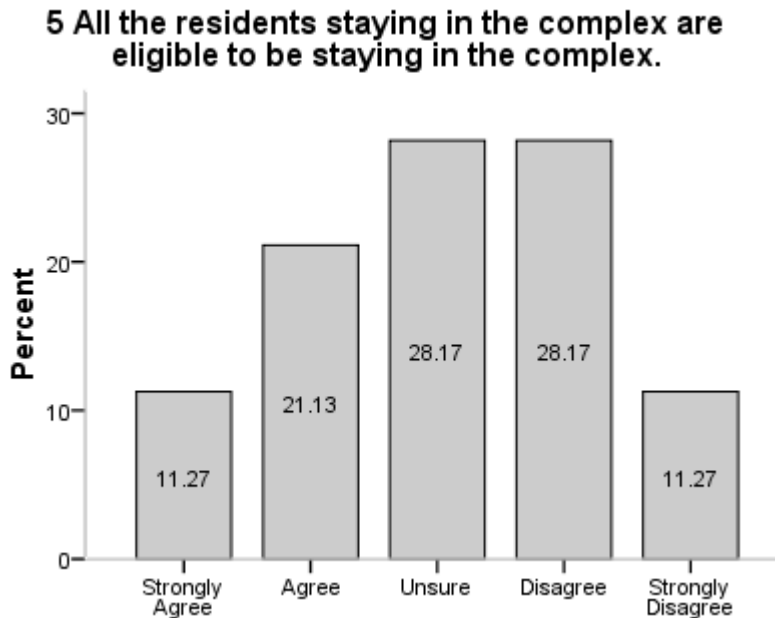
The total number of respondents that disagreed with the above statement comprised 39.44 percent and those who agreed with the statement totalled 32.4 percent, while 28.17 of respondents were unsure.

There is evidence of a lack of conviction in this regard. When it came to frequencies, 28.17 percent of respondents were unsure, while 28.17 percent of respondents disagreed. These two were the strongest frequencies. As controversial as the statement was, a large number of respondents chose to agree, while an equal number disagreed.

As mentioned before, these were the highest frequencies. This indicates that there may be irregularities, however, there cannot be any certainty as the research did not seek to identify/confirm the existence thereof. This, however, points to the success of the project allocation system, as there are residents from the targeted communities who hold such views of dissatisfaction.

Statement Six

The N2 Gateway is a safe environment in which to live.

6 The N2 gateway is a safe environment to be staying in.
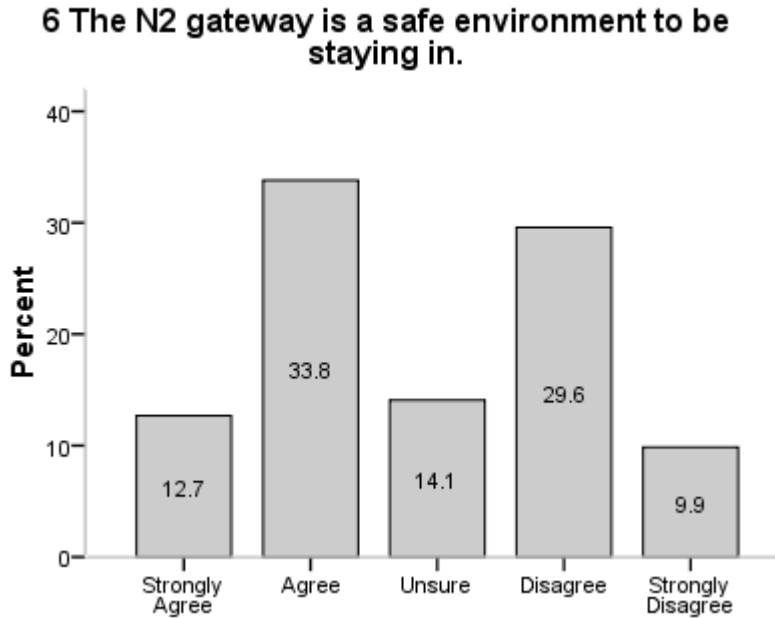
A total of 46.5 percent of respondents agreed with the statement while 39.5 percent of respondents disagreed, and 14.1 percent of respondents remained unsure.

Among the several intentions of the N2 Gateway Housing Project, the department had aimed and hence provided safe housing for disadvantaged communities. It seems in this case that the Department showed some level of success by providing secure and safe housing for the beneficiaries.

Statement Seven

Community concerns were fully addressed by officials who represented the N2 Gateway Housing Project.

7 The concerns of the community were addressed fully by the officials representing the N2gateway housing project.
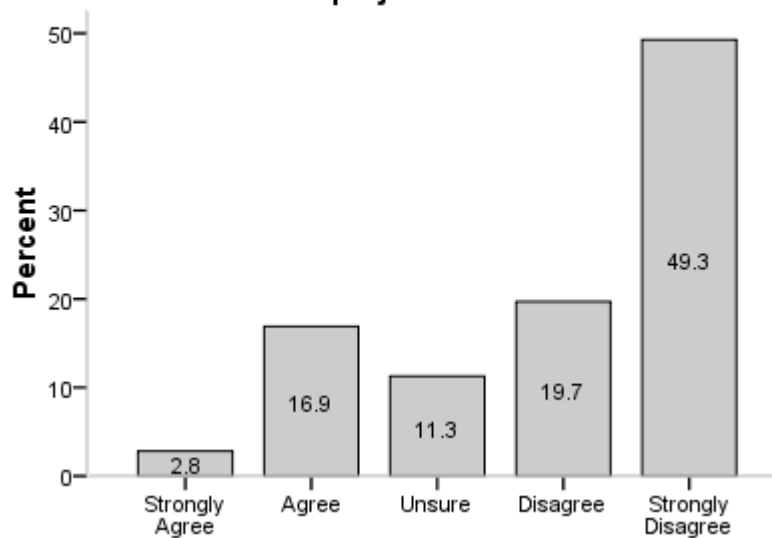
A total of 69 percent of respondents disagreed with the above statement, while 19.7 percent agreed, and 11.3 percent were unsure.

Again in this instance, there is an indication that communication was not carried out effectively, which may have led to the community entering agreements without completely understanding or even to communities contradicting the intentions of the project, as they are not fully aware of how they will benefit. This can contribute to residents feeling that the project has met its objectives.

Statement Eight

We are able to afford the rent of the unit we live in.

8 We are able to afford the rent for the unit we are staying in.
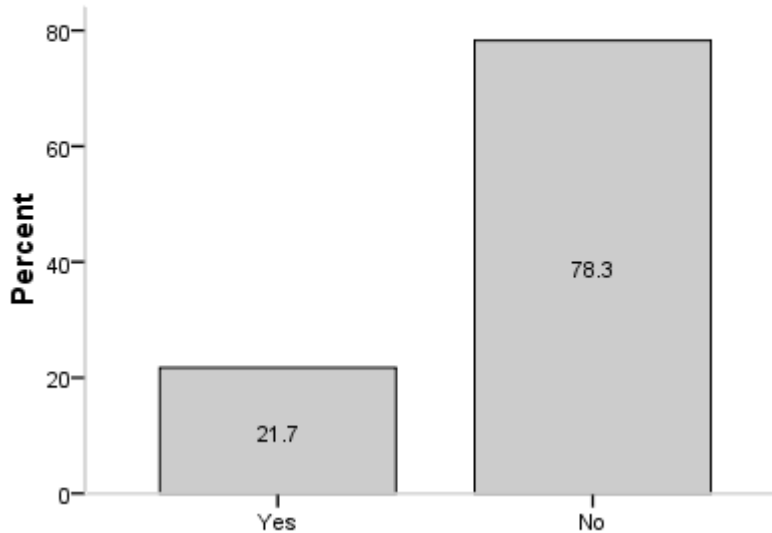
A total of 78.3 percent of residents indicated that they cannot afford the rental of the unit that they live in, while 21.7 percent felt that they can afford the rent.

Sustainability of the project also lies in residents being comfortable with payments for accommodation, having enough resources to maintain the property. This is clearly not the case as 78.3 percent cannot afford the rental. This indicates that people have entered an arrangement without fully understanding the consequences of the agreement.

4.3.2 Bambanani Against Crime

Statement One

Through the Bambanani project, crime was reduced significantly in Langa from 2003 to 2006.

1 Through the Bambanani project, crime was reduced significantly in Langa from the year 2003 to 2006.
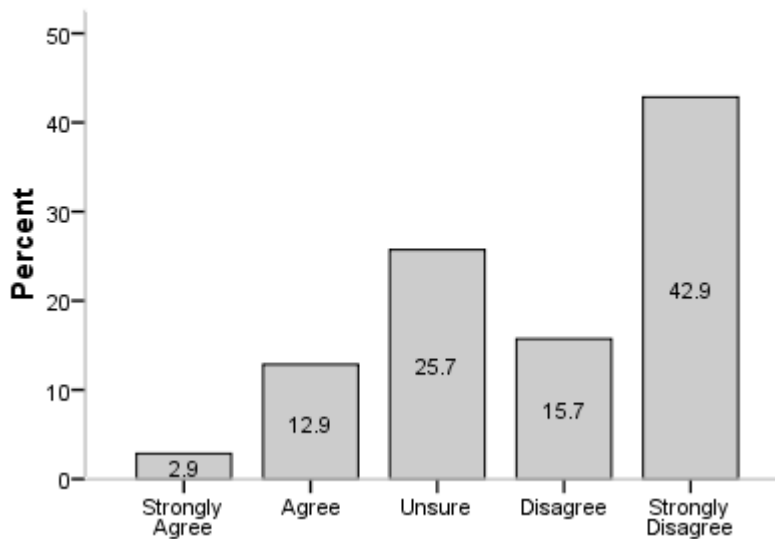
A total of 58.6 percent of respondents indicated that the Bambanani programme has not made a significant reduction in crime levels between 2003 and 2006. However, 15.8 percent of respondents agreed with the above statement, while 25.7 percent were unsure.

A majority of respondents are of the view that the project has not reduced crime. This could be because of various factors. The reduction in crime would not be notable to a person who has not taken an interest in monitoring the programme, as the project has no physical outcome, and this could be a contributing factor to the views of respondents.

The reduction of crime, however, was amongst a list of objectives for the project. Because the community did not see a reduction in crime levels, it does not mean that the project failed, as there were other objectives that were targeted by the project.

Statement Two

Bambanani is the only programme that combats crime in Langa.

2 Bambanani has been the only programme that combats crime in Langa.

[Bar chart showing Percent on the y-axis (0 to 40) and response categories on the x-axis:
- Strongly Agree: 5.7
- Agree: 34.3
- Unsure: 20
- Disagree: 24.3
- Strongly Disagree: 15.7]
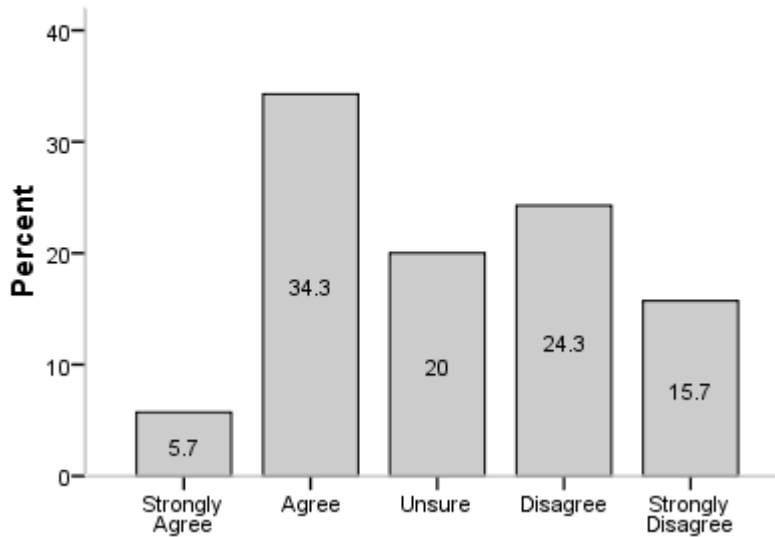
A total of 40 percent of respondents agreed with the above statement, while 40 percent of respondents disagreed, and 20 percent were unsure.

The split view on the above statement is possibly an indication that some residents of Langa are not aware of other crime prevention initiatives. If this is the case, it could be attributed to the communication project that frequently arose in the case of the N2 Gateway Housing Project. As much as the projects are different, they are both intended for community development and are, therefore, subject to some kind of participation from the community.

Statement Three

The community is united against crime in Langa.

3 The community is united against crime in Langa.
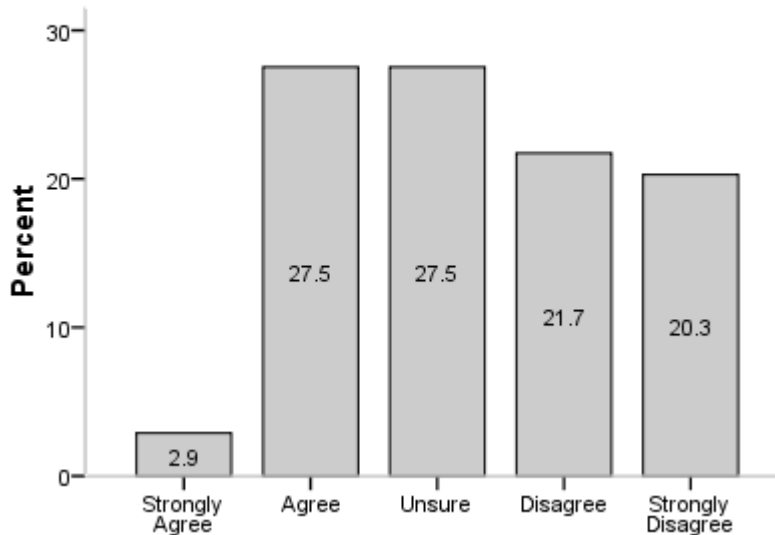
A total of 30.4 percent of respondents agreed with the above statement, while 42 percent of respondents disagreed, and 27.5 indicated that they were unsure.

Although a majority of respondents indicated that the community is not largely united against crime, it is important to acknowledge that there is a degree of unity as a total of 27.5 percent agreed and 27.5 percent were unsure. The largest frequency that showed disagreement was 21.7 percent that disagreed, followed by 20.3 percent that strongly disagreed.

There was no unanimous agreement regarding the statement; however, an indication of an element of unity was evident.

Statement Four

Before the 2002/2003 festive season, crime was high in Langa during the festive season.

4 Before the 2002/2003 festive season, crime was strong in Langa during the festive season.
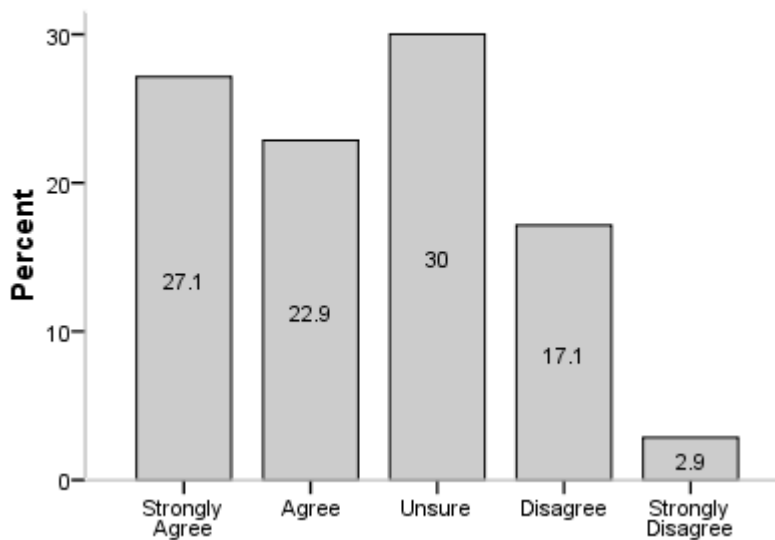
A total of 50 percent of respondents agreed with this statement, whilst, on the contrary, 20 percent of respondents disagreed, and 30 percent were unsure.

The fact that a majority of respondents who agreed with the statement possibly means that they have noted a reduction in crime since the afore mentioned festive season, and that there has been a reduction in the levels of crime in festive seasons after the afore-mentioned time period.

The difference between statement one and statement four might indicate a contradiction at first glance. However, this is not the case as statement one refers to a reduction of crime and statement four refers to the festive season. The Bambanani Against Crime Safer Festive Season campaign ensured visible policing by volunteers over the festive season. Hence the strong view in statement four by the respondents.

Statement Five

The Bambanani Against Crime Project has instilled a sense of responsibility with regard to crime in my area.

5 The Bambanani against crime project has instilled a sense of responsibility with regard to crime in my area.
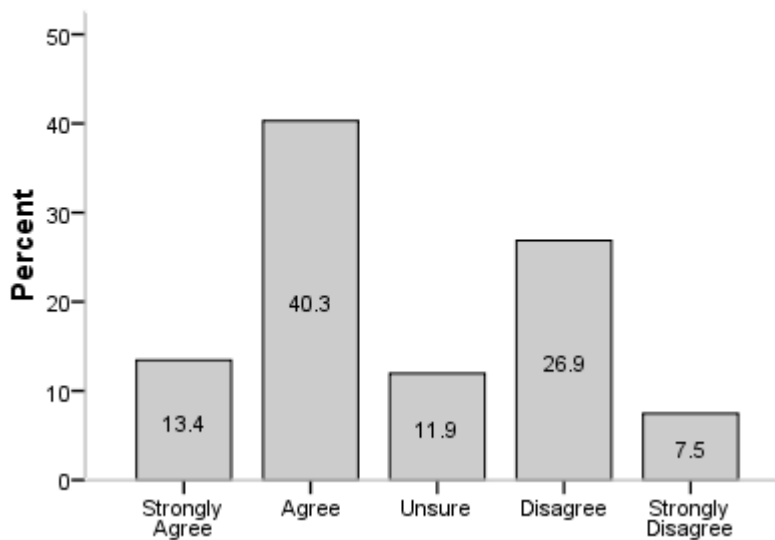
A total of 53.7 percent of respondents agreed that there is a sense of responsibility among residents with regard to crime while, 34.4 percent disagreed and 11.9 percent were unsure of their sense of responsibility.

Among the goals of sustainable development, the Bambanani Against Crime Project sought to ensure that the community is aware of problems relating to crime in their area, and that the community should take it upon themselves to actively reduce crime in the area.

Questions posed in this research sought to investigate whether Bambanani was successful in terms of goals that the Department of Community Safety had set. Based on the above statement, the department has fulfilled their aim of creating awareness in the community regarding crime.

Statement Six

Effective communication platforms were established between the Department of Community Safety and the community of Langa.

6 Effective communication platforms have been established between the Department of Community Safety and the community of Langa.
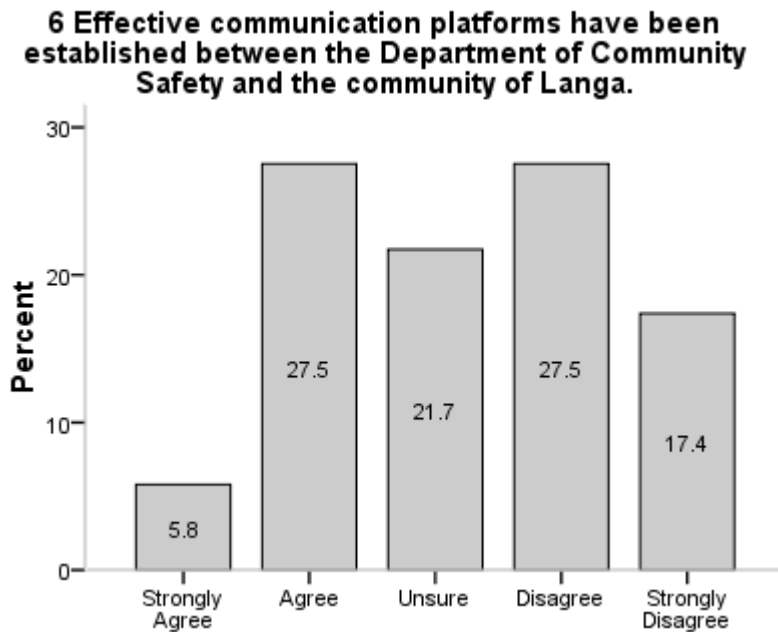
A total of 33.3 percent of respondents agreed with the above statement, while 44.9 percent disagreed, and 21.7 of respondents were unsure of the above statement.

A majority of respondents felt that there were no effective communication platforms established by the department. The establishment of effective communication platforms between the community and the Department of Community Safety was merely one of the stated objectives of the Bambanani Against Crime project.

This does not, however, mean that the department has failed. The 33.3 percent that agreed is an indication that some respondents are aware that the department is trying and in their view, the department has succeeded.

Statement Seven

Effective communication platforms were established between the community of Langa and the police.

7 Effective communication platforms have beenestablished between the community of Langa and the police.
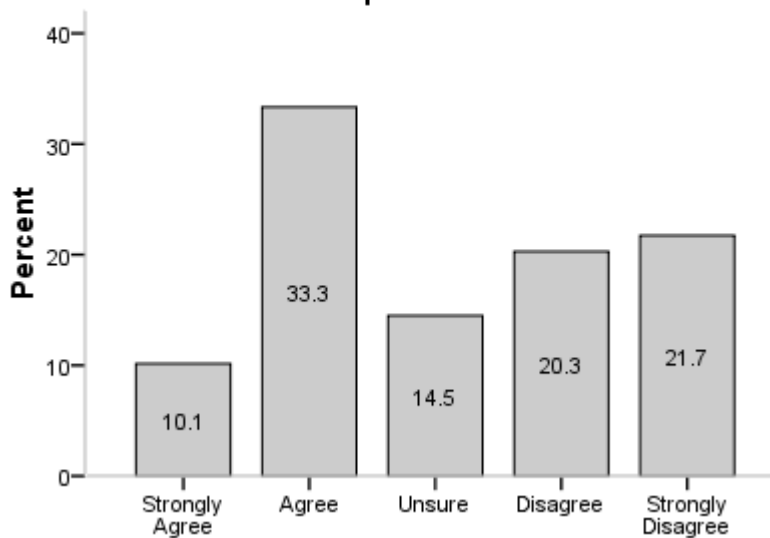
A total of 43.4 percent of respondents were of the view that effective communication platforms were established, while 42 percent were of the view that they were not established, and 14.5 percent were unsure if this was achieved or not.

A majority that peaks slightly over those that disagreed was of the view that the project achieved another one of its objectives. As the Bambabani Against Crime Project relied heavily on volunteers, it became evident that in a project where the community was involved, there was a more positive view in respect of what the community sees, to such an extent that the community could view the project as a success. If this is not the case, there is evidence that the project made an impact larger than that of projects that do not involve the community.

Statement Eight

Community concerns were fully addressed by officials who represent Bambanani Against Crime.

8 The concerns of the community were addressed fully by the officials representing Bambanani Against Crime.
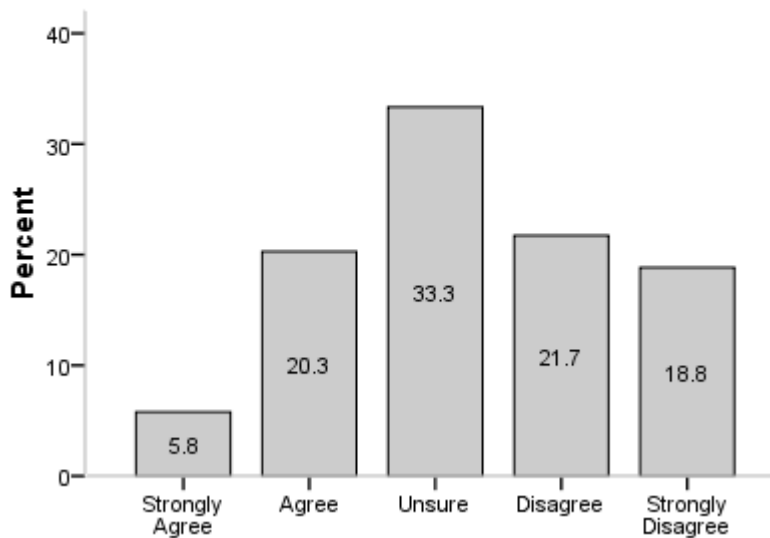
Regarding the above statement, 33.3 percent of respondents indicated that they were unsure. The dominant response was 40.5 percent of respondents who disagreed with the above statement, leaving 26.1 percent who agreed with the above statement.

As much as some factors of the project were successful in view of the community, it is evident that there were factors that were dissatisfactory for the community. These factors should be addressed for future projects in order to try and improve the success rate of projects. A community feels part of a project if they are included and informed at all times regarding what takes place in the project.

Statement Nine

The Safer Festive Season programme ensured a safer festive season in Langa from 2003 to 2006.

9 The Safer Festive Season programme has ensured a safer festive season from the year 2003 to 2006 in Langa.
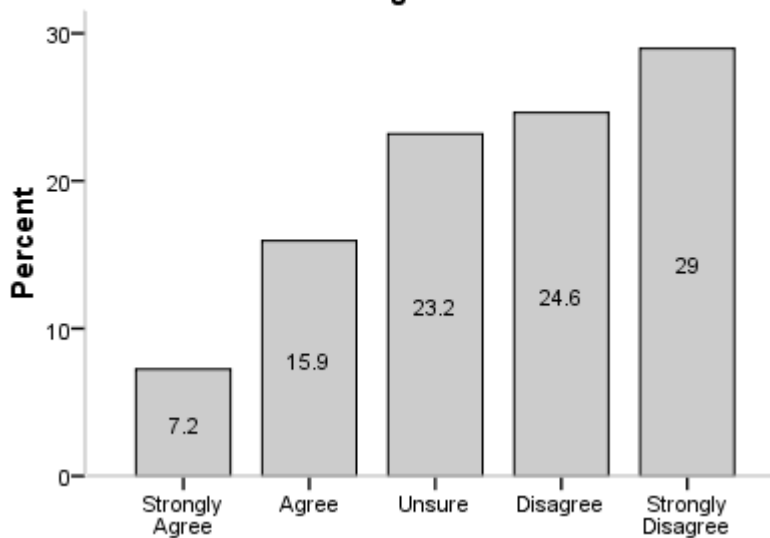
A total of 53.6 percent of respondents disagreed with the above statement, while 23.2 percent were unsure, and 23.1 percent agreed with the statement. Based on the above, members of the Langa community are of the view that there has not been a notable increase in safety in their community in the intervals mentioned above. This is a result of the fact that crime continues to exist even with relationships established between the police and the Department of Community Safety (DoCS). The programme was aimed at significantly reducing crime through mobilisation of the community. Community buy-in is what is most instrumental in this reduction.

The response, therefore, indicates that not all community members have bought into the project, holistically.

Statement Ten

Cooperation between police and the community is strong in Langa.

10 The cooperation between the police and the community is very strong in Langa.

Strongly Agree: 28.57
Agree: 21.43
Unsure: 10
Disagree: 12.86
Strongly Disagree: 27.14
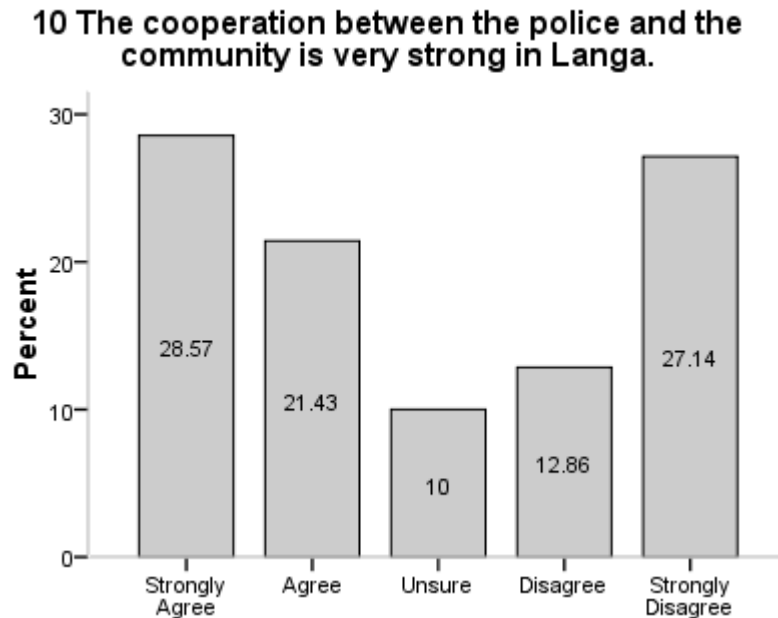
A total of 50 percent of respondents agreed that there is strong cooperation between the police and the community in Langa, while 40 percent of respondents differ, and 10 percent were unsure about this strong cooperation.

The above finding, to an extent, shows that the people in Langa do buy into safety initiatives. However, as mentioned earlier it is not everyone who buys into these initiatives. Those who do are the ones who contribute to a reduction in crime. Presently, the challenge to government is to increase participation with an intent of reaching the broader community in order to create awareness and responsibility. Bambanani, according to respondents, has strengthened the relationship between the police and the Langa community.

4.4 INTERPRETATION AND EXPLANATION OF EXTRACTED DATA FROM QUESTIONNAIRES

Wideman (2001: 1) states that success is not viewed from a singular point of view. The view by the community that the N2 Gateway Housing Project was successful in the provision of housing, and that the Bambanani Against Crime

Project was unsuccessful in combating crime, but successful in establishing relationships, is attributed to the knowledge and information that the community was afforded regarding the two projects.

The nature of a project, in terms of it having a physical outcome or not, has a bearing on the final outcome in terms of it being successful or not in view of the recipient. The N2 Gateway had a physical outcome and, as mentioned earlier, the sample that was selected were beneficiaries of the project. Hence, the beneficiaries believed that the project was delivered successfully in their view. However, there are factors that are of concern to the community.

It is apparent that communication between the community and the Department of Local Government and Housing is certainly a cause for the community's dissatisfaction and ultimately their dissatisfaction with results of the project. Evidently, there was insufficient communication with the community during the initiation, planning and implementation of the N2 Gateway Housing Project on the part of the said department.

Conversely, the Bambanani Against Crime Project did not have a physical/tangible outcome. The Department of Community Safety was not sufficiently emphatic on communication with the community during the initiation and planning stages of the project. This meant that the community remained unaware of the project, whiler some members of the community were of the opinion that their concerns were not fully met with regard to the project. The Bambanani Project's main focus of implementation relied on the community itself, hence the community was made more aware and was encouraged to join in the fight against crime, alongside the police.

The Bambanani Against Crime Project seems to have achieved the objectives of creating platforms to fight crime between the community, police and the Department of Community Safety, as set by the department for the Bambanani project. However, these objectives lacked one important factor; the factor of communication in both the Bambanani Against Crime Project and the N2 Gateway Housing Project, since the community was not kept informed.

The relationship between the community and the Department of Community Safety and between the community and the Police, was strengthened. The community is more positive about this relationship regarding crime prevention.

When it comes to a general improvement of lifestyles, respondents of the N2 Gateway Housing Project questionnaire showed more satisfaction with regard to results of the project. This was evidently easier because of the comparison that could be made between conditions under which they were housed prior to construction of the N2 Gateway Housing Project. Residents felt a difference in their quality of life, which improved.

It is, however, a different case with the Bambanani Against Crime Project. Such a result would be easily noticeable to a person who was rescued or protected by a participant/volunteer in the programme, and aided away from a potentially threatening situation. This person would then be able to provide more detailed feedback about the impact of the programme on their lives, as was done by direct recipients of the N2 Gateway Housing Project. The two projects differ, since one of them had a direct impact on the lives of respondents, and the other had both a direct and indirect impact on respondents' lives. Hence, impact on respondents depended mainly on the nature of the projects.

In the case of the Bambanani Against Crime Project, the community may not feel as if they benefited, forgetting that the existence of the concept of Bambanani has, in some way or another, reduced levels of crime, since those who intend to commit criminal acts know that there are people who watch and monitor crime in the area.

However, this is a different scenario for N2 Gateway Housing Project residents. Although situated in Langa, the N2 Gateway Housing complex in Langa Township is guarded by 24-hour security guards at the main entrance. The visibility of 24-hour security may be what residents are referring to when

they respond by saying that they were offered a degree of safety upon completion of the project.

The fact that some residents felt that the project was successful was owed to the type of project. As mentioned earlier, the N2 Gateway Housing Project is a project that has physical outcome. Sampling of the study population allowed for beneficiaries to be respondents of the questionnaire.

4.5   INTERVIEW RESULTS

Interviews were conducted with managers in the Department of Community Safety and in the Department of Local Government and Housing, as well as community members regarding the Bambanani and N2 Gateway Housing Project.

4.5.1 Bambanani Against Crime Project

Interviews with government officials were conducted once the questionnaire was completed. A reason for this is that the researcher wanted to have a clearer view of what the community felt with regard to these projects, and the way that they were delivered. This was with regard to the interviews and questionnaires, which were conducted with community members/leaders. As mentioned in the methodology, interviews were also conducted with the government officials in government departments. However, this did not mean that the researcher was conducting interviews with an intention of informing officials of the community's views at this stage. At this stage it was a matter of gathering the view point of both majority stakeholders in the projects in a qualitative manner to allow for better understanding of the situation.

It was evident that the officials were aware of the projects and the way that they were delivered, which was not perfect. De Lange (2009) states that government departments involve communities in the initiation of projects, but somehow, in the end, create a dependency on the side of the community, whereas the intention of the project was to create independence.

The interviews included a set of questions that were asked to different managers in the government department. These questions were devided into two categories, namely those concerning the Bambanani Against Crime Project and those concerning the N2 Gateway Housing Project. However, the basic structure of the questions was similar, since it sought to identify similar qualities in the projects.

The same interview questionnaire (Appendix D and Appendix E) was administered for all respondents/interviewees in the same category. The responses were as follows:

Respondents from the Department of Community Safety felt that the community should operate the Bambanani Against Crime Project, rather than merely be involved in running the project. Government should be seen as the entity that provides resources, while the community should utilise these resources.

However, with this ideal model of working, there are both negative and positive outcomes. The positive outcomes, according to Lotteren (2009), are that "the community experiences a sense of pride and ownership of the project and the processes". At the same time there can be negative outcomes. "These negative effects can be seen in the reluctance of the community to part-take in the plenary meetings, which can long and drawn out". De Lange (2009) concurs with Lotteren (2009) by stating that at times the government can perpetuate the "creation of a dependency where the community feels that government is there for whatever the community cannot accomplish on their own or take part in".

There are also other factors that come into play such as community dynamics and local community politics. These often arise when there are resources available to be utilised by the community. There are instances when there are power struggles within the community regarding who should hold positions in the Bambanani Against Crime Project.

De Lange (2009) states that there were hardly any difficulties experienced at implementation stage when the community was involved in the implementation of the Bambanani Against Crime Project. Problems were mainly experienced when it came to organisation. The planning stage saw the community become reluctant as they did not want to become involved in the planning stage.

Lotteren (2009) concurs with the above statement by stating that difficulties are rare, and when they occur it is usually when it comes to organising and registering volunteers for the Bambanani Against Crime Project. These problems are mainly in the form of delays and are purely administrative on the side of the Department of Community Safety.

The department is of the view that they have met most of the targets set by the Bambananin Against Crime Project. All units tha fall under Bambanani projects have been successfully established. "This is measured by the reduction rate on crime totalling 42 percent over the years from 2003" (De Lange, 2009). One of the aims of Bambabani was visibility of policing during the festive season. The department felt that this was well accomplished by the 1500 volunteers deployed for this specific objective (De Lange, 2009).

According to De Lange (2009), the recovery rate of missing children found alive improved by 96 percent, since inception of the Bambanani Against Crime Project.

Sustainability of projects is largely dependent on the department providing resources. Considering that the project is managed in a two-fold manner, since one is managed by the department, and the other is managed by the community itself. There seems to be adequate sustainability on the community policing end, which is fully operated/managed by the community itself. The Department of Community Safety plays a regulatory role in this regard.

Since the 2006/2007 festive season, the Department of Community Safety became less involved in managing their (Safer Festive Season) end of the project and allowed it to operate completely at the hands of the communities. "The Safer Festive Season was no longer known as the Safer Festive Season programme, but rather, as the Safer Summer Season. The name may have changed, but the results were still the same" (Lottern, 2009).

Lotteren (2009) mentions that "even without assistance from the department, liquor, violence and unsavoury incidents on the beaches remained low". This emphasis was on sustainability of projects following implementation and completion.

There is one end, which is largely dependent on the Department of Community Safety. The Safer Festive Season project, under Bambanani, is managed and adminstered by the Department of Community Safety. This portion of the project is implemented at various intervals each year (between 2003 and 2006) and requires bigger resources for maximum affectivity.

Volunteers at this end of the project often leave after the two years they are allowed to participate in the project with proper security training which are given at the department's training centres, enabling them to find work in the private sector or as a reservist for the South African Police Services (SAPS).

The department is moving away from a system of developing projects and involving the community. Lotteren (2009) states that; "the department instead encourages communities to develop their own projects and that they should regard the department as a resource or place of resource, where they can obtain assistance to fund their projects".

This will allow communities to initiate their own projects and to manage them effectively, on their own, which will lead to community-driven projects. This, in turn, requires extensive training and more investment on the part of the government. However there is increased ownership of projects on the part of the community.

4.5.2 N2 Gateway Housing Project

The interviews that were conducted added a great deal to the findings of the research. As mentioned before, the researcher intended to speak to officials and community members regarding both projects, namely Bambanani Against Crime and the N2 Gateway Housing Project.

Officials in the Department of Local Government and Housing (DoLGH) in the Provincial Administration of the Western Cape were directly involved with housing delivery projects in the Western Cape both on an operational level and on a strategic level.

The findings of the interviews concerning the N2 Gateway Housing Project revealed that the initial concept of N2 Gateway Housing Project arose from the Joe Slovo fires. The aim of the gateway was to eradicate the informal settlement along the N2 route from Langa stretching through to Cape Town International Airport (Rossou, 2009).

Phase One of the N2 Gateway Housing Project was intended to house about 16 000 families, whereas Phase Two would house between 10 000 to 14 000 families (Rossou, 2009).

According to Rossou (2009), the N2 Gateway Housing Project is a project, which is owned by the National Government and is managed by Provincial Government. Hence, the City of Cape Town (local government) was excluded from the project.

The Department of Local Government and Housing views community involvement as being hugely important. It is important to find out what the community wants and what they feel about particular initiatives by government (Wababa, 2009).

According to Rossou (2009), there are two kinds of communities: communities that are creative, drive and manage their own goals; they make it easy by involving themselves in the process of their development.

Then there are also communities that are largely driven by different motives, politics and internal factions. These communities are difficult to deal with, since there are power struggles within these communities and it is difficult to reach a decision, as one side feels that the decision is geared to benefit the other group rather than the community, as a whole.

Within housing projects such as the N2 Gateway Housing Project, the are several different role players that are placed in those positions to make projects such as this a success. However, it is still those role players that will derail the project.

Rossou (2009) cites a situation in the implementation of the N2 Gateway Housing Project where the department had compiled a list of recipients according to qualification criteria. Ward Councillors, from their different wards, had compiled their own lists of beneficiaries for the housing project. The criteria for the lists were different, since the list from the department had been compiled according to criteria published by the department. The lists from the Ward Councillors were not clear regarding the criteria.

These factions that arise from communities are not easily resolved by outsiders coming from the department. They do, however, make it difficult to obtain information from the community (Wababa, 2009).

The interviews showed that the community is involved in projects from initiation stage. A reason stated for this is that the department should know what to plan in order to satisfy the community. However, "the extent of the involvement is only limited to community leaders at this stage" (Wababa, 2009).

Within the project management process, the two steps that managers usually experience problems with are initiation and implementation. During the initiation stage, managers have to deal with factions in the community where there is no consensus. Wababa (2009) mentions that at times, a decision

would be taken in a meeting, and at the next meeting the community leaders who had not attended the meeting would convince their followers to reverse the decision that was taken by the entire body present at the meeting.

The politics within a community ends up delaying the progress of a project. This is because officials who are tasked with delivering the services are forced to deal with community issues that were in the community even prior to their arrival with the intentions of the project.

Another step that often leads to several difficulties in projects such as the N2 Gateway Project is the implementation step. Given the nature of the project (housing development), every member in the disadvantaged community wants to be a beneficiary. Rossou (2009) alludes to the fact that the N2 Gateway Housing Project is set to build about 30 000 houses during Phases One and Two of the project, however, there are about 450 000 applicants.

The above problem occurred at the beginning of a project. This particular problem led to a situation of housing invasion with the communities. This means that during the last stages of implementation, the communities invade houses that are almost complete and allocate themselves to the properties, which leads to a situation where the department has to approach the courts for evictions. "During the construction of the N2 Gateway Phase One, there were 1609 families that invaded the newly built houses. Out of those families that invaded the houses, only 301 families qualified to be in the houses, according to the allocation list drawn by the department of Local Government and Housing"(Rossou, 2009).

The invasions are often started by people that are either not aware of their application status, or have been informed that they have not qualified. This, in turn, leads those that have been informed to have qualified to want to protect 'their' space in the housing development by moving into any house that they can find even before the houses are complete (Rossou, 2009). The invasions and moods of hostility do not always emanate from the community that has been identified as beneficiaries, nor from those that do qualify. They do at

times emanate from outside the community and those that do not qualify. This happens in a situation where settlements such as Site C in Khayelitsha were established years before settlements such as Joe Slovo.

Rossou (2009) mentions that owing to external pressures such as the media and politics, Joe Slovo became a beneficiary to a housing development project such as the N2 Gateway Housing Project even though there were informal settlements such as Site C in Khayelitsha, which was established years before as Joe Slovo was only established in 1992.

According to respondents, the N2 Gateway Housing Project had not completely met the targets set by the Department of Local Government and Housing. There was a lack of organisation, among other things, which became a contributing factor to the project not meeting department's targets.

This factor of the project not meeting targets set by the department alludes to the sustainability of project. According to Rossou (2009), sustainability of this project is relative. "If looking at sustainability in terms of the building being there for several years, then the project is sustainable, but if looking at it in terms of whether beneficiaries maintain the premises, then chances are that it is not sustainable.

The department strongly advocates for community involvement. Keeping the community informed is one of the tools that project managers can make use of to ensure buy-in from the community. The community should know about relocation issues, whether they were successful or whether they were not successful in their housing/accommodation applications (Wababa, 2009).

Upon closing the project, the department should be diligent in collating feedback from the community, as this will assist in the implementation of a similar project.

The community is, in several cases, required to provide valuable information more than anything. The community can add value to a project of this nature

by being progressive thinkers. Opportunities such as development should be taken as opportunities to grow the community rather than opportunities to benefit the elite within communities. The communities themselves should task people who have the community's best interests with representing them (Rossou, 2009).

In terms of interviews conducted with community members, Tshambu (2009) mentions that several applicants find out about the housing project through word-of-mouth, and that it is not everyone who is clear about the project and all that it entails when they apply.

Tshambu (2009) also states that they are usually called after the application process for them to be given full details of the status quo. However, the only people that are called are those that have been successful in the application process.

4.6   INTERPRETATION AND EXPLANATION OF GENERATED DATA FROM INTERVIEWS

Community involvement in any project is deemed necessary in order for the project to progress successfully (AusAid, 2001 and Lyons & Smuts, 2001). This community involvement can be in the slightest form; namely communication between recipients and implementer. With this in mind, managers of the N2 Gateway Housing Project did not engage in much communication between the Department of Local Government and Housing and the community set to benefit from the N2 Gateway Housing Project.

Between the community and managers of the N2 Gateway Housing Project, there seems to be consensus that the community's involvement in the project was limited. The managers state that the reason for this was that the community members were not skilled in the technical know-how of building/construction, which would have hindered development of the project. This reason, along with others around community factions causing delay, is

partly the cause for the project not being as successful as was aimed in view of the community.

Alongside the above, the initiation of the project was not grounded enough to lead to a successful project. The pressure of the fires in the Joe Slovo informal settlement led to the initiation and planning of the project being hastened to an extent that there was not enough consultation and forecasting in terms of where the relocated Joe Slovo dwellers would be housed, and that this does not cause an unbearable disruption in peoples, lives.

The issue of density of the informal settlement was a major factor that communities had to engaged with, as they should have know that a majority of residents in Joe Slovo and along the N2 stretch would not be able to be accommodated in the N2 Gateway Housing Project along the N2, because of density of the informal settlement that had to be reduced for safety reasons.

Previous reasons can be identified as having had a direct impact on the little success of the N2 Gateway Housing Project. The issue of communication may have led to the N2 Gateway Housing Project not enjoying as much success as was anticipated.

The success of the Bambanani Against Crime Project can be attributed to the extensive involvement of the community during implementation stage of the project. The Department of Community Safety gave recipients of the project a sense of ownership of the project by allowing them an extensive role as volunteers during implementation of the project as the project, was designed and planned in a way that it largely rests on the shoulders of the community in respect of volunteers.

Results of the Bambanani Against Crime Project are those of a seasonal project. There are certain reasons why the impact may not have been as strong and as widely felt. Among those reasons is the fact that the Bambanani Against Crime (Safer Festive Season) Project was only implemented over the festive season, which is approximately three months of the year. The result of

this implementation strategy, which formed the basis of the name Safer Festive Season, was that the effects were only felt over this period. However, the Community Policing Forum (CPF - neighbourhood watch) is continuous all year round and is also part of the Bambanani Against Crime Project.

For the rest of the year residents would feel that there are no adequate interventions on their behalf even though CPFs do exist. On the contrary, as mentioned, the Bambanani shows a different pattern of dissatisfaction to the N2 Gateway regarding the issue of safety. A reason for this is that the N2 Gateway has created a visible sense of security for its residents. Results of the N2 Gateway are felt on a daily basis all year round; which is why there is greater satisfaction among community members of the N2 Gateway in terms of safety and security, as opposed to the Bambanani Against Crime Project where results were not of a physical nature, and high visibility of volunteers only during festive season.

In the case of this study, the investigation comprised involvement of the community from the initiation and planning stages until implementation stage. Results extracted from the interviews showed that the community is mostly involved in the implementation stage or just before. In the case of the Bambanani Against Crime Project, the community is supposedly involved in implementation as volunteers, but in the N2 Gateway Housing Project it seems as if the community was involved at the stage of implementation, but only in the form of information being solicited from them.

Managers of the two projects held different views about the successes of the projects. Bambanani Against Crime, in the view of the managers, was successful in its implementation. However, according to managers of the N2 Gateway Housing Project, they felt that the N2 Gateway Housing Project was not as successful as the Department of Local Government and Housing had hoped that it would be.

The factor of job creation was mentioned by managers of both projects, "The Bambanani created at least 1500 jobs for volunteers who were paid a stipend

for their volunteer work" (De Lange, 2009). These volunteers were only for safety on beaches during the festive season. This way of involving the community had an effect on the success of the project, according to the community. However, like any other project, Bambanani would not be in a position of involving all members of the community in order for them to have first-hand knowledge of the effects of the programme. The N2 Gateway Housing Project makes no mention of members of the community being employed by the project. Selected samples of respondents speak on behalf of themselves as individuals and say that they were assisted. This does not mean that the entire community at large was assisted. Only the department has information on all individuals that benefited and those that have not benefited from the project, hence they state that the project was not as successful as anticipated.

The two projects were different in approach; one project was aimed at providing housing to eradicate incidents such as informal settlements burning down. "There was an element of negative publicity that exerted pressure on the officials about the matter" (Rossou, 2009). This led to the planning and implementation being forwarded at a faster pace than was suitable. Conversely, the other project was designed to encourage awareness, mobilisation and ownership by the community for their own safety and security. The project was meant to enable the community in future to take care of their own security needs and not to be reliant on the government. Hence, members of the community of Langa were active in the community policing forums, however, there was a lack of communication between the Department of Community Safety and the community, which left the community uninformed about effects and impacts of the Bambanani Against Crime Project on their everyday lives.

4.7 SUMMARY

The questionnaire on the N2 Gateway revealed that the community was not involved in the planning and implementation of the project. However, in the case of the N2 Gateway Housing Project, the community felt that the effects of the project were beneficial to them.

The Bambanani Against Crime Project produced a 42 percent total reduction in crime, since it was implemented, which is contrary to what respondents in the community of Langa indicated. There are various factors that contribute to this difference in sentiment on the part of the community and project managers.

In the case of the N2 Gateway Project, there are various factors that came into play as well. The community/study sample was of the view that the project has made a significant impact in the lives of community members. The sample comprised beneficiaries of the programme. However, the managers felt that the programme was not as successful as was intended.

The final chapter of the study, Chapter Five, presents conclusions of the study along with recommendations, which are based on findings from the study. Chapter Five takes an in depth look at the final outcome of the study, as interpreted by the community and highlights areas of project management that managers should take into consideration during implementation of community development projects.

CHAPTER 5

RECOMMENDATIONS AND CONCLUDING REMARKS

5.1   INTRODUCTION

This chapter concludes the points of discussion that were pertinent to the research. The chapter considers previous chapters of the research and points that played an integral role in that particular section. In this concluding chapter, the researcher makes mention of major points that the reader should bear in mind concerning the research.

The researcher also makes recommendations regarding major concerns of the research and how these concerns can be resolved; bearing in mind the circumstances faced by the research population. The research population still faces the same problems that they did prior to commencement of the study, however, the recommendations made in the study are geared to ensure that there is literature available for reference by projects that are of a similar nature.

This chapter identifies certain areas that can improve the outcome of projects regarding community satisfaction and a comparison between the projects emphasises and validates these recommendations. The two projects that were implemented by two separate departments point to the emphasis made by the researcher regarding how project success may be elevated from initiation until implementation.

5.2   BRIEF EXPOSITION OF CHAPTERS

5.2.1 Chapter One

Chapter one made a brief introduction to the study by introducing the literature surveyed, the methodology and design as well as the outline of the study. This was needed in order for the reader to draw a picture of where the study is headed and the ability to see a link between the chapters that follow.

5.2.2 Chapter Two

Chapter two is a consideration of relevant literature pertaining to the study. The literature review is brought in the form of a discussion which encourages interrogation of various forms of project management toolkits as well as the comparison of the status quo against the ideal with regard to community development project management.

5.2.3 Chapter Three

Chapter three dealt with the theoretical framework for the study. The chapter dissected the way in which the empirical survey was carried out as well as the various forms of data collection undertaken.

5.2.4 Chapter Four

Chapter four articulated the findings of the study in details. The results from the interviews and questionnaires for each samples and each data collection method for each sample are articulated. An interpretation of these results is also made in chapter four.

5.2.5 Chapter Five

Chapter five provides the recommendation and concluding remarks for the study. These recommendation are made in light of the literature reviewed in chapter two and findings articulated in the chapter four.

5.3 ARTICULATION OF RESULTS

5.3.1 Project with physical outcome (N2 Gateway Housing Project)

As the N2 Gateway Housing Project had a physical outcome, community members who qualified for accommodation felt that the project had a positive impact on their lives. A majority of applicants that did not benefit from receiving accommodation from the project, would be of a different view considering that the positive impact felt by recipients, is merely based on the success of their application.

There was little communication between the Western Cape Department of Local Government and Housing and the community pertaining to intentions and development of the project. This was evident since beneficiaries of the project displayed dissatisfaction about several areas of the project that could have been avoided had they been kept aware of project developments at the initiation, planning and implementation stages.

The N2 Gateway Housing Project in its entirety, was set to build 30 000 houses during Phase One and Phase Two. However, there is a total of around 450 000 applicants for housing. This situation brings moods of hostility among the community and these hostilities are often encountered by the officials during the implementation stages of the project, which makes implementation difficult to an extent that 1606 families had to be evicted from the premises after taking over the premises without authorisation.

Involvement of the community in the N2 Gateway Housing Project was not only lacking because the Department of Local Government and Housing was unwilling to include the community, but also because the community displayed traits of not wanting to take part in long plenary meetings with the department. The fact that there was not much time to plan, induced the rushed implementation as well.

Sustainability of the project is compromised by the fact that a majority of the people who live in the complex are battling to afford the rent, therefore, in turn, they will be unable to maintain the complex through levies and rental, which are necessary for maintenance work.

5.3.2 Project with non-physical outcome (Bambanani Against Crime)

Because of the community's lack of awareness by some other respondents concerning the impact of the project, the Bambabani Against Crime Project was regarded by members of the community as not having made a significant impact on their lives in terms of it being successful in reducing crime in Langa. Because of the Bambanani Against Crime initiative, the community of Langa have developed a sense of awareness with regard to issues of crime in the

area. There is a greater sense of co-operation with the Department and police within the community.

The Western Cape Department of Community Safety did not ensure effective communication platforms with the community regarding development of the project. The community was not given frequent feedback regarding development and, more importantly, the impact after evaluation. However, the community was instrumental in the implementation of the project, as it heavily relied on volunteers from the community. This is how the community managed to be part of the project and to contribute to the success of the project.

It is without a doubt that the Bambanani project has been successful in reducing crime. The problem around the project was communication with the community to inform even those that were not part of implementation, of the progress and successes of the community.

5.4   RECOMMENDATIONS

The research conducted yielded suitable data and allowed for recommendations to be made in order to rectify the problem as stated in chapter one.

5.4.1 N2 Gateway Housing Project (Physical Outcome)

Recommendation 1

The questionnaire that was conducted indicated that the N2 Gateway Project had a positive impact on the wellbeing of some recipients.

Considering that the project contributed positively to a significant number of the respondents, the Department of Local Government and Housing is now tasked with the responsibility of ensuring that this positive contribution is extended to a wider recipient base. There are various factors that led to a less

positive contribution to the 41.7 percent of respondents. The department could encourage widespread positive impact by:

- ➢ Involving the community more in the planning of projects so that the community may be more informed about what the positive and negative implications of the project are for recipients.
- ➢ Developing a holistic strategy prior to implementation of how to disseminate results of projects among targeted recipients.

Key objective of the recommendation:

To increase the radius within, which positive impact is felt through implementation of community development projects by including as many of the identified recipients within an extended radius.

Recommendation 2

The following recommendation is motivated by the fact that 78.3 percent of respondents felt that that they could not afford the rental for the accommodation. The Department of Local Government and Housing should maintain clear communication lines with recipients of the project especially with the phases that follow the pilot phase (Phase 1). The issue of rental is a pivotal issue that the community should understand prior to taking up accommodation at the N2 Gateway Housing Project.

The community can be made aware of rental and affordability by:

- ➢ The department holding one-on-one meetings with approved applicants; and
- ➢ The department discussing, explicitly, costs involved in taking up accommodation at the N2 Gateway Housing Project.

Key objective of the recommendation:

To minimize incidents where applicants find themselves in a situation where they are unable to afford rent for the accommodation after having applied with little knowledge of how they will be affected financially.

Recommendation 3

Considering that the housing development project (N2 Gateway) has a population density problem that will be hard to overcome, the community should be engaged thoroughly about the result and what it could mean for those residents that will not qualify for accommodation. From there on, alternative accommodation should be prepared and discussed with residents so that all stakeholders are aware of what will happen concerning those that do not meet the requirements for housing in the projects.

The department will accomplish this by:

➢ Holding impact analysis meetings with community leaders prior to meeting the community at large;

➢ Thereafter, holding impact analysis meetings, which are targeted at the community to discuss outcomes of the project;

➢ Discuss the minimum requirements so that those that do not qualify are aware of the circumstances that disqualify them from applying; and

➢ Discussing alternative accommodation arrangements with those that will be affected both temporarily and permanently by the project.

Key objective of the recommendation:

To minimize negative impacts by virtue of not having known what the outcome will be. Although the outcome will be the same, those that are affected will have been better prepared for changes that will be imposed on their lives by the outcome of the project. This recommendation will help to avoid rushed implementation, as consultations will be frequent and comprehensive, which should embody the concept of community involvement.

Recommendation 4

Community involvement is absolutely essential, hence managers should take an additional approach of 'building community ownership of the projects' by involving communities. Currently, it is evident that communities are involved to obtain buy-in for smoother implementation. This was highly evident in the

case of the N2 Gateway Housing Project, however, this approach did not contribute much to the success of the project.

The department can introduce this new approach by:
- ➢ Building the aspect of 'community ownership by involvement' into the project plans;
- ➢ Appointing a Community Liaison Officer in every project team; and
- ➢ Ensuring frequent status feedback to the community on/during planning stages, prior to extensive involved/participation that is required upon implementation.

Key objective of the recommendation:

To ensure that the community is not merely involved at a superficial level, but that their involvement brings value to the project in respect of their perceptions of the final outcome of the project. The creation of ownership of project results relies on this objective, which also has elements that could assist to increase sustainability of the project through community ownership. Sustainable community development has qualities or elements of self control and self reliance (Wint, 2002: 87).

Recommendation 5

As technical as the project may be, the community should be involved extensively, especially at implementation stage in order to encourage maximum benefit in terms of skills development for the community.

Skills development may be incorporated through:
- ➢ Internships in the building industry being negotiated between stakeholders for future projects of this nature, which will allow the community to be involved at every stage (initiation, planning and implementation); and

> ➢ Participation of community members through volunteer work done during the implementation stage of the project in order to afford an opportunity to gain.

Key objective of the recommendation:

To ensure that the community is empowered though the project not only by being provided with safe and adequate housing, but also by being trained in a skill that they may use later to find themselves employment. Empowerment is not the result of a single event, but a continuous process that allows people to understand and be in better control of circumstances that affect their lives by being able to do things for themselves (Schuftan, 1996).

5.4.2 Bambanani Against Crime Project (Non-Physical Outcome)

Recommendation 1

Communication with the community is not meant to be one way (from the community to the Department of Community Safety); communication should be a two-way process and, more importantly, it should be constant. One of the critical times for communication in a non-physical outcome project is after completion. The community should be informed of results that are gathered from each stage so that they are informed of the outcomes of the project.

The Department of Community Safety should keep the community abreast of occurrences of the project from initiation to implementation by:
> ➢ Constantly engaging the community through meeting around developments of the project.

Key objective of the recommendation:

To ensure that people are aware of the progress and successes of a project, especially results of projects upon completion and closure.

Recommendation 2

Implementation of the project resulted in heightened sustainability owing to the implementation strategy pertaining to community involvement. The community was able to sustain the project owing to levels of involvement that they were afforded and levels of skills that they acquired from the project. Involvement of the community should be conducted with consideration for the need for sustainability of the project. This means that the community should be empowered during this time by involving them to enable them to be empowered through the project.

The Department of Community Safety can achieve this by:

➢ Giving the community a prominent role to play in the project where it can contribute to its own upliftment; and

➢ Ensuring that the role that the community plays will give it skills that it needs to be able to further assist it once the project has been closed.

Key objective of the recommendation:

To ensure that the community is skilled upon closure of community development projects in order for it to be able to sustain the project by either spreading the impact of the project for the benefit of other community members, or by ensuring that results of the project are properly maintained.

Recommendation 3

The Department of Community Safety has struggled to establish a relationship that supports effective communication channels between the community and the department, as well as between the community and the police.

In order for this situation to change:

➢ The Department of Community Safety should rectify this by disseminating, on time, among the community, the impact assessment results of the project; and

➤ The department should play a more visible role in safety and security matters in the community by constantly engaging with the public.

Key objective of the recommendation:

To ensure that the community gains confidence in the Department of Community Safety after seeing the impact of the project and the interest that the department shows in the wellbeing of the community through engagement. This will also motivate the community to become more participatory in development projects.

.5.5 CONCLUDING REMARKS

From the study that was conducted, the researcher can conclude on the following points:

5.5.1 N2 Gateway Housing Project

It is evident that the N2 Gateway Housing Project was implemented to eradicate the informal settlement along the route. This, however, brought about another concern, which seemingly was only realised later after implementation or was not really of concern enough to halt advancement of demolition of the informal settlement and construction along the N2 route.

The problem that arose was that the land along the N2 was densely populated by shacks, which made it impossible for the houses under construction to be able to house every family that previously resided along the stretch of land from Langa Township to Cape Town International Airport. Evidently, construction commenced without those factors being properly resolved, which led to people in the area being relocated to other areas. Upon completion of the some of the units, residents expected to move into the properties. This was complicated by the application process that left several families uncatered for, as they either did not qualify or had applied timeously.

During initiation and planning of the N2 Gateway Housing Project, the community was separated by disagreements regarding how the project should

be implemented, and who should be beneficiaries. During the implementation process, there was not much involvement from the community in the project. These are seemingly among reasons why the project was less successful than anticipated. Although Wababa (2009) mentions that the nature of the project does not allow for much involvement owing to the technicality of the terms used in the construction industry, community buy-in should be solicited at all costs to ensure community buy-in.

The N2 Gateway Housing Project, according to the managers, was not as successful as anticipated. The managers related this sentiment owing to the fact that a majority of people affected by the N2 Gateway Housing Project have been negatively affected by relocation and displacement. This means that there were more families that were displaced then those that benefited by receiving proper housing.

The community that currently resides in the N2 Gateway complex in Langa as respondents of the questionnaire, raised a few concerns about housing. Only a small minority felt that they could afford the houses that they lived in. This is a consequence of the community applying for housing without knowing what costs are involved, for example, the rentals. This was vindicated by the interview with Tshambu (2009) who stated that they rely on word-of-mouth to receive information about the housing development and that they apply first and if they are successful, they are called for a briefing.

Evidently, communication with the community was not sufficient in the case of this project. The applicants who posed questions at the offices (Langa rent office) where forms were obtained, were told that they will be informed about procedures at a later stage. They should, however, complete their forms and leave them at the rent office.

Prioritisation of the housing settlement was derailed by pressures felt by office bearers resulting from the fires at Joe Slovo to an extent that the allocation of alternative settlement areas was not done to a satisfactory level for residents who did not qualify for accommodation in the newly developed N2 Gateway

Housing Project. This situation led to various factions between the community and the government and amongst the community itself.

These factions were within the communities that were set to benefit from the N2 Gateway Housing Project, while some also came from other communities who felt that they were sidelined although they experienced the same problems. These hostilities culminated in protests and blockades on the N2 Highway by disgruntled communities. The reason stated above is amongst those that led managers of the N2 Gateway Housing Project to lose confidence in the success of the project.

The community of the N2 Gateway Housing Project, however, showed a different sentiment. This community is the community that comprised the few beneficiaries of the N2 Gateway Housing Project. The community acknowledged that their lives improved, since the housing project brought a certain degree of improvement to their lives. With regard to awareness of the project, a considerable percentage (32 percent) stated that they were aware of the project and its intentions prior to implementation. This means that communication was initiated with the community that would benefit from the project. However, how effective was this communication?

As much as 32 percent is below the 50 percent mark, it is still symbolic of a fact that the community was engaged to a considerable extent, although a majority was not. This in no way states that the 32 percent is sufficient but saying that the efforts to inform the community should be elevated.

The N2 Gateway Housing Project does not show characteristics of being sustainable. A majority of residents have shown that they are unable to afford the rent, which will have negative implications on the general appearance and structure of the building, as maintenance will be difficult without timely payment of rental.

Rossou (2009) mentions that sustainability of projects of this nature is limited because the premises are built for people who have limited background in

staying in formal structured houses and, therefore, have no background knowledge of how to maintain these structures. Living standards that were practiced in the informal settlements will most probably be applied to the new formal structured housing, or, even worse, considering the lowered disposable income.

According to managers of the housing project, it can be determined that the housing project is not as sustainable as they had hoped. However the lessons from this project can be carried to ensure better success of future projects of this nature.

5.5.2 Bambanani Against Crime Project

The difference between this project that had a physical outcome and the project with a non physical outcome is that the community, in respect of the Bambanani Against Crime Project, felt that the project was not as effective as anticipated. This is surmised from the fact that almost 60 percent of respondents indicated that the project did not make a significant reduction to crime.

Be that as it may, it is quite clear that the Bambanani Against Crime Project is the only project that has fought crime in the community of Langa. This sentiment was reflected by the strongest frequency of 34.3 percent; 10 percent higher than the second strongest frequency of respondents who disagreed with the above statement.

Among the intentions of the Bambanani Against Crime Project, the Department of Community Safety aimed to create better communication channels between the community and the Department of Community Safety, and between the community and the police. The Department of Community Safety, according to the community, has successfully achieved this objective.

With regard to the lack of significant reduction in crime, the most likely factors that have contributed to this are possibly the fact that the community did not monitor this particular project, and that the project does not have a physical

outcome. In the case of the Bambanani project, the community is not able to view any results, therefore, rendering them unable to compare with the past years in order to measure results.

The reason this is evident in the case of this research is that the Department of Community Safety has released statistics on the Bambanani Against Crime Project, which states that the project has led to a 42 percent reduction in crime over the past years that the project was implemented, since 2003. This, on its own, is close to a 50 percent reduction.

The question that remains is why does the community of Langa not know about this significant progress that the Department of Community Safety together with the community has made? Somehow, this information has not filtered through to the community.

Managers of the project are of the opinion that the project has been extremely successful, without saying that there have not been shortcomings. However, with assistance from volunteers, the project has been a huge success in terms of what the department had aimed.

Results of the Bambanani Against Crime Project, as stated by the department, are a result of the involvement of the community. Both departments are of the view that by involving a community in a project creates a sense of ownership of the project by the community. This means that the community will ensure that the project succeeds.

The Bambanani Against Crime Projects has shown characteristics of sustainability via the low incidents over the 2006/2007 festive season as reported by De Lange (2009), even after the Government ceased to manage the project. The project was geared in a way to empower community through training by taking charge of their own security with resource assistance from government. This empowerment will lead the community to be able to sustain themselves.

The model of implementation employed by the Department of Community Safety shows potential of impacting all community development projects for the benefit of the community. Implementation with and alongside the community with the intention of the community ultimately driving their own similar projects, allows the community to gain skills during implementation. It is those skills that will allow the community to add to the sustainability of the project as they will carry on the work on their own once the project has been completed.

Notably, the Bambanani Against Crime Project (Safer Festive Season) has initiated a new project: the Safer Summer Season Project. However, considering that the community will drive this Safer Summer Season project, utilisation of skills gained from the Safer Festive Season project, will render an independence gained by the community and a level of sustainability shown by the Safer Summer Season Project, which directly results from the plan implemented by the initial Bambanani Against Crime Projects (Safer Festive Season).

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Appendix A

Certificate from Language Practitioner

1 December 2009

Dear Sir/Madam

This serves to confirm that I have proofread and edited the research study entitled: *"An evaluation of selected steps to achieve successful community projects with specific reference to crime and housing in Langa Township: Cape Town",* and that the candidate has been advised to make the necessary changes.

Thank you.

Yours faithfully

Shamila Sulayman

(Ms) Shamila Sulayman
Communication Lecturer
Department of Management and Project Management
Faculty of Business
Cape Peninsula University of Technology
(021) 460-3180

Appendix B

Certificate from Statistician

Appendix C

N2 Gateway Questionnaire

	Statement	Strongly agree	Agree	Unsure	Disagree	Strongly disagree
		1	2	3	4	5
1	The N2 gateway has contributed positively to my family's life.					
2	I was aware of the project and its intentions before implementation began.					
3	The project and its intentions were properly communicated to all the communities surrounding Langa.					
4	The administration of application and issuing of keys was handled properly by the officials.					
5	All the residents staying in the complex are eligible to be staying in the complex.					
6	The N2 gateway is a safe environment to be staying in.					
7	The concerns of the community were addressed fully by the officials representing the N2gateway housing project.					

		YES	NO	DON'T KNOW
8	We are able to afford the rent for the unit we are staying in.			■
9	My household income is between R1200-R3500.			■
10	There are people who are using the accommodation at N2 gateway to make a profit rather than stay in.			

Appendix D

Bambanani Questionnaire

	Statement	Strongly agree	Agree	Unsure	Disagree	Strongly disagree
		1	2	3	4	5
1	Through the Bambanani project, crime was reduced significantly in Langa from the year 2003 to 2006.					
2	Bambanani has been the only programme that combats crime in Langa.					
3	The community is united against crime in Langa.					
4	Before the 2002/2003 festive season, crime was strong in Langa during the festive season.					
5	The Bambanani against crime project has instilled a sense of responsibility with regard to crime in my area.					
6	Effective communication platforms have been established between the Department of Community Safety and the community of Langa.					
7	Effective communication platforms have been established between the community of Langa and the police.					
8	The concerns of the community were addressed fully by the officials representing Bambanani Against Crime.					
9	The Safer Festive Season programme has ensured a safer festive season from the year 2003 to 2006 in Langa.					
10	The cooperation between the police and the community is very strong in Langa.					

Appendix E

South African Constitution. Chapter 2 –Bill of Right. 1996

7. Rights

1. This Bill of Rights is a cornerstone of democracy in South Africa. It enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom.
2. The state must respect, protect, promote and fulfil the rights in the Bill of Rights.
3. The rights in the Bill of Rights are subject to the limitations contained or referred to in section 36, or elsewhere in the Bill.

8. Application

1. The Bill of Rights applies to all law, and binds the legislature, the executive, the judiciary and all organs of state.
2. A provision of the Bill of Rights binds a natural or a juristic person if, and to the extent that, it is applicable, taking into account the nature of the right and the nature of any duty imposed by the right.
3. When applying a provision of the Bill of Rights to a natural or juristic person in terms of subsection (2), a court
   a. in order to give effect to a right in the Bill, must apply, or if necessary develop, the common law to the extent that legislation does not give effect to that right; and
b. may develop rules of the common law to limit the right, provided that the limitation is in accordance with section 36(1).
4. A juristic person is entitled to the rights in the Bill of Rights to the extent required by the nature of the rights and the nature of that juristic person.

9. Equality

1. Everyone is equal before the law and has the right to equal protection and benefit of the law.
2. Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons, or categories of persons, disadvantaged by unfair discrimination may be taken.
3. The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.
4. [*1] No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection (3). National legislation must be enacted to prevent or prohibit unfair discrimination.
5. Discrimination on one or more of the grounds listed in subsection (3) is unfair unless it is established that the discrimination is fair.

10. Human dignity

Everyone has inherent dignity and the right to have their dignity respected and protected.

11. Life

Everyone has the right to life.

12. Freedom and security of the person

1. Everyone has the right to freedom and security of the person, which includes the right
   a. not to be deprived of freedom arbitrarily or without just cause;
   b. not to be detained without trial;
   c. to be free from all forms of violence from either public or private sources;
   d. not to be tortured in any way; and
   e. not to be treated or punished in a cruel, inhuman or degrading way.
2. Everyone has the right to bodily and psychological integrity, which includes the right
   a. to make decisions concerning reproduction;
   b. to security in and control over their body; and
   c. not to be subjected to medical or scientific experiments without their informed consent.

13. Slavery, servitude and forced labour

No one may be subjected to slavery, servitude or forced labour.

14. Privacy

Everyone has the right to privacy, which includes the right not to have

a. their person or home searched;
b. their property searched;
c. their possessions seized; or
d. the privacy of their communications infringed.

15. Freedom of religion, belief and opinion

1. Everyone has the right to freedom of conscience, religion, thought, belief and opinion.
2. Religious observances may be conducted at state or state-aided institutions, provided that
   a. those observances follow rules made by the appropriate public authorities;
   b. they are conducted on an equitable basis; and
   c. attendance at them is free and voluntary.
3.
   a. This section does not prevent legislation recognising
      i. marriages concluded under any tradition, or a system of religious, personal or family law; or
      ii. systems of personal and family law under any tradition, or adhered to by persons professing a particular religion.

b. Recognition in terms of paragraph (a) must be consistent with this section and the other provisions of the Constitution.

16. Freedom of expression

1. Everyone has the right to freedom of expression, which includes
    a. freedom of the press and other media;
    b. freedom to receive or impart information or ideas;
    c. freedom of artistic creativity; and
    d. academic freedom and freedom of scientific research.
2. The right in subsection (1) does not extend to
    a. propaganda for war;
    b. incitement of imminent violence; or
    c. advocacy of hatred that is based on race, ethnicity, gender or religion, and that constitutes incitement to cause harm.

17. Assembly, demonstration, picket and petition

Everyone has the right, peacefully and unarmed, to assemble, to demonstrate, to picket and to present petitions.

18. Freedom of association

Everyone has the right to freedom of association.

19. Political rights

1. Every citizen is free to make political choices, which includes the right
    a. to form a political party;
    b. to participate in the activities of, or recruit members for, a political party; and
    c. to campaign for a political party or cause.
2. Every citizen has the right to free, fair and regular elections for any legislative body established in terms of the Constitution.
3. Every adult citizen has the right
    a. to vote in elections for any legislative body established in terms of the Constitution, and to do so in secret; and
    b. to stand for public office and, if elected, to hold office.

20. Citizenship

No citizen may be deprived of citizenship.

21. Freedom of movement and residence

1. Everyone has the right to freedom of movement.
2. Everyone has the right to leave the Republic.
3. Every citizen has the right to enter, to remain in and to reside anywhere in, the Republic.
4. Every citizen has the right to a passport.

22. Freedom of trade, occupation and profession

Every citizen has the right to choose their trade, occupation or profession freely. The practice of a trade, occupation or profession may be regulated by law.

23. Labour relations

1. Everyone has the right to fair labour practices.
2. Every worker has the right
   a. to form and join a trade union;
   b. to participate in the activities and programmes of a trade union; and
   c. to strike.
3. Every employer has the right
   a. to form and join an employers' organisation; and
   b. to participate in the activities and programmes of an employers' organisation.
4. Every trade union and every employers' organisation has the right
   a. to determine its own administration, programmes and activities;
   b. to organise; and
   c. to form and join a federation.
5. Every trade union, employers' organisation and employer has the right to engage in collective bargaining. National legislation may be enacted to regulate collective bargaining. To the extent that the legislation may limit a right in this Chapter, the limitation must comply with section 36(1).
6. National legislation may recognise union security arrangements contained in collective agreements. To the extent that the legislation may limit a right in this Chapter, the limitation must comply with section 36(1).

24. Environment

Everyone has the right

a. to an environment that is not harmful to their health or well-being; and
b. to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that
   i. prevent pollution and ecological degradation;
   ii. promote conservation; and
   iii. secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

25. Property

1. No one may be deprived of property except in terms of law of general application, and no law may permit arbitrary deprivation of property.
2. Property may be expropriated only in terms of law of general application
   a. for a public purpose or in the public interest; and
   b. subject to compensation, the amount of which and the time and manner of payment of which have either been agreed to by those affected or decided or approved by a court.

3. The amount of the compensation and the time and manner of payment must be just and equitable, reflecting an equitable balance between the public interest and the interests of those affected, having regard to all relevant circumstances, including
    a. the current use of the property;
    b. the history of the acquisition and use of the property;
    c. the market value of the property;
    d. the extent of direct state investment and subsidy in the acquisition and beneficial capital improvement of the property; and
    e. the purpose of the expropriation.
4. For the purposes of this section
    a. the public interest includes the nation's commitment to land reform, and to reforms to bring about equitable access to all South Africa's natural resources; and
    b. property is not limited to land.
5. The state must take reasonable legislative and other measures, within its available resources, to foster conditions which enable citizens to gain access to land on an equitable basis.
6. A person or community whose tenure of land is legally insecure as a result of past racially discriminatory laws or practices is entitled, to the extent provided by an Act of Parliament, either to tenure which is legally secure or to comparable redress.
7. A person or community dispossessed of property after 19 June 1913 as a result of past racially discriminatory laws or practices is entitled, to the extent provided by an Act of Parliament, either to restitution of that property or to equitable redress.
8. No provision of this section may impede the state from taking legislative and other measures to achieve land, water and related reform, in order to redress the results of past racial discrimination, provided that any departure from the provisions of this section is in accordance with the provisions of section 36(1).
9. Parliament must enact the legislation referred to in subsection (6).

26. Housing

1. Everyone has the right to have access to adequate housing.
2. The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right.
3. No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions.

27. Health care, food, water and social security

1. Everyone has the right to have access to
    a. health care services, including reproductive health care;
    b. sufficient food and water; and
    c. social security, including, if they are unable to support themselves and their dependants, appropriate social assistance.

2. The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights.
3. No one may be refused emergency medical treatment.

28. Children

1. Every child has the right
   a. to a name and a nationality from birth;
   b. to family care or parental care, or to appropriate alternative care when removed from the family environment;
   c. to basic nutrition, shelter, basic health care services and social services;
   d. to be protected from maltreatment, neglect, abuse or degradation;
   e. to be protected from exploitative labour practices;
   f. not to be required or permitted to perform work or provide services that
      i. are inappropriate for a person of that child's age; or
      ii. place at risk the child's well-being, education, physical or mental health or spiritual, moral or social development;
   g. not to be detained except as a measure of last resort, in which case, in addition to the rights a child enjoys under sections 12 and 35, the child may be detained only for the shortest appropriate period of time, and has the right to be
      i. kept separately from detained persons over the age of 18 years; and
      ii. treated in a manner, and kept in conditions, that take account of the child's age;
   h. to have a legal practitioner assigned to the child by the state, and at state expense, in civil proceedings affecting the child, if substantial injustice would otherwise result; and
   i. not to be used directly in armed conflict, and to be protected in times of armed conflict.
2. A child's best interests are of paramount importance in every matter concerning the child.
3. In this section "child" means a person under the age of 18 years.

29. Education

1. Everyone has the right
   a. to a basic education, including adult basic education; and
   b. to further education, which the state, through reasonable measures, must make progressively available and accessible.
2. Everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable. In order to ensure the effective access to, and implementation of, this right, the state must consider all reasonable educational alternatives, including single medium institutions, taking into account
   a. equity;
   b. practicability; and

c. the need to redress the results of past racially discriminatory laws and practices.
3. Everyone has the right to establish and maintain, at their own expense, independent educational institutions that
   a. do not discriminate on the basis of race;
   b. are registered with the state; and
   c. maintain standards that are not inferior to standards at comparable public educational institutions.
4. Subsection (3) does not preclude state subsidies for independent educational institutions.

30. Language and culture

Everyone has the right to use the language and to participate in the cultural life of their choice, but no one exercising these rights may do so in a manner inconsistent with any provision of the Bill of Rights.

31. Cultural, religious and linguistic communities

1. Persons belonging to a cultural, religious or linguistic community may not be denied the right, with other members of that community
   a. to enjoy their culture, practise their religion and use their language; and
   b. to form, join and maintain cultural, religious and linguistic associations and other organs of civil society.
2. The rights in subsection (1) may not be exercised in a manner inconsistent with any provision of the Bill of Rights.

[*2] 32. Access to information

1. Everyone 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 or protection of any rights.
2. National legislation must be enacted to give effect to this right, and may provide for reasonable measures to alleviate the administrative and financial burden on the state.

[*3] 33. Just administrative action

1. Everyone has the right to administrative action that is lawful, reasonable and procedurally fair.
2. Everyone whose rights have been adversely affected by administrative action has the right to be given written reasons.
3. National legislation must be enacted to give effect to these rights, and must
   a. provide for the review of administrative action by a court or, where appropriate, an independent and impartial tribunal;
   b. impose a duty on the state to give effect to the rights in subsections (1) and (2); and
   c. promote an efficient administration.

34. Access to courts

Everyone has the right to have any dispute that can be resolved by the application of law decided in a fair public hearing before a court or, where appropriate, another independent and impartial tribunal or forum.

35. Arrested, detained and accused persons

1. Everyone who is arrested for allegedly committing an offence has the right
    a. to remain silent;
    b. to be informed promptly
        i. of the right to remain silent; and
        ii. of the consequences of not remaining silent;
    c. not to be compelled to make any confession or admission that could be used in evidence against that person;
    d. to be brought before a court as soon as reasonably possible, but not later than
        i. 48 hours after the arrest; or
        ii. the end of the first court day after the expiry of the 48 hours, if the 48 hours expire outside ordinary court hours or on a day which is not an ordinary court day;
    e. at the first court appearance after being arrested, to be charged or to be informed of the reason for the detention to continue, or to be released; and
    f. to be released from detention if the interests of justice permit, subject to reasonable conditions.
2. Everyone who is detained, including every sentenced prisoner, has the right
    a. to be informed promptly of the reason for being detained;
    b. to choose, and to consult with, a legal practitioner, and to be informed of this right promptly;
    c. to have a legal practitioner assigned to the detained person by the state and at state expense, if substantial injustice would otherwise result, and to be informed of this right promptly;
    d. to challenge the lawfulness of the detention in person before a court and, if the detention is unlawful, to be released;
    e. to conditions of detention that are consistent with human dignity, including at least exercise and the provision, at state expense, of adequate accommodation, nutrition, reading material and medical treatment; and
    f. to communicate with, and be visited by, that person's
        i. spouse or partner;
        ii. next of kin;
        iii. chosen religious counsellor; and
        iv. chosen medical practitioner.
3. Every accused person has a right to a fair trial, which includes the right
    a. to be informed of the charge with sufficient detail to answer it;
    b. to have adequate time and facilities to prepare a defence;
    c. to a public trial before an ordinary court;
    d. to have their trial begin and conclude without unreasonable delay;
    e. to be present when being tried;

f. to choose, and be represented by, a legal practitioner, and to be informed of this right promptly;
g. to have a legal practitioner assigned to the accused person by the state and at state expense, if substantial injustice would otherwise result, and to be informed of this right promptly;
h. to be presumed innocent, to remain silent, and not to testify during the proceedings;
i. to adduce and challenge evidence;
j. not to be compelled to give self-incriminating evidence;
k. to be tried in a language that the accused person understands or, if that is not practicable, to have the proceedings interpreted in that language;
l. not to be convicted for an act or omission that was not an offence under either national or international law at the time it was committed or omitted;
m. not to be tried for an offence in respect of an act or omission for which that person has previously been either acquitted or convicted;
n. to the benefit of the least severe of the prescribed punishments if the prescribed punishment for the offence has been changed between the time that the offence was committed and the time of sentencing; and
o. of appeal to, or review by, a higher court.
4. Whenever this section requires information to be given to a person, that information must be given in a language that the person understands.
5. Evidence obtained in a manner that violates any right in the Bill of Rights must be excluded if the admission of that evidence would render the trial unfair or otherwise be detrimental to the administration of justice.

36. Limitation of rights

1. The rights in the Bill of Rights may be limited only in terms of law of general application to the extent that the limitation is reasonable and justifiable in an open and democratic society based on human dignity, equality and freedom, taking into account all relevant factors, including
   a. the nature of the right;
   b. the importance of the purpose of the limitation;
   c. the nature and extent of the limitation;
   d. the relation between the limitation and its purpose; and
   e. less restrictive means to achieve the purpose.
2. Except as provided in subsection (1) or in any other provision of the Constitution, no law may limit any right entrenched in the Bill of Rights.

37. States of emergency

1. A state of emergency may be declared only in terms of an Act of Parliament, and only when
   a. the life of the nation is threatened by war, invasion, general insurrection, disorder, natural disaster or other public emergency; and
   b. the declaration is necessary to restore peace and order.
2. A declaration of a state of emergency, and any legislation enacted or other action taken in consequence of that declaration, may be effective only

      a. prospectively; and

      b. for no more than 21 days from the date of the declaration, unless the National Assembly resolves to extend the declaration. The Assembly may extend a declaration of a state of emergency for no more than three months at a time. The first extension of the state of emergency must be by a resolution adopted with a supporting vote of a majority of the members of the Assembly. Any subsequent extension must be by a resolution adopted with a supporting vote of at least 60 per cent of the members of the Assembly. A resolution in terms of this paragraph may be adopted only following a public debate in the Assembly.

3. Any competent court may decide on the validity of

      a. a declaration of a state of emergency;

      b. any extension of a declaration of a state of emergency; or

      c. any legislation enacted, or other action taken, in consequence of a declaration of a state of emergency.

4. Any legislation enacted in consequence of a declaration of a state of emergency may derogate from the Bill of Rights only to the extent that

      a. the derogation is strictly required by the emergency; and

      b. the legislation

         i. is consistent with the Republic's obligations under international law applicable to states of emergency;

        ii. conforms to subsection (5); and

       iii. is published in the national Government Gazette as soon as reasonably possible after being enacted.

5. No Act of Parliament that authorises a declaration of a state of emergency, and no legislation enacted or other action taken in consequence of a declaration, may permit or authorise

      a. indemnifying the state, or any person, in respect of any unlawful act;

      b. any derogation from this section; or

      c. any derogation from a section mentioned in column 1 of the Table of Non-Derogable Rights, to the extent indicated opposite that section in column 3 of the Table.

Table of Non-Derogable Rights

1 Section Number	2 Section Title	3 Extent to which the right is protected
9	Equality	With respect to unfair discrimination solely on the grounds of race, colour, ethnic or social origin, sex religion or language
10	Human Dignity	Entirely
11	Life	Entirely
12	Freedom and Security of the person	With respect to subsections (1)(d) and (e) and (2)(c).
13	Slavery, servitude and	With respect to slavery and servitude

28	Children	With respect to: - subsection (1)(d) and (e); - the rights in subparagraphs (i) and (ii) of subsection (1)(g); and - subsection 1(i) in respect of children of 15 years and younger
35	Arrested, detained and accused persons	With respect to: - subsections (1)(a), (b) and (c) and (2)(d); - the rights in paragraphs (a) to (o) of subsection (3), excluding paragraph (d) - subsection (4); and - subsection (5) with respect to the exclusion of evidence if the admission of that evidence would render the trial unfair.

6. Whenever anyone is detained without trial in consequence of a derogation of rights resulting from a declaration of a state of emergency, the following conditions must be observed:
   a. An adult family member or friend of the detainee must be contacted as soon as reasonably possible, and informed that the person has been detained.
   b. A notice must be published in the national Government Gazette within five days of the person being detained, stating the detainee's name and place of detention and referring to the emergency measure in terms of which that person has been detained.
   c. The detainee must be allowed to choose, and be visited at any reasonable time by, a medical practitioner.
   d. The detainee must be allowed to choose, and be visited at any reasonable time by, a legal representative.
   e. A court must review the detention as soon as reasonably possible, but no later than 10 days after the date the person was detained, and the court must release the detainee unless it is necessary to continue the detention to restore peace and order.
   f. A detainee who is not released in terms of a review under paragraph (e), or who is not released in terms of a review under this paragraph, may apply to a court for a further review of the detention at any time after 10 days have passed since the previous review, and the court must release the detainee unless it is still necessary to continue the detention to restore peace and order.
   g. The detainee must be allowed to appear in person before any court considering the detention, to be represented by a legal practitioner at those hearings, and to make representations against continued detention.
   h. The state must present written reasons to the court to justify the continued detention of the detainee, and must give a copy of those reasons to the detainee at least two days before the court reviews the detention.

7. If a court releases a detainee, that person may not be detained again on the same grounds unless the state first shows a court good cause for re-detaining that person.
8. Subsections (6) and (7) do not apply to persons who are not South African citizens and who are detained in consequence of an international armed conflict. Instead, the state must comply with the standards binding on the Republic under international humanitarian law in respect of the detention of such persons.

38. Enforcement of rights

Anyone listed in this section has the right to approach a competent court, alleging that a right in the Bill of Rights has been infringed or threatened, and the court may grant appropriate relief, including a declaration of rights. The persons who may approach a court are -

a. anyone acting in their own interest;
b. anyone acting on behalf of another person who cannot act in their own name;
c. anyone acting as a member of, or in the interest of, a group or class of persons;
d. anyone acting in the public interest; and
e. an association acting in the interest of its members.

39. Interpretation of Bill of Rights

1. When interpreting the Bill of Rights, a court, tribunal or forum
    a. must promote the values that underlie an open and democratic society based on human dignity, equality and freedom;
    b. must consider international law; and
    c. may consider foreign law.
2. When interpreting any legislation, and when developing the common law or customary law, every court, tribunal or forum must promote the spirit, purport and objects of the Bill of Rights.
3. The Bill of Rights does not deny the existence of any other rights or freedoms that are recognised or conferred by common law, customary law or legislation, to the extent that they are consistent with the Bill.

Appendix F

Interview Questionnaire- N2 Gateway

Survey to evaluate the success of community development projects and their implementation in light of the selected steps for achieving successful community projects

Dear Sir/ Madam

This questionnaire/interview is designed to evaluate whether the community development project objectives as stated by the government departments implementing them do meet their objective and whether the intended beneficiaries were included in the initiation and planning of the project.

The result of this survey will assist in determining the pattern of project management that assists in making community development projects a success and whether community involvement does play a role in the success of community development projects.

Your co-operation is greatly needed in making this study a success and in assisting the researcher completed the study on defining selected steps for achieving successful community projects.

All information retrieved from this study will be treated with confidentiality and will only be used for the purpose of this study.

For any queries, comments and additional information, please contact Mr Luvuyo Kakaza on:

Cell   0734124578
Office   0214603702
Email   201080192@cput.ac.za
Fax   0865562066

Thank you for your co-operation

Luvuyo Kakaza
M-Tech Research Student
Faculty of Business
Cape Peninsula University of Technology

What is the departments view when it comes to community involvement in community development projects?

_____

What are the positives and negatives of involving the community in the initiation and planning of community development projects?

_____

At what stage between initiation and planning is community engagement done?

_____

In the Project Management Body of Knowledge (PM BoK) process for Project Management (Initiation, Planning, Implementation, Monitoring, Closing), where do you as managers experience difficulty when in come to community involvement?

_____

In the view of the department, has the N2 Gateway Housing Project met the targets set by the department through the implementation of the project?

_____

How does the department view the sustainability of the N2 Gateway Housing Project now that it has been implemented.

_____

What can be done in the regard of these PM BoK steps (Initiation, Planning, Implementation, Monitoring, Closing) to safeguard the success of community development projects?

_____

Is there a way the community can add to value to the development projects intended for them in the initiation stage and planning stage?

_____

Appendix G

Interview Questionnaire – Bambanani Against Crime

Survey to evaluate the success of community development projects and their implementation in light of the selected steps for achieving successful community projects

Dear Sir/ Madam

This questionnaire/interview is designed to evaluate whether the community development project objectives as stated by the government departments implementing them do meet their objective and whether the intended beneficiaries were included in the initiation and planning of the project.

The result of this survey will assist in determining the pattern of project management that assists in making community development projects a success and whether community involvement does play a role in the success of community development projects.

Your co-operation is greatly needed in making this study a success and in assisting the researcher completed the study on defining selected steps for achieving successful community projects.

All information retrieved from this study will be treated with confidentiality and will only be used for the purpose of this study.

For any queries, comments and additional information, please contact Mr Luvuyo Kakaza on:

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Fax   0865562066

Thank you for your co-operation

Luvuyo Kakaza

M-Tech Research Student

Faculty of Business

Cape Peninsula University of Technology

What is the departments view when it comes to community involvement in community development projects?

_____

What are the positives and negatives of involving the community in the initiation and planning of community development projects?

_____

At what stage between initiation and planning is community engagement done?

_____

In the Project Management Body of Knowledge (PM BoK) process for Project Management, where do you as managers experience difficulty when in come to community involvement?

_____

In the view of the department, has the Bambanani Against Crime Project met the targets set by the department through the implementation of the project?

_____

How does the department view the sustainability of the Bambanani Against Crime Project now that it has been implemented.

_____

What can be done in the regard of these PM BoK steps to safeguard the success of community development projects?

_____

Is there a way the community can add to value in the development projects intended for them in the initiation stage and planning stage?

_____

Appendix H

White Paper – A new Housing Policy and Strategy for South Africa

Department of Housing
White Paper
A New Housing Policy and Strategy for South Africa
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1. Preamble

Housing the Nation...

...is one of the greatest challenges facing the Government of National Unity. The extent of the challenge derives not only from the enormous size of the housing backlog and the desperation and impatience of the homeless, but stems also from the extremely complicated bureaucratic, administrative, financial and institutional framework inherited from the previous government.

This White Paper marks the beginning of a process. For the first time in its history, South Africa now has a policy framework for all of its citizens. The approach adopted has been the search for the creation of an enabling environment, and not for the publication of a new set of rules. It aims to contribute to the certainty required by the market, as well as give the Provincial and Local Governments their capacity to fulfil their Constitu- tional obligations. Throughout the document, a partnership between the various tiers of government, the private sector and the communities is envisaged. This is seen as a fundamental prerequisite for the sustained delivery of housing at a level unprecedented in the history of this country. It requires all parties not only to argue for their rights, but also to accept their respective responsibilities.

One of the greatest initial challenges facing all role players is the creation of a public environment conducive to attracting the necessary private investment, both of the household as well as that of the institutions. Our collective success in achieving this productive climate will be the essential foundation for removing the blight of homelessness - one of the most visible and destructive legacies of the past. Success in meeting the housing challenge will be one of the cornerstones of rebuilding our social structures and regenerating the economy.

This White Paper also marks the end of a process. From its inception in 1992, the National Housing Forum has played a seminal role in creating the conditions necessary for a national consensus in housing, most visibly evident at the National Housing Summit in Botshabelo on the 27~ October 1994. Out of this consensus, the people of South Africa now have the task of harnessing the skills, resources and energy that the nation has in abundance, and directing it to the task at hand.

We believe that of all of our resources, nothing compares with the latent energy of the people. The housing programme must be designed to unleash that energy, not only to get the houses onto the ground, but also to give meaning to the notion of a people centred development.

The time for policy debate is now past - the time for delivery has arrived.

2. Housing and the Economy

This chapter analyses the housing sector within the context of the macro-economy.

2.1 Introduction

In order to assess the relationship between the housing sector and the macro-economy in South Africa for the purposes of formu- lating housing policy, it is necessary to define the general economic context in which that policy will operate.

The analysis of the intersection of the housing sector with the broader economy can be desegregated into four interrelated areas:

• Real side linkages: Real linkages include the effects of housing policy on such macroeconomic variables as output, employment, income, consumption, savings and investment, prices, inflation, and the balance of payments;

• financial linkages: Financial linkages deal with the relationship between the fi nancial sector - in particular formal and informal institutions providing housing finance - and the demand for, and supply of, housing;

• fiscal linkages: Fiscal linkages cover the contribution of government to the supply of housing through tax and subsidy policy; and

• socio-economic linkages: Housing policy, through the quantum and quality of housing delivered impact on socio-political stability, productivity and attitudes and behaviour.

2.2 Macro-economic Performance

2.2.1 Economic Growth

Growth in the Gross Domestic Product (GDP) has shown a cyclical decline over the past three decades, with the average annual growth rate of the GDP falling below the annual population growth rate. This has resulted in a decrease in real per capita income.

2.2.2 The Distribution of Income

In South Africa, the effect of previous racially-based policies has left the distribution of income remains substantially skewed, prompting powerful arguments in favour of economic redistribution. The trend towards equalisation needs to be accelerated.

An increased income to lower-income groups could have a major impact on the housing sector by converting latent demand for housing into effective demand.

Evidence indicates that while low-income groups have more restricted savings capacity than higher income groups, their sav- ings are more directly targeted towards specific needs, such as education and housing.

2.2.3 Employment

South Africa is characterised by large scale unemployment in the formal sector of the economy. The increasing growth rate of the economically active population in conjunction with a declining or stagnant rate of growth of GDP, implies that the level of unemployment is set to increase still further. The high level of unemployment, coupled with the declining levels of per capita GDP, has a negative effect on demand for and investment in housing and diminishes Government's resource ability to assist the poor and unemployed. A solution to this problem is fundamental to a sustainable solution for the housing problem.

At the same time, it is equally apparent that the housing sector has a potentially enormous role to play in the revitalisation of the South African economy. This point is underlined by the very high direct and indirect economic multiplier effect of housing production. In this regard, the closest possible linkage between the housing and electrification programmes should be sought as one of the primary approaches to satisfying basic needs as well as providing a sound basis for job creation and economic sustainability.

2.2.4 Investment

Low levels of growth and income are associated with low levels of investment. In South Africa, the low level of economic growth is not attributed solely to the low general level of investment, but also to the fact that the productivity of capital has declined.

In summary, however, the low level of Gross Domestic Fixed Investment (GDFI) of which housing is a component - means that as the economy begins to grow again, many sectors will be competing for scarce investment funds.

2.2.5 Savings

The aggregate level of personal, corporate and government savings as a percentage of GDP has shown a declining trend over the last decade. The decline in personal propensity to save has occurred as falling per capita income has pushed up the consumption: savings ratio in disposable income.

At the same time, personal savings have shifted towards longer-term, contractual savings, influencing the type of investment financed by these savings. This shift, together with the low level of personal saving, has reduced the availability of savings for investment in housing, especially within the banking (mortgage lending) sector.

In summary, in order to increase the level of housing investment it is first necessary to increase the level of personal savings by increasing the level of disposable income, and secondly, to redirect savings towards mortgage lending institutions.

2.2.6 The Fiscal Deficit

In recent years the fiscal deficit has grown rapidly, despite government efforts to maintain the deficit at around 3% of GDP, in keeping with International Monetary Fund guidelines. The current size of the deficit (8 % of GDP) places serious constraints on economic development. The greatly expanded housing delivery programme to meet the Reconstruction and Development Programme target of 1,000,000 houses in five years, will necessitate substantially increased fiscal spending on housing. The currently accepted five year targets cannot be achieved on the current housing allocation within the national budget. The size of the budget deficit, however, implies that this additional funding will have to come either from an expansion of the tax base, or from a reallocation of current funds among budget categories. The scope for such reallocations is limited, placing constraints on the level of financial assistance possible through subsidies.

2.2.7 Inflation

South Africa experienced two-digit inflation over the last 20 years excluding 1993 when the rate dropped to a single figure. The level of inflation is of key importance when assessing the viability of a mass housing programme, as it is necessary to determine whether a rapid increase in supply will lead to an increase in the price of housing. This is of particular concern, as the rate of inflation in the construction and building materials sectors has consistently exceeded the consumer price index.

Although studies show that the manufacturing sector is operating well below full capacity at present this, in itself, is too broad a category. Inflationary implications of a mass housing programme, which on preliminary analysis appear to be significant, will require specific

monitoring and attention from government.

2.2.8 The Balance of Payments

Since the mid-1980s, South Africa has run a surplus on the current account of the balance of payments (BOP). This has been necessary to offset the persistent deficit on the capital account, caused firstly by financial sanctions which blocked access to foreign loans, and secondly, by the need to repay existing debt according to a strict debt servicing timetable. Current trends suggest that the BOP constraint will increase in the short term.

2.2.9 Policy Implications

In conclusion, a broad economic policy framework which facilitates a significant increase in the delivery of housing, must address the following issues:

• a higher rate of economic growth and, in particular, rising and more equitably distributed real per capita income;

• an increase in the level of employment; greater incentives to save;

• reduction in government dissaving; and

• effective containment of the rate of inflation (especially in construction prices).

These factors, in combination, serve to create an environment conducive to savings for, and investment in housing, and which, in turn, will increase the likelihood that specific housing policy will achieve its objectives.

In light of these facts, Government has taken a policy decision to increasingly promote a savings-based approach to housing credit. This will have the effect of mobilising higher levels of investment from the private sector, particularly from the contractual savings industry. It should, however, be recognised that this is a long-term policy approach, the effects of which will become more perceptible over time.

3. The Current Housing Context

Presently, there is no comprehensive source of information on housing. Consequently, the statistical information given in this section must be seen as indicative only. Work is already under way to develop a comprehensive Housing and Services Information System, which will allow a much more detailed overview of housing conditions in South Africa.

In the absence of generally endorsed, comprehensive housing information, this chapter sets out to, in quantified terms, as far as this is possible;

• Define the statistical profile of housing in SA;

• describe existing housing conditions in SA;

• identify existing constraints to resolving the housing crisis in the country;

• identify opportunities prevalent in the housing environment; and

• summarise recent and current policy development processes (at a national level).

3.1 Statistical Profile of Housing in South Africa

3.1.1 Demographic profile of South Africa (1995)

South Africa has a rapidly increasing and urbanising society but population growth will result in a numerically stable rural population. Coupled to this is a large existing and increasing housing backlog, due to very low rates of formal housing provision.

(a) Population Size and Population Growth Rate (1995)

South Africa's population is projected to be almost 42.8 million in 1995. The projected average annual growth rate of 2.27% per annum between 1995 and 2000 will increase the total population to approximately 47.4 million by 2000. This implies an average increase of approximately one million people per annum over this period.

(b) Number of Households (1995)

There will be an estimated 8.3 million households in South Africa in 1995. The average household size nationwide is 4.97 people, and it is estimated that there are approximately 2.0 million single people. Given the projected rate of population growth, an average of 200,000 new households will be formed annually between 1995 and 2000. The phenomena of extended households and circulatory migration further add to the complexity of dealing with the housing issue.

(c) Urbanisation Rate (1995)

It is estimated that over 28.0 million people (66%) of South Africa's population are functionally urbanised. This implies that approximately 14.5 million people (34% of the total population) reside in rural areas, many of whom will spend part of their working lives in the urban areas.

3.1.2 Income Profiles (1995)

The low incomes earned by many South Africans are a major consideration in the formulation of future housing strategy. Table 1 outlines the proportion of households falling into certain

income categories.

TABLE 1:Projected monthly household income distribution figures (1995)

No Income Category Percentage Number of Households

1 R 0 - R 800 39.7% 3.30m

2 R 800 - R1,500 29.0% 2.41m

3 R 1,500 - R2,500 11.8% 0.98m

4 R 2,500 - R3,500 5.6% 0.46m

5 R >3,5001 13.9% 1.15m

TOTAL 100.0% 8.3m

3.1.3 Living Conditions, Existing Housing Stock and Rate of Supply

A relatively small formal housing stock, low and progressively decreasing rates of formal and informal housing delivery in South Africa have resulted in a massive increase in the number of households forced to seek accommodation in informal settlements, backyard shacks and in overcrowded conditions in existing formal housing.

(a) Urban Formal Housing

Approximately 61% of all urban households live in formal housing or share formal housing with other families. The total formal housing stock in South Africa is estimated to be 3.4 million units. This includes formal houses, flats, townhouses and retirement homes. Formal housing provision for low-income households (houses costing below R45,000) is estimated to have decreased to under
+-20,000 units during the 1993/94 financial year, from levels of around 45,000 in 1989/1990.

(b) Urban Informal Housing

Approximately 1.5 million urban informal housing units exist in South Africa at present. These include around 620,000 serviced sites delivered by the old Provincial Authorities and through the Independent Development Trust's (IDT) Capital Subsidy Programme, as well as almost 100,000 unused (sterilised) serviced sites. Delivery of serviced sites through the IDT's Capital Subsidy Scheme and by the four (old) Provincial Authorities is estimated to have reached levels in excess of 120,000 per annum over the last three years, but has declined this year.

(c) Hostels

An estimated 5.2% of all households presently reside in private sector, grey sector4 and public sector hostel accommodation. No new hostel accommodation has been constructed over the last five years. Approximately one third of all public sector hostels (58 in all) housing approximately 100,000 people have been or are in the process of being upgraded.

(d) Squatter Housing

Approximately 13.5% of all households +-(1,06 million) live in squatter housing nationwide, mostly in free-standing squatter settlements on the periphery of cities and towns and in the back yards of formal houses.

Low rates of formal housing delivery coupled with high rates of new household formation have resulted in a massive growth in the number of people housed in squatter housing.

This form of housing remains the prevalent means through which urban households are accessing shelter in South Africa at present. It is estimated that approximately 150,000 new households per annum house themselves in this way. The recent rapid increase in the number of land invasions is a further indication of this. In the short-term particularly, policy responses from all tiers of Government will have to be pro-actively responsive to this fact.

(e) Rural Housing

Two thirds of the 17.1 million people estimated to live under the poverty datum line (PDL) live in the rural areas. Of the 14.5 million people estimated to live in the rural areas, the far greater part reside outside the commercial farming areas. There is a mix of both formal and informal house structures but what they generally share in common is inadequate access to potable water and sanitation, and a general insecurity of tenure.

(f) Farm worker Housing

The estimates on Farm worker households vary considerably between one to one and a half million households. Since 1990 farm owners received subsidies towards the building of 20,140 approved Farm worker residences. Farm workers do not have security of tenure, and are therefore reluctant to put earnings into housing. Consequently, the living conditions of Farm workers are among the worst in the country especially the hostel-type accommodation for seasonal workers.

3.1.4 Access to Basic Services

Many people in South Africa do not have access to basic services, such as potable water, sanitation systems and electricity. Furthermore, many neighbourhoods are inadequately

supplied with social and cultural amenities.

(a) Water Supply

Approximately one quarter of all functionally urban households in South Africa do not have access to a piped potable water supply (South African Labour Development and Research Unit, 1994).

(b) Sanitation

An estimated 48% of all households do not have access to flush toilets or ventilated improved pit latrines, whilst 16% of all households have no access to any type of sanitation system (SALDRU, 1994). An estimated 85% of rural households have some form of sanitation system whereas an estimated 49% of Farm workers are reliant on the veld for this purpose.

(c) Electricity

It is estimated that 46.5% of all households are not linked to the electricity supply grid in South Africa (SALDRU, 1994).

(d) Socio-cultural Amenities

Although no accurate statistics exist, many households do not have access to socio-cultural amenities within their neighbourhoods, such as schools, health care facilities, sports facilities, cultural and community centres, etc. Most informally housed people have poor access to such facilities, whilst many formal housing areas are also poorly served.

3.1.5 Summary

In undertaking its new housing programme, the Government will strive to eliminate previous approaches which effectively separated the provision of housing stock from other services, be they physical or social. The massive damaging effects of this illogical and fragmented policy approach are physically reflected in our urban and rural areas, and socially reflected in the dislocation of our society.

A housing programme cannot be limited to housing, but needs to be promoted in such a manner as to give meaning to the goal of creating viable communities. This simple and selfevident Statement will necessitate the most fundamental and far-reaching conceptual changes for all those involved in the housing delivery process, and constitutes one of the primary challenges in effecting the Government's Reconstruction and Development Programme.

3.2 Existing Housing Conditions in South Africa

3.2.1 Present Housing Backlog

It is estimated that the urban housing backlog in 1995 will be approximately 1.5 million units. The consequences of this backlog are physically reflected in overcrowding, squatter settlements and increasing land invasions in urban areas, and generally by the poor access to services in rural areas. Socially and politically, this backlog gives daily impetus to individual and communal insecurity and frustration, and contributes significantly to the high levels of criminality and instability prevalent in many communities in South Africa.

Coupled to this housing shortfall are:

• An estimated 720,000 serviced sites in the urban areas that will require upgrading to meet minimum standards of accommodation;

• a large number of rural houses that lack access to basic services; and

• approximately 450,000 people living in existing public, private and grey sector hostel accommodation that requires upgrading.

Due to the high rates of population growth and low rates of housing provision, it is estimated that the housing backlog is presently increasing at a rate of around 178,000 units per annum.

3.2.2 Conditions of Tenure

Many South Africans do not have adequate tenurial security over their homes:

• Approximately 58% of all households (4.8 million households) have secure tenure (ownership, leasehold or formal rental contracts) over their accommodation; whereas

• an estimated 9% of all households (780,000 households) live under traditional, informal / inferior and/or officially unrecognised tenure arrangements in predominantly rural areas; and

• an additional estimated 18% of all households (1.5 million households or 7.4 million people) are forced to live in squatter settlements, backyard shacks or in over-crowded conditions in existing formal housing in urban areas, with no formal tenure rights over their accommodation.

This pattern of insecure tenure is undoubtedly one of the salient features and causes of the housing crisis in South Africa.

One of the most significant and short-term interventions required of the Government will be to

provide the widest range of options for the rapid attainment of secure tenure. As an invisible intervention, it is likely to have a highly significant and positive impact on the propensity of individuals and communities to commence with the process of investing in their own housing conditions, no matter how modest they may be at the beginning.

3.3 Existing Constraints to Resolving South Africa's Housing Crisis

Numerous constraints to housing delivery still remain. During the formative stages of policy development, extensive analyses of the problems facing housing in South Africa were undertaken.

This section summarises some of the key constraints and problems that need to be addressed by new housing policy and strategy in South Africa.

3.3.1 Scale of the Housing Problem

The large scale of the housing and services backlog, and the rapid growth in housing demand represent a mammoth ask for future housing policy. Coupled to the scale of the problem are other key constraints that need to be addressed:

• Geographic disparities: large disparities in housing conditions exist between rural and urban areas, different urban areas as well as between different provinces; and

• low-incomes: low-incomes of large proportions of South Africa's population imply that many people are unable to afford adequate housing using their own financial resources alone.

3.3.2 Structure of South Africa's Human Settlements

South Africa's history has produced a wasteful settlement structure that has inherent to it specific constraints that need to be overcome:

• Concentrated need: high rates of urbanisation have concentrated housing needs in urban areas;

• inefficient and inequitable cities: the geographic segmentation of living areas according to race and class, urban sprawl, and disparate levels of service provision and access to amenities in different areas make South Africa's cities very inequitable; inefficient and relatively expensive to manage and maintain; and

• dispersed rural settlement structure: the dispersed nature of many rural settlements hamper servicing and make access to socio-cultural amenities problematic.

3.3.3 Institutional Framework

The past institutional framework governing housing has resulted in numerous constraints to housing delivery in South Africa:

• Duplication of housing institutions and funding mechanisms: fragmentation of the housing function racially (between the three previous own affairs administrations and the Department of Housing) and geographically (with the TBVC States and homeland areas having jurisdiction for housing in their areas) has resulted in a large amount of overlap, duplication and confusion within and between housing institutions which results in significant inefficiencies and wastage;

• inability to carry out responsibilities: many authorities have been inadequately resourced and politically unable to undertake certain responsibilities, which has resulted in delays to the housing development process and a virtual collapse in the public environment and public administration, in many areas; and

• local government transition: the slow process of local government transition is already resulting in significant delays to the housing process. However, new legislation and procedures are being developed and the problems associated with the collapse of local government in many areas under the previous dispensation are being addressed. Because of the mutually reinforcing or potentially destructive relationship between the housing process and the local government process, a high level of policy-coordination will be essential between the relevant national and provincial Departments.

3.3.4 Policy Framework

Apart from duplicated and inequitable policy approaches for different race groups, the housing policy framework in South Africa suffers from the following other key constraints:

• Lack of overall housing strategy: inadequate definition of roles and responsibilities of all role players in the housing sector, as well as the lack of a coherent overall housing strategy have contributed to the present confusion and breakdown in delivery. Specific areas of concern include the exclusion of rural housing needs from the mainstream of housing policy approaches, as well as the continued marginalisation of workers and families effectively trapped within the hostels, especially those within the

public sector;

• multiplicity of legislation: there is multiplicity and duplication of legislation governing housing, land and services.

3.3.5 End-User Finance and Subsidies
Constraints in the structure and availability of end-user finance for housing and housing subsidies have exacerbated the housing problem:

• Poorly focused use of housing funds: statutory housing funds have been used for diverse purposes (such as funding for bulk infrastructure, community facilities, interest rate and rental subsidies), which has resulted in diluted, dispersed and inadequate impact of State expenditure;

• duplicated and poorly targeted subsidies: subsidy systems have been duplicated, racially segmented, poorly targeted at poor households and often inadequately funded and largely unsuccessful in mobilising significant levels of non-State investment; and

• lack of end-user finance: the unavailability of end-user finance, especially for lowincome households (due to a complicated set of constraints including the lack of appropriate retail lending capacity as well as the reluctance of formal financial institutions to lend in certain areas and to certain income groups) impedes the ability of many households to access adequate housing, even though they may be able to afford it.

3.3.6 Land and Planning Issues
The historical and existing patterns of land use and allocation, as well as the legislative and policy framework associated with land, provides an immense challenge and constraint. A fundamentally different approach will be required to make the housing programme a sustainable reality. However, the impact will have to reach far beyond purely legal and institutional matters, which Government can rectify over time.

A wholly new approach to land use and planning is required, impacting both on the professions and the communities. Even today, South Africans tend to view land as an infinite and cheap resource, whereas the opposite is generally true. The country's extremely wasteful approach to land will have to change, allowing for higher densities and innovation in its use. A different approach to land use not only promises the possibility of social cohesion, but can also have a dramatic and beneficial impact on costs and the efficiency of other resource utilisation such as energy and water.

The inability and unwillingness to release sufficient suitable land for housing continues to be a constraint to timeous housing delivery:

• Lack of coherent policy on land: no clear outline of responsibilities for the identification, assembly, planning and release of land for low-income housing exists, and inconsistent positions exist between different government departments and tiers of government;

• land identification: previ ous racial zoning practises, reluctance of certain authorities to accept responsibility for low-income housing, resistance of many existing communities and various legislative constraints have impeded the identification of sufficient, suitable land for low-income housing;

• constraints to land assembly: due to legislative controls and the fact that land was previously assembled according to ability to pay rather than need, insufficient land has been assembled for low-income housing;

• land planning: present planning legislation and approaches are burdensome, inappropriate in the South African context and resource-intensive;

• land invasions: increases in informal land invasions hamper efforts to timeously release adequate, suitable land for human settlement in a planned manner, and may result in certain people attempting to jump the housing / subsidy queue; and

• land title: many different tenure arrangements (many of which are not officially recognised) complicates the registration of secure tenure. Furthermore, notwithstanding the sophistication of South Africa's land registration system, most citizens are forced to acquire accommodation outside this formal system.

3.3.7 The Housing Construction Sector
The building materials supply, building and civil sector also face significant constraints:

• Inadequate development framework: the lack of identified land, poor access to bulk infrastructure networks and confused and lengthy planning procedures hamper

developers' ability to undertake housing development expeditiously;

• limited capacity: at present, South Africa's construction sector and building materials supply industry are emerging from an economic recession and production slump: significant capacity will have to be built to enable it to deliver the number of houses required: competition from other development programmes will further dilute this capacity. Certainty around the future housing policy and strategy to be adopted by Government has become essential to initiate the necessary sustained capacity growth and mobilisation, and to release the job creation and employment potential latent within this sector. This will most markedly be felt within the marginalised sector of small and largely black builders, through whom a great deal of the challenge should be met;

• potential bottlenecks: significant potential bottlenecks exist in certain sub-sectors of the construction and building materials supply industries: the lack of basic and managerial skills and building material production and supply constraints are but two examples;

• incompatibility of demand and supply: geographic distribution of demand does not match present location of construction capacity and building materials suppliers;

3.3.8 Sociological Issues

Many social features of South African society pose important constraints and challenges to future housing policy:

• High expectations: the high expectations of many people from a new democratic order have to be tempered by fiscal and practical realism, if this is not to become a major constraint to housing development in South Africa;

• crime and violence: continuing high levels of crime and violence often hamper or derail development processes;

• lack of consumer protection: inadequate protection for consumers against fraudulent and exploitative practices and behaviour by suppliers of housing products and services, currently characterises the housing environment

• poor consumer education: low levels of consumer education increase misunderstanding of developmental and housing issues and the number of unscrupulous operators in the housing environment

• perceptions of housing: many households still have a limited view of housing, and have not realised its full potential as a means of increasing equity and security. While this is undoubtedly partly a function of the backlog itself, increased housing production will provide an opportunity for the creation of a viable secondary housing market;

• non-payment: non-payment for services constrains the long-term viability of the public environment and sustained housing production, as well as limiting the amount of resources available for new housing provision. Linked to the breakdown in law and order and the due process of civil and criminal law in many areas, private housing finance has effectively been withdrawn from large sectors of South African Society;

• special needs housing: prevalent social problems in South Africa have increased the need for special needs housing, such as old age homes, homeless shelters and frail care facilities; and

• other important sociological considerations: specific sociological factors complicate the ability of housing policy to reach all targets, such as:

o Circular migration and dual households;

o hostel accommodation;

o the prevalence of single (often female-headed) households;

o cultural and legal impediments to access for women to housing; and

o traditional tenure systems.

3.3.9 Economic Issues

A number of factors militate against a massive increase in effective demand for, and supply of housing:

• A low rate of growth;

• declining per capita income;

• a highly unequal distribution of income which penalises low-income groups;

• mass unemployment;

• low levels of gross domestic investment and fixed capital formation;

- declining personal domestic savings;
- a high consumption: savings ratio among low-income groups;
- a high level of government dissaving;
- persistent inflation; and
- a persistent balance of payments constraint.

3.3.10 Summary

All of the constraints above are able to only provide a brief sketch of the scope and extent of the challenge. However, all of them are dwarfed by the single most significant constraint to the housing delivery process, that of affordability.

In policy terms, affordability is conceptualised here as having two essential components. The first relates to State affordability, and is understood in terms of the very real and accepted limitations imposed by the State fiscus and macro-economic realities. This constraint is further tempered by the realisation that housing has to compete with other national priorities such as health, water and education.

Of more significance and concern is the grinding poverty of such a large proportion of the South African population. This provides the single most important limitation on the housing programme. The resolution of this problem is something that a sustainable housing programme can significantly contribute to, but cannot remotely seek to solve on its own.

These two affordability constraints have important policy consequences. In broad terms, it confirms the need to focus limited State resources on the poorest sections of our population. In more specific terms, it requires the State to constantly seek new ways of supporting the poor to mobilise complementary support through which our housing goals can be achieved over time.

In political terms, these facts must serve as an important corrective to the temptation to promise that which is not achievable in the short to medium term. While the nation's expectations may be deemed in certain quarters to be high, they are also eminently reasonable. The manner in which such expectations are to be achieved becomes the critical policy question.

3.4 Opportunities Prevalent in the Housing Environment

3.4.1 Participative Policy Development Processes

An important opportunity for the future of housing in South Africa has been the open and honest process of policy formulation that has been embarked upon. Joint deliberations between the State and civil society interests through the National Housing Forum / Government process over the last two and a half years, with full participation from all affected parties and the utilisation of all relevant expertise, has forged a new approach to housing policy formulation. The many constructive relationships that have emerged from this process augur well for the future of housing in South Africa.

3.4.2 Acknowledgement of Importance of Housing in the RDP

The recognition of housing as a key and priority component of the Reconstruction and Development Programme under a new democratic order should secure the necessary political will and fiscal support to enable the successful launch of sustainable housing programmes meeting the needs arising from inherited backlogs and new family formation. This will require two main approaches: first, securing for housing an adequate contribution from the national budget and, second, establishing multi-sectoral and multi-departmental coordination as an urgent matter of policy and reality.

3.4.3 Well Developed Infrastructure

South Africa has a relatively well developed infrastructure as a basis upon which future housing policy can develop:
- A diversifying and growing economy;
- a relatively well developed settlement hierarchy that can form the skeleton for future development and growth;
- a sophisticated financial sector with well developed infrastructure although this infrastructure in inappropriately distributed due to past policies and constraints;
- an internationally renowned land surveying and tenure registration system;
- a well defined legal system; and
- technical capacity and innovation.

3.4.4 Potential Resources for Housing

Although South Africa does not have an abundant supply of resources, significant amounts of resources could be mobilised for housing development:

- There is general acknowledgement that State resources for housing can and should be increased substantially over time through budgetary reallocations;
- significant resources in the private sector can and should be mobilised for development, given the correct policy framework;
- there is a high likelihood that international aid could be mobilised towards housing and related development; and
- individuals themselves have the capacity to mobilise important resources for housing.

3.4.5 Economic Factors

A number of positive economic trends for housing are identified:

- The economic growth rate is projected to increase faster than the rate of growth of population during the latter half of the 1990s;
- as a result, real per capita income is set to increase;
- the need to reduce the level of unemployment, and the scope for job creation in a mass housing programme, should encourage investment in housing;
- to the extent that the rate of savings among low-income groups does increase and these savings, in turn, are invested in housing, this does not represent an opportunity cost in terms of investment in more productive sectors. Rather, this investment represents consumption expenditure foregone by these groups;
- there is significant spare capacity in segments of the manufacturing sector, which may diminish the inflationary impact of a rapid increase in demand for housing; and
- the BOP constraint may ease in the short term thanks to increased foreign borrowing, foreign investment, and inflows of foreign aid funds. Furthermore, the perception that housing places little direct strain on the balance of payments makes investment in housing an attractive option, especially given its high employment: investment ratio.

3.5 Recent and Current Policy Development Processes in Housing

3.5.1 Housing in the Interim Phase

(a)Relationship Between Department of Housing (DOH) and the National Housing Forum (NHF)

The NHF was established in 1992 as a forum for all major stakeholders in the housing sector to develop a new housing strategy and policy for South Africa. Policy positions were developed through a process of bilateral negotiations between the Department of Housing and the NHF, representing the most inclusive process of policy development ever undertaken in South Africa in respect of housing.

(b)Housing Arrangements Act [No 155 of 1993]

In November 1993, the Housing Arrangements Act (Act No 155 of 1993) was passed by Parliament, after extensive negotiations

This Act aimed to ensure that housing provision could proceed in the interim phase, while detailed future policy was being developed and implemented. This Act set out the following:

- The establishment of a National Housing Board (with representation from housing suppliers, consumers and regulators) to advise government on issues of national policy;
- the establishment of four Regional Housing Boards in the four (previous) provinces, to adjudicate the allocation of fiscal resources to projects at the provincial level; and
- the amalgamation and joint operation of housing funds and certain housing institutions of the old own affairs administrations, by April 1994.

(c)Housing Amendment Act [No 8 of 1994]

In March 1994, the Housing Amendment Act provided for:

- The replacement of the four existing Regional Housing Boards with nine Provincial Housing Boards, again as an interim measure pending a comprehensive new housing strategy and institutional arrangements; and
- extension of subsidy availability to previous Self Governing Territory and TBVC areas.

3.5.2 Present National Housing Forum/Department of Housing Relationship: Joint Technical Committees

In May 1994, the DOH and the NHF agreed to establish eight Joint Technical Committees (JTC's). The JTC's have representation from both parties, and each was tasked with developing policy on a specific priority area of future housing strategy. These priority areas are:

(a) Overall Housing Strategy;

(b) Housing Subsidies;
(c) Retail Lending Initiatives and the
(d) Institutional Arrangements, Fund Mobilisation and the National Housing Budget;
(e) Land and Planning;
(f) Hostels;
(g) Sector Efficiency and Effectiveness; and
(h) Rural Housing Policy and Programmes.
All key housing policy recommendations are then referred to the National Housing Forum and National Housing Board for comment. Substantive proposals developed by these JTC's and the Department of Housing / National Housing Forum process to date underlie many of the proposals in this document.

3.5.3 Relationship with the Provinces

An extensive process of consultation with the nine new provincial governments was undertaken in order to reach consensus on the new housing policies and overall housing strategy, outlined in this White Paper.

Given the nature of housing and its constitutional positioning (as a schedule 6 matter), consensus on the broad national approach between national and the provincial governments, is essential. The evolution of housing policy and delivery over time will only become a success if it is underpinned by the continued and programmatic empowerment of the provincial governments and their respective administrations.

4. Proposed National Housing Strategy

This chapter provides, in summarised terms, the overall strategy Government intends to pursue, in order to attack the housing challenge in the country. It deals with:

• The basic trade-offs facing South Africa in housing;

• the National Housing vision and goal;

• some basic points of departure underlying the strategy;

• underlying policy approaches and considerations;

• the overall approach to be adopted in relation to:

o stabilising the housing environment,

o supporting the housing process,

o mobilising housing credit,

o mobilising savings,

o subsidisation, to alleviate affordability constraints,

o institutional arrangements,

o land, and

o the coordination of development efforts and fund allocation within the State.

4.1 Introduction

In devising a national housing strategy, the State *inter alia* has to reconcile the following key factors:

• Existing backlogs in housing requiring +- 200,000 households to be housed annually in order for the backlog to be eradicated over a period of 10 years.

• New household formation requiring a further +-350,000 households to be housed annually if backlogs are not to increase.

• A current State housing budget (new allocation) of +-R1.4 billion per annum (+1% of the total State budget).

• +-45 - 55% of households in need of housing, unlikely to be able to afford or access credit and therefore entirely dependant on own (limited) resources and State subsidization to satisfy their basic housing needs.

The required annual delivery rate (of +-338,000), relatively high proportion of poor households and budgetary constraints do not allow sufficient subsidy money per household to enable the construction, at State expense, of a minimum standard complete house for each household not able to afford such a house. Only a limited State subsidy contribution towards the cost of a house is possible.

The fundamental requirement to address the challenge is the economic growth and employment to be created through the com- prehensive programme of economic reconstruction and development embarked upon by Government. It has, however, to be recognised that this will require time and that relatively high levels of unemployment and poverty will prevail for a considerable period in the future.

Appropriate housing policies and delivery systems can contribute to employment creation and

economic growth, but cannot be the only primary drivers of such growth. Housing policy will therefore favour the involvement of small and medium sized businesses and labour intensive approaches, in order to maximize the economic growth and employment impact of such policy.

There is no single formula for solving South Africa's housing dilemma. It is only by mobilising and harnessing the full diversity of resources, innovation, energy and initiative of individuals. communities. the State and the broader private (non-State) sector, that the challenge can be met effectively. It is this belief that most significantly underpins the approach to housing that has been adopted by the Government of National Unity.

A national housing policy and strategy therefore has to be a multi-faceted approach towards serving all segments of the market with particular emphasis on the poor and should essentially be driven at a local and provincial level.

Households access housing at a level commensurate with the means at their disposal at the time and thereafter continuously strive to improve their circumstances with whatever further means come at their disposal. The more limited the ability of a household to be self sufficient, the more the responsibility on the State to support the endeavours of such a household to house themselves.

The South African context requires an approach of assistance to households in need in a way that will maximise the options available to enhance and strengthen their own efforts and initiative to improve their housing situation as quickly as possible.

Past inappropriate site and service approaches through which the poor were accommodated have to be left behind for good.

4.2 National Housing Vision

Housing is defined as a variety of processes through which habitable, stable and sustainable public and private residential environments are created for viable households and communities. This recognises that the environment within which a house is situated is as important as the house itself in satisfying the needs and requirements of the occupants. Government strives for the establishment of viable, socially and economically integrated communities, situated in areas allowing convenient access to economic opportunities as well as health, educational and social amenities, within which all South Africa' s people will have access on a progressive basis, to:

• A permanent residential structure with secure tenure, ensuring privacy and providing adequate protection against the elements; and

• potable water, adequate sanitary facilities including waste disposal and domestic electricity supply.

Despite the constraints in the environment and the limitations on the fiscus, every effort will be made in order to realise this vision for all South Africans whilst recognising the need for general economic growth and employment as well as the efforts and contributions of individuals themselves and the providers of housing credit, as prerequisites for the realisation thereof.

In order to meet the housing challenge in the country, Government aims to establish a sustainable housing process which will even- tually enable all South Africa's people to secure housing with secure tenure, within a safe and healthy environment and viable communities in a manner that will make a positive contribution to a non-racial, nonsexist, democratic and integrated society, within the shortest possible time frame.

4.3 National Housing Goal

Government's goal is to increase housing's share in the total State budget to five percent and to increase housing delivery on a sustainable basis to a peak level of 338 000 units per annum, within a five year period, to reach the target of the Government of National Unity of 1,000,000 houses in five years.

4.4 Basic Points of Departure

In developing a new housing policy and strategy for South Africa, the following points of departure are believed to be fundamental.

4.4.1 Sovereignty of the Constitution

In terms of Section 126 of the Constitution of South Africa Amendment Act No 2 of 1994, a provincial legislature has concur- rent competence with parliament, for making laws for the province with regard to all matters which fall within the functional areas defined in Schedule 6 of the Act. These include housing, as well as areas relevant to housing, such as consumer protection, public transport, regional planning and development, and urban and rural development.

A provincial law will prevail over the national law except where an Act of Parliament:
a. Deals with a matter that cannot be regulated by provincial legislation; or
b. deals with a matter that, to be performed effectively, requires to be regulated or coordinated by uniform norms or standards that apply generally throughout the Republic; or
c. is necessary to set minimum standards across the nation for rendering of public services; or
d. is necessary for the determination of national economic policies, the maintenance of economic unity, the promotion of inter provincial commerce, the protection of the common market in respect of the mobility of goods, services, capital or labour or the maintenance of national security; or
e. a provincial law materially prejudices the economic, health or security interests of another province or the country as a whole.

The critical policy challenge for housing is to facilitate maximum devolution of functions and powers to provincial and local government tiers through concurrence between national and provincial governments, while at the same time, ensuring that na- tional processes and policies essential to an effective and equitable housing sector are in place. Recognition of the principle of subsidiarity will ensure effective empowerment at second and third tiers of government.

4.4.2 Housing as a Basic Human Right
Government is under a duty to take steps and create conditions which will lead to an effective right to housing for all. It is also under a duty to refrain from taking steps which promote or cause homelessness. It is held that a person has a right to live in dignity, in habitable circumstances. Government therefore will vigorously promote an effective right to housing for all, within the resource and other limitations applicable to it.

The challenge facing South Africa in housing, is to develop a strategy in the short term to direct scarce and insufficient State housing and other resources together with private, non-State resources, to ensure that all those in need (and particularly the poorest sector of society) are able to progress towards the realisation of an effective right in housing.

4.4.3 The Role of the State
The harsh socio-economic realities and sometimes despair faced by the relatively large proportion of poor people in South African society have to be recognised. The State has a fundamental role and responsibility to implement policies and strategies that will redress this imbalance in the distribution of wealth in the country.

Where people, due to socio-economic adversity, are not in a position to afford access to secure tenure, basic services and basic shelter, society in general and the State specifically has the responsibility to address this situation within the resource and other constraints applicable to it. In doing so Government's aim will have to be to, in the medium to long term, reduce levels of dependency and increase levels of independency from State financial assistance and support. This approach is consistent with the RDP of which housing is an integral part.

It is the responsibility of the State to ensure conditions conducive to the delivery of housing. Delivery should take place through the widest possible variety of mechanisms. It is incumbent on the State to assist particularly the poor to enable them to be adequately housed whilst the State at second or third tier government can, through appropriate structures, act as deliverer.

4.4.4 People-centred Development
Government is committed to a development process driven from within communities. Through its policies and strategies it will encourage and support initiatives emerging from communities or broader local social compacts aimed at equipping and empowering people to drive their own economic empowerment, the development of their physical environment and the satisfaction of their basic needs. Policies must recognise and give effect to this approach.

In order to convert these laudable sentiments into reality, government will be required to actively provide support for this process. This will include not only financial resources, but the creation of appropriate institutional frameworks and support structures. In addition, communities as well as government must be constantly alert to people and organisations who abuse this developmental approach for their own ends, and turn development into a contest for influence.

4.4.5 Freedom of Choice
The right of the individual to freedom of choice in the process of satisfying his or her own housing needs is recognised. At the same time it is recognised that people should be able to

access and leverage resources on a collective basis. The State should promote both the right of the individual to choose and encourage collective efforts (where appropriate) by people to improve their housing circumstances.

4.4.6 Non discrimination

Given past and present regulatory and statutory discrimination in South Africa, it is essential that new policies, strategies and legislative actions by the State should be particularly sensitive to the removal of entrenched discriminatory mechanisms and conventions in respect of gender, race, religion and creed. Government has particularly identified the need to support the role of women in the housing delivery process. In addition to its positive individual and social consequences, such an approach is internationally recognised as being essential to the success of any housing programme.

4.5 Underlying Policy Approaches and Considerations

The following approaches and considerations *inter alia* underlie government's housing strategy:

4.5.1 Housing and Economic Empowerment

Housing as a process represents more than a simple economic activity but constitutes the foundation for the establishment of continuously improving public and private environments within which stable and productive communities can grow and prosper.

Government housing policies and strategies will therefore be directed at enabling and supporting communities to mobilise towards participating in the satisfaction of their own housing needs in a way that maximises the involvement of the community and the private sector and leads to transfer of skills to and economic empowerment of members of the community.

Policy emphasis will be placed on supporting local initiatives including small or medium sized companies in partnership with larger, established companies committed to providing appropriate support and training.

In order to do this, future housing strategy will place specific emphasis on:

• Promoting the participation of affected communities in the planning and implementation of new developments;

• maximising job creation in the construction and allied sectors (in particular, the role of labour based construction and the use of local labour in housing development);

• improving economic linkages, particularly with the national electrification programme;

• programmes for skills transfer, capacity building and upward mobility for both skilled and unskilled labour in the housing field;

• the role of small and intermediate enterprises in housing construction, as well as in backwardly linked (materials supply), forwardly linked (household businesses) and sideways linked (school construction) economic sectors;

• mechanisms to stimulate entrepreneurial development in creating new housing environments and maximize the participation of historically disadvantaged, emerging entrepreneurs; and

• constantly evaluating and supporting the role of women in the housing delivery process.

4.5.2 Sustainability and Fiscal Affordability

It is critical that housing delivery as a process be initiated at scale on a sustainable basis. This requires the essential short term action should be structured in order not to frustrate medium to longer term interventions.

The State has insufficient resources to meet the needs of the homeless on its own and recognises that sustained, substantial investment in housing from sources outside the national fiscus will be required. Housing policy will therefore need to recognise the fundamental pre-condition for attracting such investment, which is that housing must be provided within a normalised market and thus attract maximum private investment. The challenge is achieving a balance between State intervention and the effective functioning of the housing market with vigorous and open competition between suppliers of goods and services to end users.

The housing process must be economically, fiscally, socially, financially and politically sustainable in the long term. This implies balancing end-user affordability, the standard of housing, the number of housing units required and the fiscal allocations for housing. It is important that:

• The contribution of housing to the overall success of the Reconstruction and Development Programme and the Government of National Unity be recognised;

- a long-term housing programme be outlined that meets the housing needs of all South Africans within the shortest possible time frame;

- the maximum possible sustained investment is mobilised from the State, private sector and individuals if the housing programme is to be sustainable, requiring the State to continuously ensure level playing fields between the broader public sector and the private sector. This does not preclude the State from vigorously intervening to correct distortions and imbalances in the market-place;

- projected fiscal allocations to housing should form a part of such a long-term housing strategy;

- the housing programme must take cognisance of constraints to its implementation, if such a programme is not going to lead to distortions in the housing market (such as high inflation, poor quality workmanship and a higher proportion of housing starts to finishes);

- programmes should make provision for skills transfer; and

- a primary aim of the housing strategy must be to build viable and sustainable communities: to this end, responsibility for and affordability of the costs of long term maintenance and development of housing environments and services must be recognised in planning and implementation.

4.5.3 Hostels

All functional policies and strategies should take due cognisance of the complexities of and potential implications for the upgra- ding and redevelopment of hostels in order to create sustainable humane living conditions in State and privately owned hostels country wide and to ensure the re-integration of these hostel communities into the surrounding communities.

It must be honestly acknowledged that the Stated desire to end the marginalisation of hostels and their residents has not yet been given effect. Government undertakes to constantly review its approach to hostels, both public and private, and to do so with the assistance of the residents and workers living in conditions that are often inhumane.

4.5.4 Special Needs Housing

State housing policies and subsidy programmes must reflect a constant awareness of and provision for the special needs of the youth, disabled people and the elderly. To this end, special attention will be paid to the possible modification of the subsidy programme to give effect to this approach.

4.5.5 Urban and Rural Balance

Historically, the relationship between urban and rural housing and their respective needs has been paid scant attention. The Government has already initiated a process of institutional review that seeks to bring the question of rural housing into the mainstream of national housing policy. State housing policy and strategy should achieve balance in emphasis between urban and rural and take cognisance of the particular characteristics and requirements of rural communities. Special cognisance needs to be taken of:

- The dilemma facing farm workers reaching the end of their working life or contemplating a change in employment, in terms of the linkage between their employment and home;

- the different composition of rural households;

- the effects of circulatory migration;

- the pre-dominance of female headed households;

- the non-saleable nature of the rural home; and the diversity of tenure arrangements and the impact thereof on especially the accessing of credit and subsidies.

4.5.6 Housing and the Reconstruction and Development Programme (RDP)

The Reconstruction and Development Programme sets out a clear vision for housing in the future. It is therefore imperative that future housing policy and strategy be developed in accordance with this vision and guidelines.

The provision of housing and services is a key component of the Reconstruction and Development Programme. Apart from being seen as a national priority in its own right, future housing strategy has a direct bearing on the success of all five key programmes of the RDP. These programmes are:

- Meeting basic needs;

- developing human resources;

- building the economy;

- democratising the State and society; and

• implementing the RDP.

The implications of a successful housing programme, or of its relative lack of success, are the subject of constant interaction between the Department and the RDP unit. Because of its consequential impact on the question of hard and soft services, as well as on local government, the role of housing needs to be correctly located within the overall framework of the RDP.

4.5.7 Consumer Protection and Education

Adequate measures to protect the rights of and inform housing consumers on the technical, legal and financial aspects of housing is a critical priority and should support the regulatory and delivery framework for housing. Many of the problems characterised with the current housing impasse stem from the fact that the State had previously failed to intervene on behalf of the consumer. This Government undertakes to improve its capacity in this regard, to ensure that ordinary people, driven by the desperation of homelessness, will not be at the mercy of unscrupulous operators in the market.

Experience over the past few years has indicated that there are landlords willing to exploit the desperation of the homeless, and to charge exorbitant rents without taking responsibility for the conditions of the buildings under their control. As a consequence of this, Government will be reviewing the composition and effectiveness of the Rent Boards currently under its control and will investigate mechanisms to combat such exploitation, especially on government subsidised housing stock.

4.5.8 Accountability and Monitoring

It is of vital importance that appropriate monitoring mechanisms should be implemented for all key interventions and at all levels of government and that responsible authorities should account fully for performance against agreed performance standards.

4.6 Overall Approach to Ensuring Housing Delivery

The level of poverty in South Africa is significant. In excess of 40,370 of all households in the country have a joint household income of less than R800 per month.

To impact on poverty a coordinated, multifaceted approach towards initiating and maintaining sustainable socio-economic development is necessary. Housing interventions by Government can at the most be seen as part of integrated approach by Government to resolve the problem of poverty.

Government's overall approach to the housing challenge is aimed at mobilising and harnessing the combined resources, efforts and initiative of communities, the private, commercial sector and the State. It seeks to do this through pursuing seven key strategies:

• Stabilizing the housing environment in order to ensure maximal benefit of State housing expenditure and mobilising pri- vate sector investment;

• facilitating the establishment or directly establishing a range of institutional, technical and logistical housing support mechanisms to enable communities to, on a continuous basis, improve their housing circumstances;

• mobilising private savings (whether by individuals or collectively) and housing credit at scale, on a sustainable basis and simultaneously ensuring adequate protection for consumers;

• providing subsidy assistance to disadvantaged individuals to assist them to gain access to housing;

• rationalising institutional capacities in the housing sector within a sustainable long term institutional framework;

• facilitating the speedy release and servicing of land;

• coordinating and integrating public sector investment and int ervention on a multifunctional basis.

4.6.1 Stabilizing the Housing Environment

A stable public environment is required for viable private investment. At the same time the creation of a stable public environment is dependent on and requires the incentives and benefits associated with the improvement of the private living environment of people, created by private investment and access to credit. It is essential that the vicious and degenerative cycle of despair in many areas of the country be turned into a cycle of reconstruction and development, through joint and simultaneous action by both the public and private sectors in consultation with affected communities. This will require action by the State as a whole and cannot be dealt with by the housing departments in isolation.

In this regard government intends to pursue an incentive based approach to stabilize the living environments for many communities living in unstable and degenerating residential

areas.

The approach is envisaged to be two pronged namely:

• A general governmental strategy, consisting of an unprecedented national and provincial campaign aimed at the re- sumption of payment for goods and services, combined with coordinated multi functional public investment and management focus in areas where the public environment has collapsed; and ,

• simultaneous, equally vigorous engagement by the private sector (by agreement with the State), in areas where the public environment has substantially stabilised, in terms of identified criteria. Housing credit will be the main focus, although private investment across the full spectrum of business activities will be sought.

4.6.2 Supporting the Housing Process

Delivery of housing to lower-income earning people and especially the poor has come to a virtual stand still. Environmental con- ditions, political transition, economic adversity and a range of other complicating factors have lead to virtual market failure in many areas in the country.

It is incumbent on government to take the necessary steps in order to not only restore a level of delivery but also enable increases in sustainable delivery to a level where backlogs as well as requirements flowing from new family formation, are being dealt with.

It is government's first and foremost priority to deal with the problem of housing for the poor. The biggest challenge facing government is dealing with households in need of proper housing who currently cannot access credit or accumulate significant savings in order to acquire access to housing. Until such time as the Reconstruction and Development Programme has started to make inroads on the problems of poverty and unemployment, the State has to accept the responsibility to meet at least the basic needs of these households International experience indicates a large degree of resilience, ingenuity and ability in households to look after their own housing needs with appropriate institutional support and financial assistance from government.

Government' s approach to housing support therefore centres around promoting a wide variety of delivery approaches, ensuring access to well located land, basic services, secure tenure and the ongoing construction and upgrading of the public environment, services and homes.

Assisted through State subsidies and appropriate technical and institutional support, a process of consolidation and upgrading must form an integral part of subsidised housing projects in order to ensure that the housing situation of all but especially the poor, continuously improves.

4.6.3 Mobilising Housing Credit

A significant number of households in need of housing in South Africa can afford to access housing credit, provided that this is available. Such credit is currently not readily accessible by most of such home seekers. Unlocking housing credit is therefore seen as a fundamental requirement in order to facilitate the ongoing improvement of the housing circumstances of such households. Credit supplemented with savings can enable a large proportion of people in need of housing and eligible for State housing subsidies, to acquire access to formal starter housing under a range of tenure options. This will ensure progressive consolidation on and integration of initially less formal areas into the formal urban environment

Extensive investigations have indicated the need for both short as well as medium to long term intervention by the State in order to facilitate the sustained mobilisation of housing credit.

4.6.3.1 Short-Term Mobilisation

In order to mobilise credit at scale in the short term, a code of conduct, targets, reporting and monitoring mechanisms and a range of risk interventions and incentives aimed at mobilising the considerable capacity and resources of the major banks have been identified. At the same time the establishment of a defect warranty scheme and a national housing education fund are seen as vital interventions to assist in unlocking housing credit.

Short-term interventions to mobilise credit under consideration include:

Redlining and discrimination

An agreed code of conduct for mortgage lending will require banks to ensure that credit criteria for granting loans to individuals and area criteria on which security value is determined will be non-discriminatory and will not differ based solely on the geographic area in which the property is situated.

Mortgage indemnity scheme (MIS)

In terms of this proposed scheme, Government will indemnify financial institutions for losses

(within certain limits), where normal contractual rights to beneficially access and attach securities provided for mortgage loans, cannot be exercised due to a breakdown in the due process of law. This scheme will require concentrated effort from government to deal firmly with illegal occupation of residential properties in such areas.

Existing Properties in Possession (PIPs)

Financing institutions currently hold thousands of properties foreclosed against in many areas in the country. These securities, against which mortgage loans have been provided, cannot be attached and nor can vacant, beneficial occupation be achieved, due to a breakdown in the due process of law. No payments are being made by the occupants of these houses and financiers are unable to obtain relief in accordance with court orders and contractual stipulations.

It is essential that this situation be normalised, if new housing developments are to take place in these areas, and that actions taken are consistent with the approach adopted under MIS.

Rightsizing

The need for appropriate institutional capacity at a local level, to assist borrowers who have fallen on hard times, has been identified. A proposal for the establishment of a service organisation(s) jointly by the mortgage lenders and government, which will assist such borrowers to downsize / rightsize their accommodation to suit their affordability, is under consideration. The linkages between this proposal and proposals for a housing support programme will also be investigated.

This service organisation is envisaged to also be utilised by MIS to assist occupants of properties bought in by the MIS to vacate the properties voluntarily and by banks on an ongoing basis, to assist in dealing with cases of hardship related default. This will allow for the release and refinancing of such residential properties so released.

Home Builder Warranty Fund

Negotiations for the introduction of a comprehensive home builders warranty fund by the construction sector, are at a very advanced stage. Although financial involvement by Government is not anticipated, Government may have to be involved in the regulatory aspects of the scheme. In order to ensure the participation of emerging, largely black contractors, a mechanism whereby Government may assist financially to enable the scheme to accredit such contractors despite a lack of resources and adequate track record, is under consideration. Such assistance will only be contemplated on a limited basis linked to a probationary programme.

4.6.3.2 Long Term Mobilisation (National Housing Finance Corporation)

A range of longer term interventions are under consideration in order to facilitate ongoing mobilisation of appropriate credit to the lower end of the housing market. This will include specific programmes to facilitate the development (and if necessary rationalisation) of the capacity of non-traditional retail lenders to make an increasing contribution at the lower end of the market.

Because of the range and complexity of short- and longer-term interventions required, the establishment of a National Housing Finance Corporation (NFC) which will have a focused mandate to promote and facilitate the mobilisation of all types of housing credit, is contemplated. This is envisaged to be a wholesale institution and in essence is the "National Housing Bank" originally envisaged in the RDP, and will establish a relationship with existing or future State corporate structures created in the provinces. Given the nature and scope of its envisaged functions the term "Bank " is clearly no longer appropriate.

4.6.4 Mobilising Savings

Personal savings represents a potentially large source of fund mobilisation for housing purposes and can act as a powerful tool to leverage credit through increasing the individual's ability to contribute to equity in the property and demonstrating a willingness and ability to regularly set aside money for housing purposes.

It is therefore intended to implement a savings linked credit scheme (SCS) in collaboration with accredited mortgage lenders, through which individuals will be able to secure credit through participation in the scheme. This is a policy approach taken with a long-term view, and is likely to become one of the most significant features of delivery over time. In addition, interna- tional experience has comprehensively demonstrated that such an approach will have the effect of empowering the role of women in the housing delivery process.

At the same time mechanisms through which communal/collective savings efforts can be harnessed to mobilise and unlock credit, will be pursued.

4.6.5 Subsidies

Given the skewed income profile of the South African population and the severe affordability problems at the lower end of the market, the targeted provision of end user subsidies constitutes one of the cornerstones of the Government' s approach to the housing challenge. A capital subsidy approach, based on the current subsidy scheme will be maintained, not least for the benefit of providing fiscal certainty in the national housing programme. The aggregate need for subsidies measured against fiscal constraints determines the level of subsidy benefits payable to qualifying beneficiaries, and government remains committed to a subsidy approach favouring width over depth in the provision of financial assistance. Given the dire need at the lower-income levels a fourth (increased) subsidy level at the lowest end of the market, will be implemented with immediate effect.

Subsidy policy is envisaged to be as flexible as possible in order to accommodate a wide range of tenure and delivery options and enable the flexible application of subsidies at the delivery (provincial and local) level in order to obtain maximum gearing with private investment, savings and sweat equity.

Subsidy programmes already introduced or under consideration for introduction include:

- Ownership subsidies aimed at assisting individuals to acquire ownership of residential property by either accessing such subsidies on approved projects or individually;
- collective ownership subsidies aimed at facilitating the application of collective housing models through which individu- als acting in cooperation with others on a collective basis, can access appropriate housing;
- social Housing subsidies aimed at providing subsidies to institutions created to supply affordable social housing to the lower end of the market; and
- rental subsidies, anticipated to be aimed at institutions created to provide affordable, subsidised rental accommodation to the lower end of the market;
- subsidies directed at redressing anomalies created by previous policies implemented by Government, including Consolidation subsidies aimed at site and service schemes implemented under previous subsidy regimes.

4.6.6 Institutional Arrangements

A rationalised governmental, statutory and parastatal institutional framework within which the national housing strategy will be implemented is a priority to government.

Fragmentation, overlap, wastage and inefficiencies in the institutional set up for housing must be removed wherever present, in order to establish an institutional basis from which a sound long term strategy can be launched.

The process of institutional rationalisation already initiated will therefore be dealt with as a matter of priority in order to establish an institutional and funding framework within which the envisaged Government programmes can be implemented with success.

Government's strategy on institutional reform for housing will focus on:

- Finalising the restructuring of statutory and advisory structures in terms of legislation already introduced, in line with government's commitment to introduce appropriate national and provincial representation into the processes of policy development and fund allocation.
- Re-focusing, rationalising, consolidating and re-positioning (where appropriate) parastatal housing bodies at national and provincial level.
- Establishing appropriate linkages and relationships between national and provincial / local governmental, statutory and parastatal corporate institutions in order to achieve maximum efficiency and effectiveness of governmental housing programmes.
- Rationalising the assets and liabilities of the various statutory housing funds in line with the new constitutional situation and institutional dispensation for housing envisaged.

4.6.7 Land

4.6.7.1 Facilitating Speedy Delivery

Efficient assembly and release of appropriately located land for housing is critical to achieving the desired rate of delivery of housing.

The present regulatory framework within which land is delivered is fragmented, complex, inadequate and in contradiction with the aims and objectives of the proposed housing strategy and the RDP.

Short-term intervention in order to facilitate the speedy delivery of land for development purposes is believed to be essential for the launch of the envisaged housing programme. Under these circumstances the proposed Development Facilitation Act was drafted as a bridging measure in the short term. This proposed Act sets out to establish:

- Nationally uniform norms and standards in relation to land development;
- national legislation in parallel to provincial (inherited) laws as an alternative, more appropriate mechanism for rapid land delivery; and
- an option for Provincial Administrations to adopt and continue to utilize the Act, once all considerations have been taken into account.

A feature of the proposed Act is the legal requirement for structured interaction and consultation between various departments of Government.

Future efforts in respect of land delivery will focus on influencing land policy processes as outlined in Chapter 5.

4.6.7.2 Publicly Owned Land for housing

Land held by public authorities represent a significant national asset and therefore its disposal and/or application should be un- dertaken within a coherent policy approach. It is believed to be essential that the potential use of appropriately located and suitable land for affordable housing should be considered for such use on an equal basis with other competing uses. It is therefore envisaged that suitable mechanisms through which such consideration can be achieved will be pursued in conjunction with the relevant national and provincial/local authorities.

4.6.8 Coordinated Development

As an integrated process, housing delivery requires coordinated and integrated action by a range of players in the public sector and the non-State (private) sector. Inadequate coordination and integration of efforts between the housing function and functions such as education, health services, transport and local government in the past, lie at the root of the breakdown in the housing process in many areas of the country.

Mechanisms at provincial and local government level which will ensure coordinated planning and budgeting on a multi year basis between all relevant government functions and the non-State (private) sector are to be instituted. These mechanisms must, eventually, result in the necessary coordination and integration of planning and budgeting at the national level. Housing, as the sector most adversely affected by the absence of such coordination and integration is envisaged to take the lead in this process. This approach will require the most dedicated and structured approach to such inter-sectoral coordination, and is likely to provide one of the most significant contributions to the attempts of Government to redevelop our society.

5. Key Substantive Approaches and Interventions

Chapter 4 summarised Government's overall approach to the housing challenge. This chapter sets out in greater detail the envisaged substantive approaches, policies and interventions. In terms of the national housing strategy set out in chapter 4, the following policy approaches and interventions are envisaged in order to enable the attainment of the country's housing vision and goal in respect of:

- Stabilising the housing environment;
- institutional arrangements;
- subsidies;
- savings;
- housing support;
- housing credit;
- land and the housing development process; and
- infrastructure, service standards and tariffs.

5.1 Stabilising the Housing Environment

5.1.1 General Strategy

Government will launch a vigorous and unprecedented national and provincial campaign aimed at the resumption of payment for goods and services received and the reinstatement of the due process of law. This campaign will, however, only have the desired effect if matched by a simultaneous and equally vigourous campaign of engagement and investment by the private sector, ending their effective withdrawal from many affected areas over the last few years.

This national campaign will require intra-governmental agreement on the need for focused and priority attention on a multi-functional basis to areas where the public environment has substantially collapsed, and a concomitant commitment from the private sector to, once the level of stability of the public environment in these areas has substantially improved, invest and provide credit in such areas.

5.1.2 Prioritization of Reconstruction Areas

In areas where the public and private environment has deteriorated and to a large extent collapsed, conditions are not conducive to private investment by either individual members of the communities or the private commercial sector. It is recognised that the reinstatement of a habitable public environment has to be a precursor to a resumption of private investment and sustained development, and that the process of turning such situations around should as far as possible be initiated and driven from and by the communities and local governments involved.

Government will therefore recognise, against identified criteria on the basis of a series of incremental steps or classification, those areas where conditions are progressively becoming conducive to viable development and will at an identified stage signal to the private sector that investment and the provision of credit for housing purposes is viable and required, through making housing subsidies and mortgage indemnity cover available in such areas.

Criteria to be considered *inter alia* include whether or not and to what degree:

a. A Local Authority duly constituted under the Transitional Local Government Act, 1993, exists;

b. effectve exercise of primary Local Government functions is taking place;

c. reciprocal performance by communities measured against agreed objectives is evident;

d. an acceptable level of civil responsibility and behaviour as well as civil and criminal law enforcement is being achieved;

e. there is an acceptable level of performance in meeting commitments in respect of:

i. service charges,

ii. rates,

iii. rental and

iv. instalments to mortgage lenders.

It will be incumbent on the communities and / or local governments involved to establish appropriate mechanisms / structures, inclusive of all stakeholders involved or affected, through which:

• Initial and subsequent evaluations will be sought in order to establish a classification or re-classification;

• the coordination and formulation of plans and budgets improve the local situation through rectification of identified deficiencies, with appropriate State support and incentives can be achieved;

• the required resources and interventions from various State departments can be sourced on a competitive basis, in terms of the classification obtained;

• the implementation of such plans can be monitored and coordinated; and

• recommendations can eventually be made when adequate stability has been achieved in the affected area to the subsidy and mortgage indemnity authorities. It is envisaged that subsidies and finance for low-income housing will become available at identified stages in the stabilisation process, with mortgage finance backed by the envisaged Mortgage Indemnity Scheme. This is believed to be a critical component of a successful stabilisation process, but cannot take place before a substantial degree of stability is achieved.

5.2 Institutional Arrangements

Current institutional arrangements for housing within government and in the parastatal sector are still fragmented, inconsistently funded and is characterised by a lack of clear role definition and defined lines of accountability.

A significant degree of overlap, duplication and confusion is still evident, despite the implementation of interim adjustments which has resulted in some rationalisation during late 1993 and early 1994.

It is believed that rationalisation of existing institutional capacity within a coherent long term strategic framework can significantly improve efficiencies and ensure enhanced and sustainable housing delivery at the levels required to deal with backlogs and new family formation.

Taking due cognisance of the basic points of departure outlined in part 4, the following framework within which the restructuring of the housing sector will be undertaken, is envisaged:

5.2.1 Government

The National Ministry and Department of Housing

Schedule 6 of the Interim Constitution of South Africa determines that provincial legislatures and national government concurrent competency to legislate, *inter alia* in respect of housing, regional planning and development as well as urban and rural development. The intent, however, is clearly that appropriate housing functions and powers should be devolved to the maximum possible extent, to the provincial level. Against this background the National Housing Ministry and Department are envisaged to fulfil the following functions:

• Setting broad national housing delivery goals and negotiate provincial delivery goals in support thereof;

• determining broad national housing policy, in consultation with relevant other national departments and provincial governments where relevant, in so far as it relates to:

o Land development and use (especially in respect of State land holdings),

o land title and registration systems,

o minimum national norms and standards,

o national subsidy programmes,

o fund allocation to provinces,

o fund allocation to national facilitative programmes,

o mobilisation of funds for land acquisition, infrastructural development, housing provision and end user finance,

o guidelines for the spatial restructuring of cities and towns and rural settlement patterns;

• adopting or promoting legislation to give effect to national housing policies;

• establish a national institutional and funding framework for housing;

• monitoring national and, in liaison with provincial governments, provincial performance against housing delivery and budgetary goals and accounting to the national parliament in this regard;

• overseeing and directing the activities of national statutory advisory and facilitative institutions and accounting to national parliament in this regard;

• negotiate for the systematic increasing of the national apportionment of State budget to housing; and

• account to national parliament for the performance of the sector against set targets and efficiency / effectiveness parameters.

5.2.2 Role of Provincial Government

Provincial government has a critical role to play in ensuring effective and sustained housing delivery at scale.

Within the overall institutional and constitutional framework it is envisaged that the following housing functions will be executed at a provincial level:

• Setting of provincial housing delivery goals and performance parameters within the context and in support of national delivery goals;

• determining provincial housing policy (within broad national guidelines), so far as it relates to :

o Minimum housing norms and standards in the province,

o development priorities and programmes,

o urban and rural development,

o land identification and planning within the province, including performance criteria,

o urban spatial restructuring,

o rural settlement restructuring;

• monitoring provincial housing delivery and accounting to the provincial legislature in this regard;

• overseeing and directing the housing activities of provincial statutory advisory and executive bodies, local authorities as well as the activities of provincial facilitative institutions, and accounting to the provincial legislature in this regard;

• liaising and negotiating with the National Ministry and Department as well as national statutory and facilitative bodies in respect of:

o Fiscal transfers for housing to the province,

o provincial priority status in respect of national facilitative programmes for housing, and

o national housing policy and programmes.

It is recognised that provincial governments are accountable to the people who have democratically elected them in the provinces, for the delivery of housing. A leading role for these governments in enabling sustained delivery of housing in the provinces, within broad national housing policy guidelines, is envisaged. At the same time, it has to be recognised that the Minister of Housing is accountable to Parliament for overall sectoral performance. A balance between the functions and powers at national and provincial level to reflect these accountabilities, will be vital to success.

5.2.3 Role of Local, Rural and Metropolitan Government

The physical processes of planning and housing is very much a local community matter. The role of metropolitan and especially local government in enabling, promoting and facilitating the provision of housing to all segments of the population in areas under their jurisdiction, can therefore not be over emphasised. The absence of legitimate, functional and vi able local authority structures will jeopardize both the pace and quality of implementation of housing programmes.

The following housing functions are envisaged to be performed at metropolitan and/or local level:

- Setting metropolitan / local housing delivery goals;
- identification and designation of land for housing purposes;
- the regulation of safety and health standards in housing provision;
- the creation and maintenance of a public environment conducive to viable development and healthy communities;
- the mediation of conflict in the development process;
- the initiation, planning coordination, promotion and enablement of appropriate housing development;
- facilitative support to housing delivery agencies;
- planning, funding and provision of bulk engineering services;
- provision and maintenance of revenue generating services (if not provided by specialised utilities / suppliers);
- provision of community and recreational facilities in residential areas;
- welfare housing;
- land planning in areas under their jurisdiction (in terms of laid down performance criteria, possibly at provincial and even national level); and
- regulation of land use and development.

5.2.4 Statutory Advisory and Policy Execution Bodies

Government is committed towards the creation of statutory advisory and policy execution / overseeing bodies for housing, which introduce key stakeholder representation into the processes of policy development and fund allocation. To be effective it is believed that membership of these bodies should be determined on a representative (nominated) basis, through an inclusive transparent and democratic process.

The participation of stakeholder groupings and structures of civil society in the process of policy development and public fund allocation is believed to be of critical importance to secure the necessary commitment of all relevant parties for strategies and policies adopted. By informing the deliberations of these structures with inputs from nominees of the various stakeholders and civil society groupings in the housing sector, balanced and practical advice and decision making can be achieved.

(a) National Housing Board (NHB)

A new national statutory advisory body to the Ministry for Housing is envisaged (similar in function to the current National Housing Board). This body will fulfil the following functions:

- Advise the Minister on housing policy, strategy and related matters;
- recommend to the Minister housing budget allocations to national facilitatory institutions and parastatal housing bodies and the provinces;
- monitor and evaluate the performance of the housing sector, review policies and strategies accordingly and advise the Minister on an ongoing basis; and
- oversee the execution of national housing policy.

Members of this Board should comprise competent persons with expertise and knowledge in the field of housing, but it is believed imperative that they should at the same time be representative of and nominated by the following stakeholder groupings representing national interests in the housing and related sectors in the urban and rural areas of the country:

- one third of the members by consumer organisations and community based groups

with an interest and involvement in housing on a national basis and representing the interests of consumers of housing goods and services.

• one third of the members by suppliers and financiers of housing goods and services, at a national level.

• one third of the members by Government interests in housing (both national and provincial), having due regard for the need for separation of the legislative and executive arms of government and *inter alia*, including organised local government and the State corporate housing sector.

In addition, Provincial Housing Boards will be represented by their Chairpersons, in an ex officio capacity, on the NHB. The NHB will be expected to assume a proactive role in fulfilling its advisory function and to have a distinct impact and influence in government policy on housing and will replace the current National Housing Board which was created as an interim measure in the process of rationalisation.

(b) Provincial Housing Boards

Given the importance and constitutional placement of housing at a provincial level, Provincial Housing Boards, constituted along the same lines as the proposed new national advisory body, are already being established in each of the provinces. These Boards are to be established by and accountable to the Provincial Legislatures.

In addition to advising provincial governments on provincial housing policy, these Boards will also deal with the approval of projects in terms of both national (as agents of the NHB) as well as provincial housing programmes.

Similarly constituted bodies may also be justified in the larger metropolitan and local authority areas or in rural districts in order to devolve the decision making and fund allocation processes to the closest local level.

(c) Rationalisation of statutory assets and liabilities

The process of rationalisation of statutory assets and liabilities was initiated under the Housing Arrangements Act (No 155 of 1993), in terms whereof the five statutory (previously own affairs) funds were brought under central control.

Government will proceed with this process and will apply the following guidelines:

• Assets and liabilities will follow the devolution of functions and authority to provincial and local / metro level or the transfer to other national departments.

• Assets which are revenue-generating but do not belong in the housing function (such as infrastructure loans to local governments) will be transferred to appropriate governmental or parastatal institutions with the aim to realise realistic capital values for application in the housing effort.

• Retail loans (to individuals) will, after application of the extended R7,500 benefit (subsidy) and upon conversion to commercial interest rates, be sold to appropriate private sector or State corporate entities active at the retail level.

• Liabilities within the statutory housing funds but inconsistent with the institutional and funding framework will be transferred to appropriate institutions / departments to the extent that agreement can be reached.

5.2.5 The State Corporate and Parastatal Sector

For a wide range of historic reasons the housing market in South Africa currently is distorted and abnormal. It is incumbent on government, on a short term temporary and longer term permanent basis, to intervene to ensure that the imbalances, distortions and anomalies in the housing market are overcome. Such facilitative intervention by Government is envisaged to be primarily aimed at creating an enabling environment for delivery by the non-State sector but may, where necessary and desirable, include direct State involvement in delivery. It is believed that, to be effective, such facilitative interventions should be performed by institutions structured, funded and targeted through unambiguous mandates, to fulfil specific facilitative functions. These functions are not the normal functions of a civil service department but should be structured on business principles within parastatal corporate entities, fully and transparently accountable in terms of managerial performance and financial responsibility to government and the public at large.

Parastatal organisations in the housing sector are currently characterised by overlap, inconsistencies in policy and approach, mandates conflicting with those of other organisations or with the policies and strategies of government and a distinct lack of transparency and accountability.

It is envisaged that all housing funding functions fulfilled by all parastatal organisations will be rationalised and restructured into clearly mandated, accountable and streamlined new or

restructured parastatal bodies, focused on specific mandates in the housing process. Where such housing functions are being fulfilled by organisations under the control of other government departments, the cooperation and agreement of such departments in such rationalisation and restructuring processes will be sought.

Government's objective with the process will be to rationalise and restructure within a coherent long term institutional framework which will serve the best interests of housing in the country and will enhance overall cost effectiveness, efficiency and sustained delivery in the sector.

Restructuring and rationalisation will be panned and undertaken with the full involvement and participation of all affected institutions.

5.2.6 The Private Sector

State resources and capacity to deal with the massive housing backlogs and the process of reconstruction and development in the housing sector are severely limited. It is recognised that

South Africa cannot address this massive challenge without the mobilisation of the collective resources, capacity, knowledge and skills in the broader non-State (private) sector.

Government housing policy and strategy is essentially directed at utilising limited State resources in order to achieve maximum gearing of such efforts and resources with non-State investment and delivery.

The concept of a broad partnership between the State and the non-State sectors in addressing the housing challenge in the country is central to Government's approach. As far as the specific stakeholders in the non-State sector is concerned the following approaches are envisaged:

5.2.6.1 The Suppliers of Materials and Services to the Housing Sector

The housing sector is emerging from a prolonged depressed period of low activity. It is of critical importance that the material and services supply sector to the housing industry impose effective measures of self regulation and control in order to contain inflationary pressures on the prices of goods and services. It is recognised that direct government intervention in this regard is undesirable and likely to be less effective but this will be undertaken if this sector is unable to impose the necessary self regulation, timeously and effectively.

Vigorous and open competition on level playing fields by a wide range of suppliers is believed the be the most effective mechanism to secure the maximum possible stability and restraint in pricing.

5.2.6.2 The Construction Sector

This sector obviously is a key link in the chain of delivery. The stark dichotomy between the resource and skills base of the largely white controlled and owned formal construction sector and the relatively disadvantaged less formal and predominantly black small construction sector, is detrimental to the effective mobilisation of all non-State resources in the delivery effort required.

Government housing subsidy policy, tender procedures and procurement policies will increasingly be directed towards facilitating and encouraging a bridging of this gap. It is essential that an equitable and comprehensive partnership between the large and small contracting sector be established which will enable the sustained upliftment, integration and growth of the less formal sector within the main stream construction industry.

Although the growth and support of the emerging (black) construction sector is not seen as a primary housing responsibility and therefore does not justify the allocation of housing funds, housing policies and strategies should pro-actively seek to facilitate the participation of this sector in the housing process.

As with the suppliers of material and services to the housing sector, self regulation within the construction sector of construction prices will be a critical element to the success of a large scale national housing delivery programme. Uninhibited escalation of construction prices will inevitably destroy any benefit to be attained from State subsidies and will unavoidably lead to the necessity for government imposed measures to counteract such a threat.

As with the supply industry, Government is committed to the promotion o vigorous competition between as many as possible delivery agencies in the housing construction sector.

5.2.6.3 The Financial Sector

The extremely low (almost insignificant) level of end user finance provision to people in the income categories below R3500 is cause for great concern. Given the limitation on State resources, the mobilisation of private credit for housing purposes is a central aspect of

government approach to housing.

Government recognises and accepts the responsibility to create and maintain a lawful environment in which contractual rights and obligations are respected and enforceable. At the same time it is believed that there is an obligation on the private sector to support Government in its efforts to stabilise an environment which has become increasingly destabilised over the past few years as apartheid structures broke down.

The effective withdrawal of private sector finance from low-income communities causes a further deterioration in physical and environmental conditions in these areas which in turn leads to conditions resulting in even further withdrawal of investment.

If this cycle is not broken the situation cannot be expected to improve.

A number of incentives and measures in order to create a more conducive environment for private investment and the provision of credit in these areas are under consideration and more fully dealt with later. These incentives and measures are aimed at facilitating structural adjustments within the major banks in order to enable their sustained and viable involvement in the provision of housing finance at the lower end of the market.

At the same time measures are also introduced to stimulate the sustained growth of specialised lenders to supplement and compete with the efforts of the major banks.

The contractual savings industry in South Africa controls vast savings of the nation of which very little currently finds its way into housing. It is essential that ways and means be found to channel a significant proportion of these resources into housing investment. This is a task on which the proposed National Housing Finance Corporation will be specifically mandated to focus from this and other appropriate sources. The NHFC is envisaged to constitute a central conduit which will implement the necessary mechanisms to create institutional and financial framework in the housing sector which will attract the required level of investment in housing.

5.2.6.4 Employers

The housing circumstances of employees have a material influence on their health and productivity.

The housing crisis facing South Africa requires the mobilisation of every effort, including those of employers in relation to their employees. It is incumbent on employers to know the housing circumstances of their employees and to, within their means, provide advisory, administrative, financial and other material assistance in order to improve the housing circumstances of their employees. This process and challenge would be undertaken in consultation with the affected workers and the representative trades unions.

5.2.7 Community and Civil Society

South Africa's housing inheritance can largely be attributed to top down and ideologically driven development approaches. It is held that, by making housing development peoplecentred, the major disadvantages resulting from these past approaches will be overcome.

As is already evident in Government subsidy policy, meaningful and structured participation by communities in the processes of needs identification, prioritisation, planning and the implementation of housing development projects will increasingly become central requirements of Government policy and subsidy assistance.

With increased involvement in the decision making process, the accountability of communities in the process of housing delivery will also increase. An environment conducive to all parties meeting their obligations must be created, if sustainable development is to be achieved.

5.2.8 Non-Governmental Organisations

5.2.8.1 Fora of Civil Society

Organisations such as the National Housing Forum and various emerging Provincial Housing Fora have an important role to play in facilitating the involvement of broader civil society in the housing debate and in voicing the views of broader civil society on housing. Past experience has clearly indicated that, without the active involvement and participation of broader civil society in the design of housing policies and strategies, these policies and strategies are likely to fail in their objectives.

Government will therefore continue to encourage the activities of these fora and will remain accessible for inputs from these fora in order to inform its processes of decision making.

5.2.8.2 Non-Governmental Service Organisations

Non-Governmental Service Organisations or NGO's have played and are playing a significant role in supplementing and building capacity at community level. It is believed that these organisations have a very important role to play in this respect. In particular, such NGOs should continue to provide valuable support and assistance to communities, especially those faced with the challenges of engaging in a sustainable development process for the first time.

5.3 Subsidies

High levels of unemployment, relatively low average wage levels and the levels of costs in the provision of housing, contribute to a major affordability problem in South Africa. The ability to contribute to the cost of housing is severely limited in most families in the country. Given the constraints imposed by the need for fiscal discipline, it is clear that the State will not in the foreseeable future be able to provide levels of subsidisation at the lower end of the market which are sufficient to cover the costs of delivering a formal house to every South African in need of housing. It is therefore central to Government's approach to the provision of housing to utilise a combination of the provision of subsidies within the fiscal abilities of the State to those most in need and least able to contribute to the costs of their own housing and, through various mechanisms, mobilising individual savings as well as private / non-State credit in order to supplement subsidy assistance provided by the State.

5.3.1 Eligibility

Legal RSA residents with monthly household (joint spouse) incomes below R3,500 (in 1994 terms) are envisaged to remain eligible for State subsidy assistance for the foreseeable future. Subsidy programmes are envisaged to continue to focus on family housing.

5.3.2 Focus on the Poor

Government remains committed to a system of subsidisation which is biased in favour of those most in need of Government assistance. It is essential that the bulk of State housing resources be utilised to assist the poorest of the poor and the introduction of a fourth (higher) category of subsidy, for the lower end of the market, has been decided upon.

5.3.3 Tenure

Security of tenure is a key cornerstone of Government's approach towards providing housing to people in need. In this regard, Government rejects the elevation of the individualised private home ownership above other forms of secure tenure. Subsidy policy will therefore be designed to provide for the fullest range of tenure options, on the basis of a limited State contribution to be geared by private (individual) investment, credit / finance and, where possible, the sweat equity of the owner. Ensuring that subsidies can be made available in areas where traditional tenure arrangements apply is essential and this issue is currently under investigation.

5.3.4 Market Anomalies

Government recognises the fact that, for a variety of historic reasons, a range of historic subsidy anomalies are currently existent in the housing market.

To the extent that it is affordable within fiscal constraints applicable and the need for balance between total State funds available for new housing and needs for housing in the country, it is Government's intention to address some if not all of these historic anomalies in order to level the playing fields for a sustained take-off in housing delivery at scale.

5.3.5 Subsidy Mechanism

The capital subsidy approach adopted under interim arrangements implemented recently meets the criteria of transparency, ease of budgeting, fiscal discipline and the ability to provide the individual with the maximum freedom of choice and benefit. It is therefore envisaged that this subsidy mechanism will be retained as a national subsidy approach, and be subject to a constant process of evaluation.

5.3.6 Subsidy Programmes

It is recognised that an appropriate balance between project based and individual subsidy allocations is essential in order to:

• enable scale delivery; and

• the development of a diversified primary and secondary demand for housing by individuals, groups or communities exercising maximum freedom of choice.

Government will not introduce hidden subsidies over and above the basic capital subsidies being made available to the end user. It is regarded as essential that financial equity with regard to all types of State assistance should apply throughout the Republic.

In addition to the project based subsidy programme already in place, Government will introduce a range of specifically designed lump sum subsidy instruments to support a broad and innovative housing delivery process in the country. Aspects already covered or to be covered include *inter alia*:

• Individually accessible as well as project based allocations of subsidies for individual ownership purposes which will be either:

o Non-credit linked and therefore attract limited gearing with private resources

In these instances subsidies will be available directly from the subsidy

authorities (Provincial Housing Boards (PHB), either to individuals applying on approved projects (where the PHB has reserved a specified number of subsidies for the project), or directly to the PHB to acquire a property not situated on an approved project.

o Credit and savings linked and therefore attract significant gearing

o In these instances individuals will be able to, at the time of applying for a loan with an accredited financial institution apply for a subsidy and at the same time register for a special, government endorsed, savings linked credit scheme (or prove an adequate savings track record and accumulation). Once savings requirements in terms of the scheme are met the applicant will be ensured of a subsidy and, provided eligibly still applies, a housing loan. Financial institutions have agreed to reduce deposit requirements for loan applicants under this Savings Scheme.

• Subsidies for collective social and rental housing, directed at institutions supplying such housing. Government believes that it has a significant role to play in actively developing and supporting new and innovative approaches to social housing, especially where these provide for the self-management of housing stock within the ambit of such institutions.

This is an area of housing opportunity that has long been neglected in this country, and may well require significant engagement with international expertise and experience. Subsidies under these programmes will be provided to the institutions involved (not an individual beneficiary) and will go towards subsidising the capital cost of new housing units built or existing units acquired by approved institutions, to be made available in the market under the rules of the Subsidy scheme. Units can only be made available to beneficiaries eligible in terms of the normal requirements of the subsidy scheme. The institutions involved will be subject to restrictions to prevent subsidies to be utilized for private gain. Individual beneficiaries leasing such stock will not be disqualified for purposes of ownership subsidies and, provided eligibility criteria are met will be able to access such subsidies provided that the subsidized (social) stock is vacated.

• Subsidies specifically designed and targeted at redressing anomalies created by past Government subsidisation interventions. It must be noted, however, that the State's ability to deal with these anomalies, given their magnitude, is extremely limited and that, to the extent that subsidisation under these circumstances will be considered, this will by necessity be done at the expense of new housing delivery.

The project based consolidation subsidy to be implemented will make available a supplementary grant to the amount of R5,000 per beneficiary, on approved projects where serviced sites only were previously provided by the State or with State grants (including capital subsidies made available by the Independent Development Trust). This subsidy can be applied towards:

o the acquisition of building materials;

o building a starter top structure;

o expanding an existing starter structure;

o off-setting in part or in full, a housing loan obtained by the beneficiary; and

o paying a deposit in order to gain access to a housing loan.

5.3.7 Levels of Subsidy

Government's primary aim with the introduction of subsidies is to, in the first instance, provide security of tenure and access to basic services as well as possibly a rudimentary starter formal structure to the poorest of the poor.

In recognition of the severe financial constraints faced by the relatively large proportion of households with monthly incomes below R800, it has been decided, in anticipation of a substantially increased 1995/96 housing budget, to introduce a fourth (higher) level of subsidy at this level in the market. The following subsidy levels will apply to new subsidy applications with immediate effect under project allocations by the Regional Housing Boards established under the Housing Arrangements Act (No 155 of 1994).

Joint Spouse monthly income (R) Subsidy * (R)

0 - 800 15,000

801 - 1,500 12,500

1,501 - 2,500 9,500

2,501 - 3,500 5,000

Adjustable by up to 15% (on an area, not project basis) at the discretion of the relevant Provincial Housing Board, for locational, topographical or geotechnical reasons.

In order to maintain financial equity, subsidy levels may be varied for geotechnical, topographical or locational reasons, in the various provinces (on an area rather than project basis) within these guidelines. It is also proposed to allow for the application of the variation in cases where special needs apply, as in the case of the disabled.

5.3.8 A National Subsidy Standard

The level of subsidisation provided by the State has to be perceived as equitable by all communities. It is essential that financial equity is perceived by all beneficiaries in as far as State assistance for housing is concerned, across the nation. Significant disparities in subsidy approach and value between provinces will affect housing standards and have the inherent potential to prejudice the economic interests of provinces perceived to be providing inferior / lesser benefits. In terms of Section 126 of the Constitution Amendment Act No 2 of 1994 an Act of Parliament in respect of matter requiring minimum standards to be set across the nation and / or in which provincial disparities may prejudice the economic interests of another province, will prevail.

A national subsidy standard is believed to be such a matter and it is therefore not envisaged that subsidy mechanism or level variations on a provincial or local / metropolitan basis, will be possible. It will, however, be imperative to allow maximum flexibility with regard to provincial and local innovations in the application of the subsidy, provided that no hidden subsidies should be provided in the process.

5.3.9 Subsidies and Rural Housing

Present subsidy policy deals with urban circumstances with freehold or leasehold tenure arrangements as well as with housing provision in formal towns in the rural areas where such tenure can be achieved.

Areas where traditional tenure regimes apply are still effectively excluded, which is an undesirable situation. Government is currently investigating the feasibility of providing subsidies in these areas linked to a set of criteria which will evaluate the security of residential tenure of applicants, and particularly the case of women in this regard. Farm workers are effectively excluded as secure tenure is rarely achievable and because of the linkage between employment, the place of employment and the home. Subsidies for farm worker housing (currently provided by the Department of Agriculture to the farm owner) are envisaged to be replaced by end user subsidies to be provided via the Department of Housing. Mechanisms to de-link farm worker housing from the specific farm / employer are under investigation and several schemes such as the possibility of the establishment of Agrivillages (where secure tenure will be available) on a pilot basis, sectional title and security of investment, are under consideration.

5.4 Savings

For a variety of reasons there is a general declining in trend in personal savings and investment in housing in South Africa. Government regards personal equity in housing as a corner stone of a sustainable housing delivery process. Savings can also be used to gain access to credit in order to gear State subsidy assistance and own equity in acquiring housing. It is therefore Government's intent to allocate a portion of the national housing budget towards individually directed subsidies to be linked to a programmed savings and housing credit scheme (savings linked credit scheme). In exchange for a consistent and regular pattern of savings by the individual over a prescribed minimum period of nine months and the individual being eligible for credit at the time of completion of the savings cycle, accredited lenders in terms of this scheme, will undertake to make available a mortgage loan or other housing finance to such a client.

This mechanism is intended to have the effect of increasing control in the hands of individuals with regard to access to housing credit, provides mortgage lenders with an enhanced ability to assess credit worthiness and a level of comfort with regard to the ability and willingness of the individual to repay. It is anticipated to mobilise a significant amount of private, personal investment in housing in the country, as well as have a significant impact on gender relations within the household. These effects are expected to be vital components of stability and sustainability in the sector.

5.5 Housing Credit

The availability and accessibility of credit for housing purposes has been identified by Government as a key cornerstone in a sustainable housing delivery process.

After an extensive process of consultation, research and investigation the conclusion has

been reached by Government that short and medium to longer term intervention by Government is essential to enable a resumption of lending at scale and to ensure sustained capacity mobilisation and growth as well as expansion of lending activities to lower-income people.

5.5.1 Major Banks

It is essential that housing credit for low-income people should become available at scale in the shortest possible time frame and the conclusion has been reached that an important part of the solution in the short to medium term is the mobilisation at scale of the major banks (mortgage lenders) into the lower end of the market. Only these institutions have the infrastructure, resources and expertise to make the necessary impact in the short term.

A banking code of conduct for housing finance, general lending considerations and an agreement on lending targets, disclosure and monitoring mechanisms have been negotiated with the Association of Mortgage Lenders. The historic agreement will result in large-scale resumption of lending on a transparent, accountable and sustainable basis, starting off with a target of

+-50,000 loans during 1995/6 at the lower end of the market (down to loan size of R10,000) and growing to exceed 100,000 loans per annum by 1999.

5.5.2 Non-Traditional Lenders (NTRLs)

Various parastatal and non-Governmental organisations involved in the provision of housing credit, play an important role in the provision of credit and especially in developing innovative new approaches to such provision. The capacity of this sector, however, is currently relatively limited and, although Government intends to provide specific support in order to grow and expand this sector, focus will in the short term, also have to be on the major banks if the availability of credit is to be enhanced. The need for special purpose lending vehicles as pioneering and innovating institutions is, however, recognised and programmes to ensure the sustained growth and expansion of this sector are envisaged to be part of the mandate of the National Housing Finance Corporation.

5.5.3 Facilitating the Provision of Housing Credit

It is recognised that, for large scale provision of housing credit to be sustainable, such credit provision has to be viable and profitable for the lending institutions, while affordable and accessible for the target market. Against this background, Government is currently implementing a number of facilitative measures aimed at creating an environment within which sustainable housing credit provision will be possible.

5.5.3.1 Immediate Measures

The effective withdrawal of finance to the lower end of the market in large areas in the country, necessitates extraordinary steps in order to facilitate a resumption of lending activities.

Having identified the major banks as the most significant short term source for such finance, government has engaged in negotiations with the banks in order to determine the requirements for a re-engagement in the market. As a result of these negotiations the following short term interventions are envisaged in order to enable the banking sector to engage on a sustainable basis, given a substantially abnormal lending environment in many areas in the country.

(a) Mortgage Indemnity Scheme

Financial institutions have, over the last few years, suffered significant losses as a result of a situation in many areas where factors largely outside the control of these organisations, have prevented the exercising of normal contractual rights and the beneficial accessing of underlying securities of loans foreclosed upon.

As a result of this, financial institutions have identified a requirement to be indemnified against a re-occurrence of such a situation where lending has to take place in areas where such a risk may exist. As temporary measure to overcome these concerns of the financial institutions and enable an immediate scale resumption of lending at the lower end of the market, government will implement an indemnity scheme in terms whereof the State will indemnify accredited financial institutions against losses incurred under circumstances where beneficial vacant access to underlying securities cannot be obtained, due to the breakdown in the due process of law.

The scheme will be introduced for an initial three year period only and cover will be provided for all existing performing mortgages as well as new mortgages granted by accredited financial institutions. Claims will only be met where loans were made in terms of lending considerations approved by the mortgage indemnity scheme and will be subject to defined

limitations. Cover will be phased out after year three with cover only remaining in place after the end of year three on mortgage loans in those areas where the risk covered is still material. It will be essential for the State to act decisively against continued occupation (without due arrangements and payments being made) of properties bought in under MIS.

(b) Existing Properties in Possession (PIPs)

Large portfolios of properties, involving approximately 16,000 properties, are currently held in possession by financial institutions where a breakdown in the due process of law is preventing the execution of court orders and beneficial, vacant attachment of the properties. This situation has to be normalised, if new development is to resume. Of specific importance will be the necessity for dealing with these properties and the occupants in a manner consistent with approaches adopted under the MIS.

In terms of the understanding reached with the mortgage lenders, existing PIPs will be individually assessed on a programmed basis over the three year MIS cover term. If the breakdown of the due process of law is assessed to be the partial or sole cause of an inability of the financier to secure beneficial, vacant possession, part or all of the holding costs on such PIPs will be taken over by the State for the remainder of the three year MIS cover term. Firm steps will be taken against occupants refusing to vacate or pay for occupation, while efforts by both the financier and State will continue to dispose of the property. Should a PIP not be disposed of by the end of the three year MIS cover term and the breakdown in the due process of law still prevails, MIS will purchase the affected property from the financier in terms of normal MIS claims procedures.

(c) Right sizing

One of the major contributing factors to the large property in possession holdings of financial institutions where beneficial vacant occupation cannot be obtained and people are remaining in houses illegally, stem from the fact that limited alternative accommodation for such households exist. There are no appropriate mechanisms through which these families can be assisted to either down-size in terms of debt and move into more affordable accommodation or to move into starter schemes in cases of severe economic hardship, exist.

Government and participating mortgage lenders are jointly establishing a service organisation (SERVCO). This organisation will specialise in providing assistance to individuals experiencing difficulties in continuing to meet their obligations under existing loans. The service organisation will, in addition, also provide an ongoing service to the mortgage indemnity scheme and financial institutions with regard to new properties purchased under the MIS or new loans experiencing difficulties under cover of the MIS. The possibility of linking the Consumer Protection Programme into these service centres, is also under investigation.

(d) National Home Builder Warranty Fund

Defective workmanship and other product defects have, in the past, compromised housing consumers and contributed to payment stoppages and consequent losses by financial institutions. Government is of the view that contractors should be obliged to stand behind products delivered to vulnerable consumers without the necessary knowledge and expertise to assess the technical integrity of the product received. It is further believed that the construction industry as a whole should create a mechanism through which an accredited contractors' warranty will be backed by a central warranty mechanism in the event of such a contractor failing or not being able to meet his / her warranty obligations.

The construction sector has responded positively to a proposal for self regulation and the creation of such a warranty mechanism within the industry. A high level task team appointed by the construction and material supply sectors as well as the affected professionals are currently working on proposals in order to design a warranty scheme which will comply with criteria jointly developed between the Department of Housing and various affected parties. Of specific importance will be to ensure that such a scheme does not, by virtue of qualifying requirements exclude small and emerging building contractors from participation in the provision of housing. The possibility of special mechanisms to enable such participation without compromising the right of the consumer to a proper standard product, is currently under investigation.

It is envisaged that consumers will be given the choice to either contract with an accredited contractor or to deliberately waive cover under the proposed warranty fund, under which circumstances there will be a legal obligation on the contractor to disclose this fact to the buyer.

(e) Consumer Protection

Many instances of malpractice around advertising and marketing of lower cost housing as

well as fraud and the theft of deposits, have occurred in the recent past. It has become clear that relatively unsophisticated consumers have become the easy prey of the many unscrupulous operators in this market, not all of whom can be described as small or 'fly-bynight'. This situation is exacerbat ed by the relatively low entry barriers to the home building industry which attract opportunists who in many instances do not last long. In the process of their demise they often deprive families of vital savings accumulated for deposit purposes. The effects of this practice are compounded by the fact that such deposits are not considered as rust money (such as money paid to an attorney or registered Estate Agent). An investigation into this matter has commenced under Section 8 (4) of the Harmful Business Practices Act No 71/1988 and a Notice to this effect has been published in the Government Gazette. Pertinent legislation to regulate such activities, proposed by the Department of Trade and Industry, is currently under consideration.

It is Government's intention to fully explore all current legal remedies and determine their adequacy and to implement appropriate measures to provide adequate protection to consumers, should current measures prove to be inadequate.

(f) National Education Programme

Many of the problems associated with the provision of finance and the exploitation of consumers relate to the very low levels of awareness and understanding of the technicalities around housing and housing finance amongst the majority of the population of South Africa. This historic disadvantage founded in the limited exposure that people in the past were afforded to these issues, has to be addressed vigorously.

A proposal for the creation of a National Housing Education Fund which will fund appropriate national and provincial educational programmes aimed at informing and educating the general public about housing matters, is under consideration.

Such a drive will be implemented in conjunction with the envisaged political campaign aimed at the resumption of payment for services received and is seen as a vital component of an overall strategy to stabilise the housing environment.

(g) Fixed Instalment Mortgage Instruments

The ability of borrowers to absorb the impact of fluctuations in instalments is severely limited at the lower end of the market. Large fluctuations in interest rates have in the recent past resulted in significant numbers of foreclosures as a result of instalments suddenly becoming unaffordable. The Association of Mortgage Lenders have indicated that the banking industry intends to introduce fixed instalment mortgage loans by the end of 1994. This initiative is encouraged by Government as it is believed that the introduction of such instruments will contribute significantly to meeting the requirements of the market. The principle of pricing for risk and cost is likely to result in a higher interest rate on such bonds than the prevailing bond rate. Accordingly, possible ways to reduce the cost of administration of such loans will be investigated by Government, with the private financial sector.

5.5.3.2 The Establishment of a National Housing Finance Corporation

The possibility of a 'National Housing Bank' was raised in the Reconstruction and Development Programme.

Following extensive investigations, including international expertise from a number of countries, it was concluded that an institution tasked with unlocking housing finance at the wholesale level at scale and on a sustainable basis, has become necessary. Given the nature of its envisaged activities the name 'Bank' is believed not to be appropriate, and the proposed institution will rather be known as the National Housing Finance Corporation.

The range of interventions identified to be necessary to mobilise credit are believed to require the efforts of a focused agency which will have to be seen to be transparently accountable and whose performance can be objectively measured in terms of effectiveness and efficiency. Government therefore is currently finalising the detailed design of a National Housing Finance Corporation with the mandate to promote and facilitate sustainable provision of credit at scale, predominantly in the government subsidised housing market.

Work is being undertaken in order to determine the exact nature of the functions to be performed by this corporation which may, *inter alia*, include:

- As agency of Government:
  o The accreditation and monitoring of lending patterns and performance of lending institutions,
  o the identification, encouragement and support of viable, people-driven, innovative approaches to mobilisation of savings and credit,
  o the management of the national housing education fund,

- o the management of the proposed (temporary) Mortgage Indemnity Scheme,
- o overseeing and monitoring the activities of the proposed SERVCO;
- As agency for the National Housing Board:
- o The administration of credit linked subsidies and the credit-linked savings scheme;
- As parastatal business corporation:
- o The possible partial underwriting of fund mobilisation by lending institutions involved in experimental lending activities at the lowest end of the market,
- o the funding or partial underwriting of the funding of rental and social housing retailing institutions,
- o the introduction of securitisation instruments into the market,
- o providing a conduit for international investment earmarked specifically for housing in South Africa,
- o the issue of own paper in the market for purposes of funding activities or the partial underwriting of paper issued by retail lending institutions,
- o the management of a proposed equity assistance fund for specialised lenders, including specialised (national or provincial) State corporate retail lending entities,
- o the monitor / regulation of the national home builders warranty fund, and
- o research and development activities around the promotion and facilitation of credit provision in the country, both at the wholesale (funding) and retail levels.

The work currently being undertaken will determine the final functions, institutional positioning and the capitalization needs of this organisation. It is intended that a corporate institution which is self sufficient in terms of operating costs and eventually capitalization will be established and, if possible and desirable, an existing institution will be rationalised / converted into the new entity.

The new entity will be given a clear and unambiguous mandate and will be required to fully and publicly account for costs, income and risk exposures.

Regular efficiency and effectiveness audits as well as performance audits with full public accounting to Government and Parliament will be required in terms of legislation enabling the establishment of the National Housing Finance Corporation. It is Government's firm intention to establish the Corporation as a matter of the most extreme urgency.

With regard to short term (temporary) interventions to be introduced and managed by this Institution, specific sunset provisions requiring parliamentary review will be built into the design, in order to establish the necessity to continue with these interventions at regular intervals as well as evaluate their effectiveness and efficiency.

5.5.3.3 Rural Housing Finance

Similar to subsidies, finance for housing outside formal towns in rural areas is virtually impossible to access.

The National Housing Finance Corporation will have, as explicit part of its mandate from government, the responsibility to investigate, design and introduce / promote mechanisms through which access to credit for housing purposes can be substantially broadened.

This aspect will also form an integral part of the envisaged Agri-village pilot programme as well as other approaches under consideration for subsidy purposes. It is further anticipated that the issue of rural credit is to be the subject of a Presidential Rural Finance enquiry, which is likely to provide greater clarity on the status quo and way forward in this regard.

5.6 Housing Support

Households access housing at a level commensurate with what they can afford at the time. Given the subsidy approach outlined earlier, South Africa can only afford to provide limited financial assistance to beneficiaries in the lower-income segments of the housing market.

In order to assist individuals and communities in the housing process, Government is currently considering the establishment (in conjunction with the private sector where possible) of housing support mechanisms throughout the country. These mechanisms are envisaged to, *inter alia*, provide:

- Advice and support to communities in the planning and funding of new housing developments and their continuous upgrading;
- advice to prospective home owners / tenants on technical, legal and financial as well as consumer protection aspects;

- planning assistance including the quantification and costing of material and other requirements;
- assistance and advice in respect of contracting and supervision;
- assistance and advice in terms of material procurement at affordable prices; and
- advisory support during the implementation/ construction process.

Such mechanisms will have to be subsidized from State sources but should, as far as possible, involve contributions and participation of the private sector, and are seen as essentially instruments in the hands of local government, to support local communities in their quest to satisfy their housing needs. New housing developments must therefore be undertaken on a programmed basis to ensure that projects are public investment priorities until the necessary levels of social services and development of the public environment have been achieved. Apart from multi-functional public investment in order to achieve this, the mobilisation of credit for housing purposes for those who can afford it, will be a critical success factor in such ongoing upgrading processes.

5.7 Land and the Housing Development Process

The land delivery process, that is the identification, allocation and transformation of undeveloped land into serviced land for residential settlement (land development) is a critical component of the housing supply process. The effectiveness of land delivery has a fundamental impact on:

- The rate and scale of housing supply;
- the potential for housing supply to contribute to the socio-economic development and environment of poor communities; and
- the potential for housing supply to contribute to the racial, economic and spatial integration of South Africa.

It is recognised that policies for most of the issues in land delivery fall outside of the authority of the national and regional housing authorities. However, given the key role of land delivery in housing supply, it is essential that a housing perspective informs the future development of land delivery policy at the national and regional levels. This approach is in line with the emphasis placed in the Reconstruction and Development Programme on the coordination across various government departments involved in development. Within the objective of providing the context for the future formulation of detailed policy (comprising policy, administrative practice and legislation), this White Paper proposes policy approaches for a number of components that fall within the land delivery process. The approaches proposed are those which best serve the overall housing strategy outlined earlier.

The components included in the scope of proposed land delivery policy are:

- Land Use Planning;
- Land Development and Land Use Control;
- Land Registration and Tenure Systems;
- Infrastructure, Services Standards and Tariffs;
- Mechanisms for resolving conflicts in the Land Delivery Process; and
- Alienation of State owned Land.

The fundamentally important issue of land restitution is explicitly excluded from the scope of land delivery policy. This is because restitution is a specific programme within land reform policy and not necessarily part of development-oriented land delivery policy.

Clearly once communities have been allocated land through a restitution process, the policies relevant to the transformation of that land into serviced land for residential settlement will apply. It is expected that detailed land delivery policy will be formulated at the national and regional levels in the medium term, that is over the next one to two years. However, in the short-term, the National Housing Ministry and Ministry of Land Affairs jointly tabled in Parliament this year, a Development Facilitation Act. The Act proposes to give legislative effect to land delivery policy. In addition, the Development Facilitation Act provides the enabling legislation to set up appropriate institutions that would formulate comprehensive and detailed land delivery policy at national and regional levels in the medium term.

Land delivery processes, i.e. land identification, land assembly and land development, are processes that are relevant to a variety of land uses other than housing or residential settlements. It is recognised that detailed policies, administrative practices and legislation developed over time within the ambit of land delivery policy will have to be informed by the requirements of sectors other than housing. What is therefore presented in this document is a policy perspective on land delivery informed by the need for South Africa to address the

housing challenge within the overall approach outlined earlier.

5.7.1 Overall Policy Approach
The following points of departure should inform detail policy formulation in all areas that fall within the scope of land delivery policy.

5.7.1.1 Comprehensive Approach
Policies, administrative practice and legislation should address both urban and rural settlement needs, should facilitate all forms of housing as envisaged in the overall housing delivery approach and should facilitate both new residential settlements and the formalising of existing settlements.

5.7.1.2 Equity in Products of Land Delivery Processes
Notwithstanding the use of a variety of different procedures in land assembly and land development, to suit different circumstances, no one form of human settlement should be accorded less legitimacy and permanence than any other form. To do so would marginalise communities and undermine their economic, social, physical and institutional integration.

5.7.1.3 Effective and Integrated Development
Policies, administrative practice and legislation should promote efficient and integrated development, in that they:

- Promote integration with respect to social, economic, physical and institutional aspects of development;
- promote the integrated and balanced development of rural and urban areas in support of each other;
- promote the location of residential and employment opportunities in close proximity to or integrated with each other;
- optimise the use of existing physical and social infrastructure;
- provide for a diverse range of land uses at all levels (local and regional);
- discourage urban sprawl;
- contribute to the development of more compact settlements, towns and cities;
- contribute to the correction of the historically distorted racial and spatial pattern of South African towns, cities and rural areas; and
- facilitate and encourage environmentally sustainable development.

5.7.1.4 Housing as a Desirable Land Use
While recognising the extent of the development challenge in the RDP and therefore the competing claims for the utilisation of land, housing as a land use should not be subordinated to other land uses (eg. mining, industrial).

5.7.1.5 Non-Discrimination
The principle of non-discrimination should be upheld in all policies, administrative practices and laws relating the land delivery process. This is of particular importance in the rural context and in respect of gender equality.

5.7.1.6 Presumption Against Homelessness
Policies, administrative practices and laws should be such that their implementation does not render people homeless.

5.7.1.7 Participation
In the administration of land delivery process, the maximum degree of public participation should be sought. The absence of such an approach will merely serve to continue and exacerbate the ignorance, anger and emotion surrounding the release of land, and land use.

5.7.1.8 Sustainability of Land Delivery
Policies, administrative practices and laws should promote the sustainability of land delivery in that they should:

- Result in the ongoing delivery of developed land at the required scale and rate and on an ongoing basis;
- be within the fiscal, institutional and administrative means of the country;
- promote the development of viable communities;
- promote environmental sustainability and deal sensitively and responsibly with the impact of land development on the environment; and
- be suitable for the affordability levels of South African communities.

5.7.1.9 Expeditious Processes
Policies, administrative practices and laws should promote expeditious processes for the identification of land, the assembly of land and land development (the transformation of undeveloped land into serviced land for residential settlement).

5.7.1.10 Transparency

Policies, administrative practices and laws relating to land delivery should be transparent in that they should:

• Be clearly and simply described;

• be made available generally to all interested parties;

• serve as guidance and information not merely as regulatory measures; and

• facilitate the promotion of trust and acceptance.

5.7.1.11 Accountability

Public sector administration of land delivery processes should be open and accountable.

5.7.2 Substantive policy approaches

5.7.2.1 Land Use Planning

Role of Land Use Planning Land use planning is a specific public sector intervention that creates the framework for managing the allocation of land uses among competing development needs. As such it is a basic precondition for facilitating housing supply.

As a key public sector intervention land use planning should serve a range of objectives. The objectives relevant to housing are:

• To redress the spatial inequities and distortions that have resulted from planning according to apartheid and segregation policies of the past;

• to ensure that housing is developed on well-located land which promotes physical social economic and institutional integration of South African society;

• to translate national and regional reconstruction and development policies into appropriate on-the-ground development;

• to provide the framework of certainty necessary to mobilise investment into development from both government and non-government sectors; and

• to ensure that well-located land is allocated specifically for affordable housing alternatives.

5.7.2.2 Development and Planning Commission

The Development Facilitation Act provides for the establishment of a Development and Planning Commission. This statutory Commission will be responsible for, *inter alia*, the formulation of policy, administrative practice and legislation with respect to land use planning. In effect, the Commission will be charged with the sensitive and long-term challenge of reviewing all planning and related legislation in South Africa, with a view to the amendment, repeal and replacement of inappropriate legislation.

5.7.2.3 Urgent Identification of Land for Housing

Given the urgent need for housing it is undesirable that the identification of land for housing is delayed while the planning and development commission is established, the performance criteria are set and land use planning processes are set in motion.

Provincial, metropolitan and local authorities are to identify specific parcels of land that can be developed in the short-term. This identification process is to override existing guide plans, structure plan, zoning schemes or other statutory plans.

The identification of land in the short-term should be guided by the overall policy approaches outlined earlier.

5.7.3 Land Development and Land Use Control

Policy on land development and land use control affects all types of development. As such, approaches taken have important implications for housing delivery. As a major development thrust will be the provision of housing, it is appropriate that the policy orientation to land development and land use control accommodates needs from a housing perspective.

The land development process is, by its very nature, a highly complex administrative procedure which requires detailed and fair regulatory frameworks. Within a housing context, the development process should accommodate and legitimise all valid housing processes, including formal and informal housing delivery, new residential settlements, the upgrading of existing settlements in-situ and redevelopment, for example, of inner city areas. Existing regulatory frameworks do not accommodate all of these in a balanced way and may even render some of the processes invalid or unlawful. In developing new systems or amending old ones, it is necessary that policy direction be provided at the national level. This section sets out this broad national approach. It is anticipated that detailed approaches will be developed through other processes, such as that prepared in the Development Facilitation Act.

5.7.3.1 Objectives of Land Development and Land Use Control

A national policy approach to land development and land use control should from a housing perspective, have the following objectives:

• The land development process should accord equal status to all valid housing processes;

• the land development process should provide the best possible security of tenure for individuals, families and groups, development agencies and businesses and others who have investments in the land;

• the land development process should deliver housing at the required rate and scale through optimising the contributions of all sectors active in housing;

• the land development process should limit the costs of and the time taken for developing and holding land;

• the land development process should be sustainable;

• the land development process should be transparent;

• the land development process should lead to the establishment of adequate land use control systems for new residential settlements; and

• public sector administration of the local development process should be open and accountable.

5.7.4 Land Registration and Tenure Systems

5.7.4.1 Introduction

Policy on land registration and tenure systems falls within the ambit of the ministry for Land and Regional Affairs. There are, however, important implications for housing delivery that flow from the policies and legal frameworks that are established nationally for registration and tenure systems. It is therefore appropriate for national housing policy to detail the orientation, from a housing perspective that are required in registration and tenure system.

5.7.4.2 The Key Requirements on Registration and Tenure Systems from a Housing Perspective

Any policy regarding land registration and tenure systems which fails to recognise the enormous importance of the informal land transfer systems operating in South Africa would be incomplete. Informal tenure systems operate outside of the formal land registries and are based either upon customary tenure or upon existing freehold sites. The informal systems tend to perpetuate themselves in circumstances where the entry barrier into the formal land registration system remains high. Essentially, security of tenure depends upon the community's will and capacity to sanction those who do not conform, from the community. The system leads to abuse in a number of respects:

• Members of a community are unable to enforce an abstract right to property in the face of community pressure - i.e. they are not empowered to maintain their fundamental rights to security of tenure as contained in the Interim Constitution;

• informal tenure systems based upon the sanction of banishment often degenerate into patronage systems which can be very negative for families in a community; and

• customary tenure systems tend to discriminate against women.

However, customary tenure has been historically important in providing a social safety net wherein the moral land ethic to provide to those in need ensured many a displaced person of a place to stay.

The land registration and tenure system must cater for the variety of different housing delivery approaches as envisaged in the overall strategy.

The system must be such that end-user finance in the form of mortgage finance and housing subsidies can flow early on in the development process so driving down the costs of development and ensuring the mobility of developers, particularly in the NGO sectors.

The existence of parallel land registration systems has created unnecessary and unjustifiable complications and distinctions between various forms of title. In most cases, these systems developed in parallel to the mainstream land registration system of the country for ideological reasons, based upon the principle of creating separate, racially based administrations. It is clearly in the interests of institutional simplicity that the administration of land registries currently existing in various jurisdictions comprising the area of South Africa as constituted in 1910, should be unified by incorporating parallel systems into the mainstream Deeds Registry system governed by the existing Deeds Registries Act.

The policy orientation is to further develop informal and customary tenure systems into a formal and registered social contract. The State maintained registration system will be simultaneously developed to accommodate such contracts and hence both the needs of the State and the preference of communities are met.

5.7.5 Mechanisms for Resolving Conflicts in the Land Delivery Process

5.7.5.1 Introduction

The government's policy position on conflict resolution in the land delivery process has been developed within the context of the Development Facilitation Act (DFA).

Two key needs have been identified in the area of governmental decision-making in relation to land developments:

a. The need to ensure expeditious and binding decisions of government in difficult cases where bilateral or multi-lateral disputes exist between various stakeholders in the context of a development; and

b. the need for an approach to 'public sector management' which expedites the traditional cumbersome and time consuming process of gathering comments and approvals in respect of a proposed development, from a range of government departments and public enterprises, without which a development can normally not proceed.

Bilateral and multi-lateral disputes have much potential for delaying and even frustrating projects, in relation to a number of issues, eg.:

a. Land development generally (eg. the 'N.I.M.B.Y.' syndrome);

b. non-linear developments specifically (for example, upgrading projects, where sequential steps traditionally associated with cadastral development have not been adhered to prior to settlement);

c. engineering services responsibilities of various sectors (eg. local government and developers);

d. levels and standards of engineering services, where there is a fundamental difference of interest between the developer and government body (low input cost for internal services, leading to high levels of required maintenance, vs the opposite interest of the public authorities); and

e. local government jurisdiction.

5.7.6 Policy Approach to the Disposal of Publicly-owned Land for Low-income Housing

Land held by public authorities represents a significant national asset and the allocation and disposal of it should be undertaken within a policy approach.

5.7.6.1 Points of Departure for a Policy Approach

• The approach is a short -term one to encourage the development of low-income housing;

• it is largely an urban approach, targeting land within and adjacent to local authorities;

• the emphasis is an promoting positive development expeditiously;

• the success of the approach will rely on commitment from local governments and all land-owning public authorities;

• the approach does not attempt to audit all public land; and

• the approach does not address the land claims and restitution issue but should not conflict with it.

5.7.6.2 Definition of Publicly-Owned Land

Land that will be subject to the policy approach must include all land currently owned by a public authority that was acquired at some point with public funds or was donated for public use. The authorities included in this definition are central State departments, provincial and local authorities, former self-governing territories and TBVC States, in the first instance. Although more difficult to access, former State but now privatised or commercialised institutions holding former public land, parastatal institutions and State-sponsored institutions should be included.

5.7.6.3 Definition of Disposal of Land

The disposal of land includes all acts which have the effect of making the land concerned available either for development by that same authority or another party including sale (by tender, auction etc), donation, land availability agreements and long leases.

5.7.6.4 The Proposed Approach

Consistent with a housing approach, all publically-owned urban land is ultimately destined for either housing or non-housing uses. Using these two broad distinctions, a two-pronged approach is envisaged:

Approach to Non-Housing Public Land

• Where land is destined for non-housing uses, there is the need to determine whether any of this land is suitable for low-income housing;

• any public land to be alienated or developed by the authority should notify the local authority who will bring these intentions to develop/alienate to a review body;

- a review body should assess the applications and make a decision timeously;
- where land is found to be suitable for low-income housing the review body should notify the appropriate Provincial MEC who shall instruct the authority not to proceed with the non-housing use;
- as a short-term measure, it is proposed that land which is not already zoned in terms of a town planning or zoning scheme and land subject to rezoning fall within the ambit of his policy; and
- the review body should make its decisions based on guidelines developed by national housing, planning and reconstruction and development and on the merits of each application. They should also act in conjunction with institutions adjudicating urban land claims which may be considering similar tracts of land.

Publicly-Owned Land Destined for Low-Income Housing

- Each local authority must make public notification of public land within their area which has been earmarked for low-income housing;
- this identified land will either be disposed of to a developer for low-income housing development or be retained by the authority for development by the authority;
- where land is to be developed by a developer, the methods of disposal of the land must be transparent, fair and open. Current methods used such as public tendering, land availability agreements or long leases must be reassessed to meet these requirements; and
- where land is to be developed by the authority itself for low-income housing, checks are required to ensure that it reaches that destiny. As this land was subject to a public notice, any party may monitor the development and lodge a complaint. The complaint should be lodged with the local authority for land other than local authority land and additionally with the provincial minister where it is local authority land.

Monitoring

- All publically-owned land which has been advertised for low-income housing must, in addition to public 'watchdog' monitoring, be monitored by the local authority. A quarterly progress report must be submitted by the local authority to the Provincial Minister concerned.

5.8 Infrastructure, Service Standards and Tariffs

The policy approach outlined below applies to the provision of water, sanitation, roads, stormwater drainage and domestic energy to housing developments. The question of institutional arrangements in respect of energy to housing developments. The question of institutional arrangements in respect of energy is currently being dealt with by the Department of Mineral And Energy Affairs, and is not addressed here.

The Policy approach covers four main focus area:

- Institutional framework and role of sectors:
- standards;
- technology choice and infrastructure choice; and
- cost-recovery and tariffs.

5.8.1 Institutional Framework and role of Sectors

The current institutional arrangements for the provision of water and sanitation has resulted in the lack of provision of these services in many instances. There is fragmented responsibility a national level, an absence of authorities at provincial level and varying degrees of functionality at local government level. Before proposing institutional reform in this area, certain important principles need to be included in new national legislation to enable effective institutional structures. These principles include:

- Institutional arrangements should cover the whole area of population of South Africa;
- national bodies should be responsible for setting an enforcing compliance with minimum standards;
- appropriate water management systems, preferably catchment- based, should be created;
- services should be provided and operated on a sustainable basis with regard to both fixed investment, operation and maintenance and the natural environment. The general consumer must be responsible for paying for the service.
- institutions should be accountable to the communities they serve, There should be clear roles and responsibilities for service provision; and
- responsibility for the provision of water and sanitation services must be devolved to

the lowest institutional level where adequate competence and capacity exists.

5.8.2 Standards

There are always cost implications for the setting of standards. As a general rule it should be stated that the higher or more restricted the standard, the higher the cost to the community as a whole. Sensitivity to regional variation is also important and there may well be instances where, in the national of regional interest, alternative standards that do not meet the accepted standard in the short-term, may have to be considered. The policy approach to the standards issue covers two broad categories of standards:

• environmental standards

• physical standards

(a) Environmental standards

There is a need for a set of national standards for the provision of water and sanitation services and the management and control of human activities on the country's water resources.

Existing standards in terms of the following legislation should be used as the point of departure in writing new legislation:

• SABS 241 (1984) Water for Domestic Supply: for water quality standards

• water Act (Act 54 of 1956) as amended: for sewerage effluent quality for discharge into water courses

• health Act (Act 63 of 1977) for the maintenance of public health; and

• environment and Conservation Act (Act 73 of 1989) as amended for solid waste.

In respect of electrification, insufficient attention has been paid to the relationship between thermal efficient qualities of housing, and the generating needs with the energy sector. For example, the provision of basic insulation, including the installation of ceilings, can have a real and quantifiable beneficial impact on our society. This is equally true at the point of consumption as well as at the point of production.

The departments of Housing and of Mineral and Energy Affairs have already had preliminary discussions about the need for, and potential benefits of, a much closer coordinated approach to this issue.

(b) Physical and Engineering Standards

Due to structural tensions (between authorities, developers and consumers) in the provision of services to housing developments, there is a need for a conflict resolution mechanism.

the respective financial and other responsibilities of developers, township applicants and local government bodies to provide internal and external engineering services to a particular housing development; and

the levels and standards of engineering services to be provided in a particular housing development.

Appropriate engineering standards should be formulated at provincial level;. They should be clearly documented and publicly available. Significant work has already been done in this area and it is suggested that chapters 6 to 10 of the so- called "Red Book" produced by the Division of building Technology of the CSIR, be used as a basis for determining these standards.

5.8.3 Technology Choice and Infrastructure Costs

The policy approach taken in this regard is that provincial authorities should define a service matrix for use by local authorities. It is important to recognise that the choice of service level is influenced by a range of interactive factors, such as:

• The nature of the housing development eg: greenfield in-situ upgrading, inner-city infill etc;

• access to and availability of bulk-infrastructure;

• on-site conditions;

• site layout, site sizes and densities;

• community needs and priorities and the need to ensure basic health, safety and welfare;

• ability of local authority to administer and maintain services;

• the ability to upgrade services where necessary; and

• impact of technology choice on the environment.

5.8.4 Cost-Recovery and Tariffs

The structure of the tariff for both water and sanitation should be set at the national framework or strategy proposed. This does not imply the changing of nationally uniform tariffs as regional

variations must be accommodated.

Underlying the approach set out below, is the principle that communities should pay for the operational and maintenance costs of the service provided. Hence, water and sanitation services should not be provided free.

However, in the case of the destitute, there should be a form of State subsidy administered through the State welfare department, or alternatively creatively applied within the tariff structure itself. As distinct from the destitute, the poor also need to be identified as a target market for policy regarding cost-recovery and tariffs. The category of "poor" should be defined at provincial level and applied consistently across that region.

External bulk and connector services to residential areas must be provided by local authorities and this cost recovered through charges raised on users of the service. This policy position is likely to imply the need for rationalisation of various State corporate structures, so that local authorities are able to access appropriate loan finance for the provision of such bulk and connector services.

Internal infrastructure must be provided by developers at their cost excluding internal revenue generating services.

Water:

The poor should pay a life-line or social tariff, which is transparently subsidised. Other users will have to cross- subsidise this through a tariff structure which rises with increased consumption and includes a subsidy portion, while the possibility of contributions from provincial and even national fiscuses cannot be ruled out, given the potential magnitude of such subsidies.

Sanitation:

Where there are dry, on-site systems the tariff is based on the cost of emptying the system. In wet, off-site systems there is a very close link between water supply and sewage disposal hence a cross-subsidy approach similar to that for water is proposed based on 60% of the water consumption per household per month. A higher percentage may need to be used for flats and other high density areas where more water is discharged to the sewer. (Revise in accordance with recent White Paper on Water).

Solid Waste Disposal, Roads and Stormwater:

For the provision of these services to the poor it is considered most equitable to raise a monthly service charge per household based on the historical operation and maintenance costs of each service.

All other users should pay the full cost for the disposal of solid waste and the maintenance of roads and stormwater drainage.

Appendix I

White Paper on Safety and Security

WHITE PAPER ON SAFETY AND SECURITY

"In Service of Safety"

1999 - 2004

September 1998

Department of Safety and Security

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FOREWORD

It gives me great pleasure to present the government"s White Paper for Safety and Security. The White Paper provides the means of realising our vision of improving the safety of our citizens.

At the heart of the White Paper lies the challenge of enhancing the transformation of the police so that they are able to function effectively within the new democracy; and enhancing social crime prevention activities to reduce the occurrence of crime. This requires, on the one hand, focusing on issues relating to the role of the police within the constitutional order, their legitimacy and the delivery of an effective service to the public. On the other hand, this also requires a dedicated focus on preventing citizens from becoming victims of crime.

The advent of democracy in April 1994 ushered in what is, without doubt, the most optimistic era in the history of our country. Whereas apartheid obliged policemen and policewomen to disregard the human rights of fellow South Africans, they have now been offered a place of pride in the process of building a new and better life for all. The advent of democracy brought about the potential for unprecedented progress for our country and held out the promise that our people would be able to live their lives in prosperous peace.

The challenge of transformation addressed in this White Paper is therefore, a call to the future. All South Africans, irrespective of the role they played in the conflicts of the past, have the potential to contribute positively to the process of change which is unfolding in our country.

In the immediate post-1994 period, the government"s policy agenda on safety and security was shaped by two objectives: firstly, to rehabilitate the police to ensure they became protectors of our communities; and secondly, to mobilise our people to participate in the provision of safety and security.

Critical to this process was the establishment of effective mechanisms of civilian oversight to, firstly, support the Minister in providing clear policy direction to the police and, secondly, to ensure, through monitoring, that the police served the people of the country.

This initial policy direction was laid out in the 1994 Green Paper, which emphasised three key policy areas – democratic control, police accountability and community participation in issues of safety and security. The Police Service Act of 1995 concretised these new policy objectives by, amongst other things, establishing a Secretariat for Safety and Security.

Then in 1996, Government adopted the National Crime Prevention Strategy (NCPS). The NCPS provided a framework for a multi-dimensional approach to crime prevention. Amongst other things, the NCPS provided a means by which government departments could integrate their approaches to problems of crime control and crime prevention.

We have come a long way in meeting our initial objectives. We have created a single police service from eleven separate police forces and have succeeded in laying the foundation for making this police service accountable and community-oriented. This was achieved by, amongst other things, the demilitarisation of the rank structure of the new police service and the appointment of skilled civilians into key positions in this service. We have also established functioning mechanisms of civilian oversight and channels for community participation. We have placed crime prevention firmly on Government"s agenda and a structure dedicated to the implementation of the NCPS is now a component of my department. We have also learnt a great deal in the last four years and have received informed input from a wide variety of international and local role-players.

The principles of the Green Paper and the NCPS continue to frame the development of policy within the department. However the emphasis has now shifted towards improved service delivery. This means that the Department"s approach continues to be underpinned by the philosophy of community policing. These have at their heart the principle that a partnership between the police and communities is essential to effective service delivery.

Therefore this White Paper presents policy proposals intended to establish a stable and effective department, capable of fulfilling its mandate to the people of South Africa.

I have taken a conscious decision to ensure that the focus of the White Paper is limited to those areas which will have maximum impact in improving the quality of service delivered to the public. This is motivated by the need to dedicate resources and capacity to specific goals to ensure delivery.

However, this does not detract from the necessity of developing policy interventions in important areas not directly addressed in this White Paper. Therefore, urgent attention is required for policy interventions in areas in which a lack of dedicated research has meant that not enough is known to ensure adequate policy development. An example here is the issue of rural safety and security. I will therefore direct my department to prioritise the development of policy related to the provision of effective and efficient law enforcement and crime prevention in the rural areas.

In keeping with the approach outlined in the National Crime Prevention Strategy, the White Paper advocates a dual approach to safety and security – effective and efficient law enforcement and the provision of crime prevention programs to reduce the occurrence of crime.

The White Paper also advocates institutional reform which will create a clear separation between the political responsibility for policy formulation on the one hand, and the managerial responsibility for the implementation of policy on the other. This implies that government will take firm control of the policy environment within which the police are required to operate and, at the same time, provide greater managerial autonomy for the police to execute their operational mandate. This will, in effect, ensure greater accountability for improved service delivery.

The work of fighting crime is becoming more complex and, therefore, more challenging. Criminals are becoming more organised and more sophisticated, operating with little regard to national boundaries. Foreign criminal groups are extending their operations as

organised crime becomes increasingly globalised and South Africa is not impervious to this development.

Therefore, the SAPS faces new challenges within the increasingly sophisticated, technological and international crime arena. To meet these demands the SAPS needs to upgrade the skills, competencies and capacity of its members and its ability to gather and use crime intelligence. Therefore implicit in the institutional reform outlined in the White Paper is the development of our human resources in terms of their ability to meet the complex challenges of constantly changing crime. This institutional reform will also ensure that the Police Service becomes representative of the communities it serves.

I am aware of the enormous challenges faced by members of our police service. Many police officers have become victims of violent crimes. It must be acknowledged that police officers in South Africa have a much greater chance of being victimised by violence than do citizens. However, some of us have lost sight of the commitment and huge sacrifices being made by thousands of policemen and women. We need to appreciate and encourage the efforts of those police officers who often go beyond the call of duty to ensure the safety of their fellow citizens. The Department must therefore ensure that adequate support systems function effectively to assist police officers in this regard. This must ensure that police officers are able to continue high levels of service delivery to the public. We must also ensure that the dedication and performance shown by professional police officers is developed and promoted throughout the country.

Those, other than the police, who have been involved in crime prevention have also been challenged in ensuring a wider recognition of the fact that crime is more than a security issue, and in facilitating an inter-departmental and multi-agency approach to crime prevention. The consolidation of joint interdepartmental projects is now beginning to show positive results, particularly with regard to the Integrated Justice System. This approach to crime prevention has indicated that greater participation is required from all spheres of government and this is developed in the White Paper.

While the public rightfully demand improvement in the quality of service delivered by the police, members of the public also have a responsibility to assist the police to deliver a better service. Here, co-operation with the police is essential as is restoring the morality that prevents participating in or encouraging unlawful activities".

Thus, the responsibility for further reducing crime rates to acceptable levels is a heavy one. However, we have conducted an extensive public consultation process throughout the country, believing that when shared, the burden will be lighter. We have received an overwhelming response from a diverse range of organisations and people. Each submission and input has enriched the policy proposals in this White Paper, and has enhanced our collective capacity to transform South Africa into a country in which we may enjoy a safe and secure environment. The challenge now is to implement the policy priorities outlined in this White Paper.

It is my vision that the provision of safety and security will be improved for all the people of South Africa, and I believe that this White Paper for Safety and Security provides the necessary policy interventions to achieve this.

 F S MUFAMADI
MINISTER OF SAFETY AND SECURITY

> **VISION**
>
> The vision of the Department of Safety and Security is that the people of South Africa will enjoy greatly improved levels of safety.
>
> **MISSION**
>
> Real reductions in crime will be attained through, firstly, more effective and efficient policing as part of an effective justice system and, secondly, through a greater ability to prevent crime.

DRAFTING THE WHITE PAPER

The Green Paper for Safety and Security issued in 1994, set out a basic policy guide for the transformation of the Department of Safety and Security. Since then a number of policy programmes have been initiated to bring the activities of the Department into line with the Constitution and the needs of policing a democracy.

To review these programmes and set the policy framework for the next five years, the Minister of Safety and Security approved the development of a White Paper in June 1997. A mandate committee, consisting of the Minister, Deputy Minister, Secretary for Safety and Security and the National Commissioner of the South African Police Service (SAPS) was established to provide direction to the work of five ministerial committees set up to provide content to a Draft White Paper.

The five committees, in which local and international experts and senior members of the SAPS participated, were:

- The committee to investigate safety and security issues in South Africa;
- The committee to investigate the safety and security environment in South Africa;
- The committee to investigate the principles of policing in South Africa;
- The committee to investigate appropriate guidelines to deal with crime in South Africa; and,
- The committee to investigate the organisational transformation of the Department of Safety and Security.

The committee to investigate safety and security issues in South Africa was referred to as the "core drafting team" and functioned to co-ordinate and integrate the input from the other committees. This committee referred the work of the other committees to the mandate committee and, in turn, provided direction and input from the mandate committee to the White Paper drafting process. The core drafting team also referred work for comment to a critical readers group of experts and stakeholders.

Each committee submitted a final report which contained policy recommendations based on its deliberations. The recommendations contained in these reports were integrated and released for discussion among internal stakeholders in November 1997. These stakeholders included the mandate committee, SAPS management, the chairpersons of the National Council of Provinces Committee on Security and Justice, the National Assembly Portfolio Committee on Safety and Security, the MECs for Safety and Security, the Secretariat for Safety and Security"s National Crime Prevention Strategy team, and the Independent Complaints Directorate.

The Minister released the final Draft White Paper for public consultation after Cabinet approval in May 1998. Extensive consultation was undertaken with key stakeholders, role-players and civil society in the following concurrent phases:

1 **Provincial public hearings**

Public hearings were held in each of the provinces to ensure that the final policy recommendations of the White Paper reflected the views of provincial stakeholders, role-players and the public.

2. **National hearing**

A national hearing was held over the 3rd to 5th August 1998 in Parliament. A number of submissions were made, and provincial reports on the submissions received from the public hearing process were presented. Joint meetings of the National Portfolio Committee on Safety and Security and the National Council of Provinces Committee on Security and Justice deliberated on the issues raised through the public consultation process on the 18th and 21st of August. These deliberations informed the final drafting of the White Paper.

3. **Consultation with critical audiences**

Extensive consultation with critical audiences was undertaken as outlined below:

- A Local Government Conference was held on 24 July 1998 at which local government initiatives related to crime prevention were reviewed, experiences on the safer cities projects shared and the interventions outlined in the White Paper discussed.
- Meetings were held with most of the political parties in Cape Town to discuss relevant issues raised by the White Paper.
- A workshop was held with the National Crime Prevention Strategy partners on issues relevant to crime prevention as outlined in the White Paper.

4. **Internal consultation process**

- The South African Police Service circulated the Draft White Paper extensively within their structures, and received numerous submissions. A consolidated report on these submissions was compiled by the Divisional Commissioner: National Management Services and sent to the Secretariat.
- Valuable meetings were held with most of the national government departments.
- The key trade-unions relevant to safety and security were also consulted.

The final White Paper was presented to the Cabinet Committee for Safety and Intelligence prior to the Cabinet meeting of 9 September 1998 when the White Paper was approved. Parliamentary debates on the White Paper were held during September 1998.

A White Paper Conference was held on 11 September 1998 at which a report back on the submissions and how they were incorporated was presented.

A user friendly booklet is being developed which will explain the policy shifts contained in the White Paper and what it means for the stakeholders and role-players in safety and security in South Africa.

DIAGRAM 1: WHITE PAPER DRAFTING PROCESS

INTRODUCTION

In the new democratic order, South Africans demand and deserve accountable, effective and service oriented policing. The rights enshrined in the Constitution, enacted in 1996, aim to ensure safety by protecting citizens who come into contact with the law, and by obliging the state to provide adequate security from those who perpetrate crime. In the past, the majority of citizens were concerned with abuse by agencies of the state. With the advent of democracy, the public now also demand the effective provision of safety. This means that policing in a democracy requires professional law enforcement which does not infringe upon human rights. It also requires a concerted effort by government, in partnership with civil society, to prevent crime before it occurs.

The immediate challenge of the new government in 1994 was to create a legitimate police service out of the eleven police forces constituted under apartheid. Along with this challenge, political leaders had to ensure that the police would support the new democracy, rather than oppose or undermine it. Key to this process was ensuring that the police in future would act in ways which won the trust of citizens who had once feared them.

The first democratic election in 1994, however, did not bring a system of policing which was well placed to meet these objectives. Policing in South Africa was traditionally highly centralised, para-military and authoritarian. While these characteristics ensured that the police were effective under apartheid in controlling the political opponents of the government, it meant that they were poorly equipped for crime control and prevention in the new democracy. Under apartheid rule the police force lacked legitimacy and functioned as an instrument of control rather than as a police service dedicated to ensuring the safety of all citizens. Thus, historically, the police have had little interest in responding to crimes within "black" areas; in 1994, 74% of the country's police stations were situated in white suburbs or business districts.

Those police who were situated in "black" areas did not aim to provide greater safety and security for their inhabitants. Police presence in townships was used to anticipate and respond to collective challenges to apartheid. Such interventions typically involved the targeting of police resources for short periods of time in response to resistance to apartheid rule. This mode of policing necessitated the mobilisation of force, requiring skills and an organisation very different from that needed to police a democratic order in which government seeks to ensure the safety of all citizens. This inheritance has had a number of important consequences which have weakened the ability of the Department to combat crime:

- Authoritarian policing has few (if any) systems of accountability and oversight and does not require public legitimacy in order to be effective. Thus, with the advent of democracy in South Africa, systems of police accountability and oversight were not present. Now mechanisms such as the Independent Complaints Directorate (ICD) – a complaints body tasked with investigating abuses within the SAPS, situated outside of the police but reporting directly to the Minister – provide a means of limiting the occurrence of human rights abuses. Moreover, accountability and civilian oversight as set out in the Green Paper for Safety and Security (1994) continue to be key components of the policy agenda. While much progress has been made, additional interventions are still required to ensure that South Africa follows international best practice in the area of civilian oversight and accountability. Elected local government – while not seeking to intervene in police operational matters – should have a greater input in the aims and objectives of policing to ensure that the needs of citizens in different localities are met. At national level, greater consideration should be given to ensuring that policy and operational practice are aligned in ways which ensure more effective service delivery to the public.

- The South African Police Service has not had a history of criminal detection characteristic of the police in other democratic societies. The collection, collation and presentation of evidence to secure the prosecution of criminals is weakly developed in many areas. This is reflected by, among other indicators, the training levels and experience of the detective component of the SAPS. In 1994, only about 26% of detectives had been on a formal investigation training course while only 13% of detectives had over six years experience. In any event, those detective skills present in the police before 1994 were concentrated largely in white areas. The problems of criminal detection are mirrored in the area of crime intelligence. Intelligence gathering structures were orientated towards the

political opponents of the apartheid state. Consequently, crime intelligence, particularly as it pertains to increasingly sophisticated forms of organised crime, requires immediate improvement.

- A concentration on policing for purposes of political control has meant that prior to 1994 – and in contrast with developments in other societies – the understanding and practice of crime prevention is poorly developed in South Africa. In relation to the police this means, in particular, that there has been little tradition of visible and community orientated policing on which to build. Apart from such interventions, however, international experience suggests that the police are not always well placed to prevent all types of crime. Targeted social crime prevention programmes – of which the police may only be one of a range of participants – that aim to undercut the causes of particular types of crime in defined localities have been shown to be both successful and cost effective in reducing crime. Such programmes require careful monitoring and measurement and must involve key role-players at local level in order to be effective.

Continuing the process of transformation of the Department of Safety and Security requires a concentration on these and related areas. The White Paper is central to this process. It is the overarching policy framework of government in relation to safety and security for the period 1999 to 2004. The White Paper draws conclusions for the future policy orientation of the Department of Safety and Security. It aims to guide the policy direction of the Department over the next five years to ensure reductions in crime. It points to areas where other government departments and authorities – at national, provincial and local level – should be involved in ensuring a safer society for all citizens. In doing so, it seeks to create a coherent policy framework for effective and accountable policing. In addition, by providing appropriate principles and an appropriate framework for crime prevention, the White Paper aims to impact upon the root causes of crime. It also recommends reform to the Department of Safety and Security"s institutional arrangements to ensure effective service delivery.

In this regard, the principles outlined in the Green Paper continue to inform the broad policy thrusts of this White Paper – particularly, the principle of community participation as embodied in the philosophy of community policing, and the principles of democratic control and accountability as envisaged in the Constitution. This focus is directly in line with international trends in policing which demonstrate that the participation of communities and community policing form the bedrock of effective law enforcement.

The objectives of the White Paper are to outline:

- Strategic priorities to deal with crime.
- Roles and responsibilities of various role-players in the safety and security sphere.
- The role of the Department of Safety and Security within the Constitutional framework.

SAFETY AND SECURITY IN DEMOCRATIC SOUTH AFRICA

Fundamental to the development of appropriate policing services in South Africa has been a shift from an inheritance of authoritarian law and order responses, to a broader concept of safety and security for all citizens. This was the vision spelt out both in the Green Paper and in the National Crime Prevention Strategy released in May 1996. The strategy motivated for a new paradigm for safety and security: a change in emphasis from an <u>exclusive</u> focus on crime control to include crime prevention.

Given its scope and multi-agency approach, the NCPS is the most important current initiative aimed at achieving sustainable safety in South Africa. The Department of Safety and Security has been entrusted with ensuring the implementation of the NCPS. This, therefore, ensures that the vision of the NCPS continues to frame the guiding principles of departmental policy.

In line with these principles, the White Paper views the concept of safety and security in terms of two broad and inter-locking components: that of policing or law enforcement, and that of crime prevention, and particularly social crime prevention, which is aimed at undercutting the causes of crime. This twin approach to fighting crime is critical: law enforcement and crime prevention are not mutually exclusive but reinforce each other.

On the one hand, law enforcement initiatives will be weakened if conditions in which they are carried out continue to spawn high levels of criminality, which the police are only able to react to and not pre-empt. On the other hand, international experience has shown that sophisticated crime prevention strategies have only a limited effect when the state institutions of policing and criminal justice are poorly developed, with little deterrent effect.

What is required are social crime prevention programmes which target the causes of particular types of crime at national, provincial and local level. More generally, such an approach also recognises the impact of broader government economic, development and social policies for crime prevention. Thus, the effective delivery of basic services such as housing, education and health as well as job creation, have in themselves, a critical role to play in ensuring living environments less conducive to crime. This suggests that greater lobbying, planning and co-ordination is required at national, provincial and local level, specifically on the question of crime prevention and its links to a wider array of other government functions.

These requirements have profound implications for how the Department of Safety and Security and other government departments reorient themselves, conduct their business and reallocate their resources. *It suggests a renewed concentration on law enforcement within the police service itself. It also requires the involvement of a wider number of new role-players in safety and security.*

Another important element of safety and security in democratic South Africa is the necessity to enhance the spirit of voluntarism in our country. There are many important partners in the fight against crime. These include, among others, organisations of civil society, particularly business and community organisations, citizens who volunteer for service as Police Reservists as well as the private security industry which performs a useful role. The role of such players is, in principle, one of partnership with the State. For this reason, greater attention will be paid to their role in the safety and security environment in future policy processes.

In particular, it is envisaged that the role of the private security industry, including in-house private security, will be developed through legislation as provided for in the Security Officers Act. Given the nature and scope of the private security industry, this legislation should be preceded by an all inclusive process of consultation and contribution by all stakeholders.

Important also, is the need to strengthen partnerships and co-operation with those key departments involved in crime prevention and those Departments which have valuable skills and resources to offer, such as the South African National Defence Force.

Given the scope of these issues, the structure of the White Paper is as follows:

Section I provides an overview of the extent and nature of crime in the country, and the implications for future policy. Drawing on this analysis, Section II outlines key areas of intervention in relation to law enforcement. Section III examines the challenges of implementing crime prevention. Sections IV and V provide guidelines for institutional reform at national, provincial and local level. Finally, Section VI outlines the cost implications of the White Paper.

SECTION I

CONFRONTING CRIME IN DEMOCRATIC SOUTH AFRICA

Focus areas

- Crime and policing in the new democracy
- Government anti-crime initiatives
- Developing new policy
- Strategic areas for intervention

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Reducing crime is one of the leading challenges of South Africa's democratic government. Some success has been achieved in this regard with most categories of recorded crime stabilising from 1996. Appropriate law enforcement and social crime prevention interventions are urgently required to reduce crime from current levels.

Recorded crime statistics, while they do not always reflect the true extent of crime in any society, are still useful in presenting broad crime trends. In turn, victim surveys – an independent means of verifying police statistics through questioning a representative sample of the population – also provide useful insights into the extent of crime. In South Africa, recent victim surveys suggest that police statistics may be more accurate than has been generally assumed. Much effort is being directed within the Department to ensure that the quality and reliability of crime statistics is further enhanced. A Committee of Inquiry into the collection, processing and interpretation of crime statistics has just completed its work and several of its recommendations are being implemented. However, data key to ensuring effective crime prevention on issues such as domestic violence, the relationship between alcohol and offending, and the role of youth in crime, is currently not available.

CRIME AND SAFETY AND SECURITY IN POST-APARTHEID SOUTH AFRICA

SAPS statistics suggest that crime in the country increased from 1985. This began to change in 1996 when most categories of crime showed a stabilisation. Despite this trend, current levels of crime remain high and continue to breed insecurity in the country. Crime has severe implications through the costs of victimisation which undermine economic and social development. Also, fear of crime often changes lifestyles, negatively affecting the quality of living.

The causes of crime were analysed in some detail in the NCPS. Among others, the NCPS identified these as being: gender inequality; proliferation of arms; social-psychological factors; vigilantism; inadequate support to victims of crime; youth marginalisation; economic underdevelopment and inequality; poverty and unemployment; institutionalised violence in the society; and, the encroachment of international criminal groups. Given that these have already been covered in the NCPS, which frames the content of the White Paper, this analysis will not be repeated here.

It should be noted, however, that high levels of crime often accompany transitions to democracy. This is not to say that crime is necessarily a feature of democracy. Instead, dramatic changes in societies which move from authoritarian rule to democratic governance often weaken state and social controls, generating increased levels of crime. In addition, as experience from other societies in transition suggest, this enhances opportunities for more sophisticated and organised criminal operations which must be countered by equally sophisticated government responses. This implies improving technological systems and human resource capabilities.

Organised criminal activity, while present before 1994, was not recognised as a concern. Countering organised crime has now become a key goal of government. Police statistics suggest a large number of organised crime syndicates operate in the country. These groups, many of whom have regional and international links, engage in a number of illegal activities including the trafficking of drugs and arms, vehicle theft and armed robbery. Government is therefore required to respond to the regional and international character of crime by strengthening regional and international co-operation.

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Despite these challenges, international evidence suggests that states in transition to democracy are seldom immediately able to counter crime. On the one hand, authoritarian governance is usually accompanied by policing methods inappropriate for crime prevention in a democratic environment. On the other hand, the new state is often faced with the dilemma that it is required to govern the society with the same instruments which were used to enforce authoritarian rule.

As has been outlined earlier, this was the case in South Africa. The advent of democracy in 1994 heralded dramatic legislative and policy changes in the safety and security environment. Primary among these was the enactment of the Constitution which provides a framework for the structure, political control, accountability and oversight of the national police service.

Key interventions were the establishment of the National and Provincial Secretariats, charged with oversight and monitoring of the police service, and the creation of the Independent Complaints Directorate (ICD) tasked with the investigation of police misconduct, including deaths resulting from police action and deaths in police custody.

Given that the ICD began its operations in April 1997, it is too early to rigorously assess its functioning. However, there can be no doubt that the effective functioning of the ICD will deter the abuse of police powers.

Reducing crime however entails more than policing, an effective system of criminal justice and appropriate systems of oversight. Also required are new forms of governance and social control. In South Africa this process is well underway with the establishment of elected government at all three levels. These developments have all contributed to the stabilisation of crime.

In addition, it should be noted that broader socio-economic factors such as rapid urbanisation, high levels of unemployment and inequality between communities all influence safety and security. To counter this, economic growth and social development must ensure that opportunities for some categories of crime are limited. Crime control and prevention strategies must therefore be underpinned by complementary social and economic policies.

These and other interventions are required to ensure sustained reductions in crime levels in the medium and long term. Since 1994, however, the pressures of attempting to meet both the Constitutional criteria for police restructuring, as well as the challenges of policing in a democratic environment, have dominated the policy environment.

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THE CHANGING POLICY ENVIRONMENT

The transformation process in the police along with the pressures of crime, have resulted in a multiplicity of strategies and plans within the Department of Safety and Security (see Appendix 1). An analysis of these suggests that progress has been attained in many areas and that the transformation of the Department to achieve greater effectiveness is underway. The transformation agenda set by the democratic government since 1994 continues to present important challenges to the Department of Safety and Security. The most important of these relate to the development of a professional and representative public service.

Particularly relevant here are the White Paper on the Transformation of the Public Service (Batho Pele), the White Paper on Affirmative Action and legislative interventions related to employment equity issues. The Batho Pele White Paper sets out a number of priorities, amongst which, the improvement of service delivery is outlined as the key to transformation. This is because the public service will be judged, above all, on whether it can meet the basic needs of all South African citizens. This White Paper lays down the following eight principles for the transformation of public service delivery:

- Consultation
- Service standards
- Access
- Courtesy
- Information
- Openness and transparency
- Redress
- Value for money

The White Paper on Affirmative Action outlines the additional corrective steps which must be taken in order to ensure that those who have been historically disadvantaged by unfair discrimination are able to derive full benefit from an equitable employment

environment. Thus, affirmative action programmes must contain the following mandatory requirements:

- Numeric targets
- Employee profiles
- Affirmative action surveys
- A review of management practices
- Performance management
- Affirmative action plan
- Responsibilities
- Policy statement

The policies above demonstrate that improving service delivery is directly related to the creation of a representative, democratic and accountable Department of Safety and Security.

Furthermore a focus is needed on developing an integrated human resource development strategy concentrating on, among other areas, training, mechanisms to improve the recruitment of appropriate personnel and a performance-based incentive system. Formulating such a strategy will form an immediate priority for the Department.

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It is clear that the Department of Safety and Security needs to strengthen its efforts in transformation. However, some success has already been achieved in important areas. In particular, the task of amalgamating separate police forces and reorganising the service into national and provincial structures is progressing well. A fundamental component of the amalgamation process is the demilitarisation and civilianisation of the new police service.

A large number of strategies related to the above are being pursued within the Department of Safety and Security. However, safety and security policy more generally is determined through the overriding framework and programmes of the NCPS.

The NCPS is intended as a comprehensive multi-agency approach to crime prevention. It aims to influence the operations of the Departments of Safety and Security, Justice, Correctional Services, Welfare, Defence, Intelligence, Health and Education. Given that the justice system is a single enterprise, the NCPS has established new co-ordination structures including joint decision making by Directors-General and Ministers of NCPS departments.

The NCPS, as it has evolved, has the following components:

- Co-ordination and integration of criminal justice functions. This includes funding and joint decision making in criminal justice departments. The flagship initiative here is the Integrated Justice System project which will fundamentally affect the SAPS and other agencies, changing the way that information pertaining to criminal cases is managed and processed.

- Co-ordination and leadership to address high priority crime areas involving several departments and other actors. Because the co-ordination of anti-crime efforts is weak, NCPS structures have increasingly taken on this role. Several successes are being achieved, notably in border control and combating vehicle theft.

- Research, advocacy and facilitation of crime prevention programmes. This area is in its embryonic stage, due primarily to a lack of dedicated capacity and resources.

Much has been learnt since 1994 about the development of such policy approaches. In particular, experience suggests that while co-ordination between departments of the justice system is important, improvements here will not in themselves solve internal problems of capacity. The effectiveness of the justice system relies not only on co-ordination, but also on the success of individual departments in performing their line function responsibilities.

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TOWARDS EFFECTIVE LAW ENFORCEMENT

The formulation of policy over the last four years has resulted in a sophisticated and diverse set of objectives. This has reflected the complexity of both the crime prevention exercise and the demands of achieving effective policing in the context of political transition.

Building a legitimate and effective law enforcement organisation is an essential part of this process. In particular, this requires an investment in, and focus on, the institutions which are essential to show that the state can, and will, act against criminals. Nowhere is this more clearly required than in the area of police investigations.

While the new constitutional order makes the job of the police more complex, by providing checks on their power and protecting the rights of citizens, it does not prevent police from fighting crime. Instead, police investigation practices – as in other democracies – require greater sophistication and training. In South Africa this shift has been slow and is reflected in a comparatively small number of cases which are successfully prosecuted.

While the police are only one component in securing a conviction, police investigators have a key role to play. Unless investigations are properly conducted and the work of prosecutors adequately supported, declining convictions will continue.

The consequences of inadequate criminal investigations should not be underestimated if criminal justice agencies are to show the public that the state can act against crime. In the case of sophisticated and, in particular, organised crime, there is little choice but to improve the investigative capacity of the police. This also requires strengthening the link between police investigators and prosecutors to ensure the conviction of offenders. This is highlighted in Section IV.

Importantly also in the context of a rights based society, is how best to meet the needs of citizens and in particular victims, in the event of serious crimes. This requires an increase in the standards of professional service provided by the SAPS.

In addition, improving the standard of police service delivery requires targeting corruption within the Police Service and the justice system. Fundamental to dealing with corruption is creating and sustaining effective management systems that aim to strengthen administrative controls and to improve morale.

Given the new focus on law enforcement in a democracy, a key policy challenge is now to reduce crime in a way that does not divide South Africa further along lines of race and privilege.

While a basic standard of enforcement — well above the present level — is required, this must be balanced in the long term by measures that reduce the number of people entering the justice system in the first place. This does imply a trade-off between resources for law enforcement and social crime prevention.

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TOWARDS EFFECTIVE SOCIAL CRIME PREVENTION

To rely on law enforcement alone will incur huge costs associated with investigation, prosecution and imprisonment. Therefore, without an adequate focus on crime prevention, the justice system will remain overburdened. International experience suggests that it is more cost effective in the medium to long term to invest in projects which prevent crime, than in simply spending more on the institutions of policing, courts and corrections. These reactive responses to crime, in addition to proving more expensive in the longer term, also do little to improve the quality of life of the country's citizens.

The importance of such preventive interventions is emphasised by two factors. First, not all crime types can necessarily be solved by policing. In particular, crime in poor communities can often be traced to socio-economic circumstances which cannot be addressed by the police acting alone.

Secondly, as is emphasised in the NCPS, the causes of crime need to be disaggregated for the purposes of preventive interventions. Particular types of crime have different causes; these in turn may vary from locality to locality and thus require specific solutions. It is also necessary to focus on strategies - although relatively little data is available in this area - to counter "crimes of greed"; such as "white-collar"; and commercial crime.

Thus social crime prevention is aimed at reducing the social, economic and environmental factors conducive to particular types of crime. Targeted crime prevention strategies must focus on the individual offender or victim and the environment in which they live.

For example, research in the Northern Cape which is supported by police docket analysis suggests that high alcohol consumption (a result of historic distribution policies in wine growing areas) plays a key contributing role in some types of crime, particularly, assault, domestic violence, rape and murder. Thus, a multi-faceted strategy is required to effectively undercut these crimes. This may require new alcohol control and distribution policies, programmes that will consider environmental factors (the position of shebeens in relation to schools), victim support as well as policing (regular patrols of high crime areas and enforcing of alcohol related laws). It is clear that policing alone will do little to resolve many of the Northern Cape"s crime problems. In fact, the Northern Cape has the highest police/citizen ratio in the country. This example of the potential effectiveness of social crime prevention is not isolated to the Northern Cape.

Such an example suggests that successful crime prevention is critical to the poor, both because they are least able to cope with the consequences of crime and because the socio-economic conditions at the root of many crimes are often found in underprivileged areas. The government will, therefore, specifically build the needs of the poor into any evaluative framework for crime prevention programmes.

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STRATEGIC FOCUS AREAS

This section highlights the need for critical policy choices to be made. It is important to again stress that these do not ignore the current interventions dealing with police transformation, including issues of affirmative action and community policing. Such ongoing initiatives underpin the policy proposals of the White Paper.

> **In order to achieve a safer and more secure society, intervention is now required in two key areas:**
>
> - Law enforcement
> - Social crime prevention

These policy priorities are addressed in Section II and III respectively.

> **CRIME PREVENTION**
>
> **All activities which reduce, deter or prevent the occurrence of specific crimes firstly, by altering the environment in which they occur, secondly by changing the conditions which are thought to cause them, and thirdly by providing a strong deterrent in the form of an effective Justice System.**

DIAGRAM 2: CRIME PREVENTION FRAMEWORK FOR WHITE PAPER

CRIME PREVENTION THROUGH EFFECTIVE CRIMINAL JUSTICE	SOCIAL CRIME PREVENTION
Reduces the opportunity for crime by making it more difficult to commit crimes, more risky or less rewarding. Effective law enforcement creates a strong deterrent to crime.	Reduces the socio-economic and environmental factors that influence people to commit crimes and become persistent offenders.
HOW IS IT ACHIEVED? - Justice system acts as a deterrent - Law enforcement - Rehabilitation and reintegration - Active visible policing - Successful investigations - Victim empowerment	**HOW IS IT ACHIEVED?** - Designing out crime - Education - Promoting social cohesion - Supporting youth and families and groups at risk - Breaking cycles of violence - Promoting individual responsibility - Socio-economic interventions to undercut causes of crime
WHO IS RESPONSIBLE: - All levels of Government - All Government departments, particularly those engaged in the National Crime Prevention Strategy	**WHO IS RESPONSIBLE:** - All levels of Government - Government departments such as Housing, Education, Welfare, Health

South African Police Service	• Municipalities • National Crime Prevention Strategy • Organisations of civil society • Citizens and residents of South Africa.

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SECTION II

POLICY PRIORITY: LAW ENFORCEMENT IN A DEMOCRACY

Focus areas

- Improved criminal investigations
- Active visible policing
- Service to victims

The previous section motivated the need for law enforcement to meet the safety and security requirements of democratic South Africa. If policing is to improve safety and security, it will do so through arresting and bringing suspects to court with good evidence. If effective, this will act as a deterrent to potential offenders and counter the perception of impunity and lack of respect for the law which exists in South Africa.

To achieve this, the following is required:

1. Improving the investigative capacity of the SAPS.
2. Implementing targeted visible policing.
3. Meeting the needs of victims through adequate service delivery.

1. IMPROVING CRIMINAL INVESTIGATIONS

Goal: To increase the effectiveness and efficiency of criminal investigations

One of the primary focus areas for policing in the course of the next five years will be on improving the quality of criminal investigations. Improving the capacity of the SAPS to do this means allocating sufficient resources to detection and developing the skills and techniques of the relevant SAPS personnel. In particular, the needs of the police with regard to the management of investigations and information as well as technical support must be met. In addition, it is acknowledged that adequate service delivery to victims of crime is an essential component of successful investigations (see Focus Area 3 below).

It should be noted, however, that the responsibility for securing a conviction once a suspect has been brought to court, rests both with the police (who collect the evidence) and with the prosecution (who must argue the case). Thus, effective deterrence depends on support from criminal justice agencies outside of the SAPS. This requires improved co-operation between the Departments of Safety and Security, Justice, Correctional Services as well as the intelligence community. This in turn emphasises the importance of the Integrated Justice System project currently being implemented through the NCPS. The Integrated Justice System project, a flagship project of the NCPS, aims to enhance the effectiveness of the justice system through greater co-ordination and, particularly, improving the flow of information across the relevant departments.

It also points to the Department"s commitment to ensuring a policing and justice system that is technologically advanced.

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Specific interventions to improve investigations

Increase numbers: International comparisons of the ratio between the number of detectives and the total number of cases under investigation, suggest that the detective components of the SAPS are understaffed. Therefore, the number of personnel involved in investigations should be increased to improve the ability of the police service to deal efficiently and effectively with the case load.

Training: Detective training currently lacks practical application and there is little structured mentoring for detectives once appointed. The establishment of the SAPS Detective Academy will go some way in addressing these problems, specifically with regard to the skilling of specialised investigation units. However, the appointment of large numbers of new investigators will require a more extensive and practical training programme.

Detective management: The management of the detective function must be enhanced to improve deployment and performance. The roles and authority of management must be clarified. Performance indicators for detectives need to be set and monitored.

Crime intelligence: The effective use of crime intelligence is fundamental to law enforcement. While the crime intelligence functions of the SAPS are separate from those of detection, close co-operation and co-ordination is required. The collection, analysis and management of crime intelligence must be improved. These functions are crucial, particularly to proactive investigations which focus on, among other things, organised crime. Regarding the collection of crime intelligence, the following should be noted:

- The value of crime intelligence to policing is directly related to the extent to which it is useful for the prevention and investigation of crime.
- The gathering and collection of crime intelligence must take place within the confines of the law.
- The informer system remains an integral component of the investigation function. However it must be continuously appraised for quality, reliability, extensiveness and integrity. It is vital that the system of crime intelligence is effectively developed across all South African communities. Co-operation with intelligence agencies is essential in this regard.
- Crime intelligence analysts should be appointed to the SAPS to assist in improving the quality of intelligence used by detectives.
- To be effective, intelligence should be accessible – with due regard to issues of security – to relevant users within the police service.

The value of crime intelligence is that it performs a critical pro-active function. Thus, the effective application of intelligence requires co-operation between the SAPS, the National Intelligence Agency, the South African Secret Service and the intelligence functions of the Department of Defence. Further, enhanced international co-operation is required particularly for dealing with organised crime. Effective co-operation is also required with the Independent Complaints Directorate in relation to internal investigations.

Specialised investigation units: Special investigative techniques are required for dealing with a range of complex crimes. Specialised units should continue to be established where a high degree of skill, particular techniques, experience or knowledge

are required. However, clear criteria for the establishment of specialised units must be formulated.

Such units should only be constituted where the crime problem requiring attention is sufficiently serious, but not such that it would be more cost effective for all members of the SAPS to be skilled in its resolution. The degree or seriousness of any crime trend or type should be determined by:

- its effects on socio-economic development;
- the degree of public concern;
- the frequency of its occurrence; and
- its geographic location.

Sharing the burden: The appropriateness of shifting some investigations to other role-players and spheres of government will be examined as a matter of urgency in order to allow experienced detectives to focus on serious crimes. An example here would be the shifting of responsibility for the investigation of road traffic accidents and offences to local government where local government has the required capacity. Clearly, however this requires a detailed assessment of the appropriateness of shifting such responsibilities, an analysis of the capacity to assume such functions and an understanding of the legal ramifications of doing so.

2. VISIBLE POLICING

Goal: To target visible policing to address specific crimes and the fear of crime

Comparative evidence suggests that where visible policing programmes are vigorously implemented and offenders arrested, crime and the fear of crime decrease.

For visible policing to be effective, police officers on the beat need to assertively perform their policing functions. This entails communicating with members of the public and engaging in street level law enforcement. Because effective visible policing entails vigorous law enforcement, it relies on the support of the local community. It therefore must be conducted in terms of the relevant principles of the Batho Pele White Paper (see Section I). Police training would also need to incorporate these elements.

Accurate crime information regarding the locality and nature of crime in a particular area is central to effective visible policing. To ensure that these interventions reduce crime, the establishment of an overt crime analysis and information capacity must urgently receive attention at local level.

Given the renewed focus on crime investigation and the consequent increase in personnel involved in investigations, it is essential that the capacity to implement visible policing be augmented through partnerships with local government.

Implementing effective visible policing

Visible policing can be conducted in various ways to achieve specific objectives:

Preventive patrol: This consists of a constant uniformed police presence in an area targeted on the basis of analysis of crime patterns. Officers on patrol activities can also respond to incidents reported by the public – the immediacy of the response being determined by the seriousness of the incident. This type of patrol has been found to be most effective in major urban areas. Municipal police services have an important role to play in this regard (see Section V).

Directed patrol: This involves the assignment of patrol officers to provide a visible presence in a specific location for a limited period and for a particular purpose. Directed patrol relies on crime analysis to provide timely information on crime patterns in any area.

Sector policing: This entails the division of areas into smaller managerial sectors and the assignment of police officers to these areas on a full time basis. These police officers regularly patrol their own sector and are able to identify problems and seek appropriate solutions. Sector policing encourages constant contact with members of local communities.

Directed patrol and sector policing should be:

- Proactively, vigorously, and fairly conducted.
- Based on clear instructions from police commanders to patrol officers.
- Planned on the basis of crime analysis.
- Focused on specific problems within any area.
- Implemented on the basis of specific time frames.
- Developed in collaboration with municipal police services and other relevant role-players.

High density policing: This entails the saturation of areas experiencing high levels of crime with patrolling police officers. Policing of this nature is often required to stabilise high crime areas so that normal policing can resume. Such interventions go beyond merely saturating any area with police. They entail increasing the number of police officers for a particular purpose, which includes making arrests.

In South Africa, high density policing is largely performed by the public order units of the SAPS. These units are tasked with the primary function of managing incidents of public collective action. Given the shortage of policing resources and the relatively well organised and disciplined nature of the public order units, these constitute an important resource, which should be used strategically, drawing on the accurate and timely provision of intelligence.

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3. PROVIDING ADEQUATE SERVICE TO VICTIMS

Goal: Improving the quality of service delivery to victims of crime

Victimisation constitutes a violation of human rights. Empowerment of victims of crime therefore restores human rights and is an important element of police service delivery.

International experience has shown that effective management of both direct and indirect victims and witnesses of crime is a vital part of successful police investigations. This is, in itself, integral to community policing which seeks to build relationships between the police and local communities.

Victims and witnesses play an important role in assisting the police in the collection of evidence and through participating in the process of prosecution. This means that improved victim support and empowerment can assist investigations and serve as a means of altering public perceptions of police effectiveness. Thus, the link between victim support and successful investigations is critical to improving service delivery and therefore to enhancing public confidence in the police.

It should be recognised that the police themselves are disproportionately victims of violent acts during the course of performing their duties. Specific responses to support these officers and their families will continue to be developed.

The Department subscribes to internationally accepted victim"s rights, which include the following:

- The right to be treated with respect and dignity;
- The right to offer information;
- The right to receive information;
- The right to legal advice; and,
- The right to protection.

These principles imply the following for police service delivery:

- The questioning of victims and other witnesses throughout the investigation should be carried out with respect for the dignity of the individual.
- Where required, priority should be given to the protection of victims and witnesses during investigations.
- Appropriate conditions constraining defendants or offenders from contacting a victim or witness should be included in the provisions of bail, non-custodial sentences and parole. Victims should always be informed of the details of these conditions and should have clear information on the action to be taken if they are breached.
- Consistent report back to victims on the progress of all investigations and prosecutions must be built into the management of cases. This should be a key performance indicator of the quality of police investigations.
- Where relevant, procedures should be developed to ensure that offenders are not able to identify witnesses.
- Specific guidelines for use at station level should be developed to ensure that in cases in which women have been victims of sexual offences, rape or domestic violence, they are treated with extra dignity, compassion and care.
- Specific guidelines for use at station level should be developed to ensure that juvenile and child victims receive special protection and care. This also applies to other vulnerable groups and the disabled.
- At local level, the police should support and participate in networks with health services, social workers, non-government and community-based organisations which provide victims with assistance, support and counselling.

Specific interventions in the areas listed above must take cognisance of the existing work of the NCPS Victim Empowerment Programme driven by the Department of Welfare.

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SECTION III

POLICY PRIORITY: ENSURING EFFECTIVE CRIME PREVENTION

Focus areas

> - Initiating, co-ordinating and evaluating social crime prevention at national, provincial and local level
> - Co-ordination for improving the integrated justice system

As indicated in the previous section, effective law enforcement by the police and the criminal justice system play a vital role in preventing and deterring crime. However, law enforcement alone cannot reduce the social and economic factors which contribute to crime. These require a different set of preventative interventions.

Crime prevention and, particularly, social crime prevention, not only targets the causes of crime, but in the longer term, does so in the most cost-effective way. It addresses those factors that contribute to the occurrence of crime, and requires a focus on three broad and overlapping target groups or areas:

- Offender based strategies focus on those known to be criminals, or thought to be at risk of offending, and aim to ensure positive behavioural change.
- Victim based strategies focus on support for those who have become victims of crime by providing information aimed at minimising the likelihood of victimisation.
- Environment based strategies aim at altering the social, economic and other related factors which contribute to the occurrence of crime.

Crime prevention strategies therefore focus on those groups most at risk of either offending or becoming victims of crime, for example, poor communities, the youth, women and children and the disabled. Comparative international experience, recently documented in the *Crime Prevention Digest* (International Centre for the Prevention of Crime, 1997) and a report to the United States Congress entitled *Preventing Crime: What works, what doesn't, what's promising* (Sherman et al., 1997), indicates that programmes focussed on the youth, families and communities as well as programmes focussed on reducing the opportunities for crime, have reduced delinquency, violence and insecurity in both the short and long-term.

The resources available to all levels of government are limited. Crime prevention must therefore emphasise more effective and efficient use of existing resources. Social crime strategies therefore need to optimise current initiatives and facilitate multi-agency networks through which experience, resources and functions can be shared.

Effective crime prevention strategies would therefore need to involve partnerships between government bodies and structures of civil society to address certain factors contributing to crime. Internationally, it has been demonstrated that the criteria for successful crime prevention through targeted partnerships include:

- Political commitment to build safer communities through partnerships.
- Involvement of social services such as housing, health, recreation and sport, urban planning and local government, and the justice system.
- Adequate community crime prevention planning.
- Professional co-ordination.
- National support for local action.

AREAS FOR INTERVENTION

The target groups outlined above can be reached through social crime prevention strategies which fall into one or more of the following broad categories:

- **_Developmental crime prevention_:** Such interventions address factors contributing to delinquency and violent offending, which may relate to socio-economic deprivation, marginalisation, fragmented communities and disrupted families be they in urban or rural areas. Projects include early learning programmes, structured parenting guidance and support programmes for youth at risk, which aim at training and enhancing prospects for employment. Projects in this arena require the commitment and assistance of many government departments, some of whom are already undertaking such work.

- **_Situational crime prevention:_** These strategies diminish opportunities for crime by modifying the situations in which offending occurs. This encompasses crime prevention through environmental design, focusing on making the built environment less conducive to crime. Projects here include, for example, improving mechanisms for surveillance through better lighting and layout of urban centres, or more generally, designing systems to restrict the availability and use of firearms or alcohol. Also included here are programmes aimed at dealing with the economic rationale for certain crime.

- **_Community crime prevention:_** These interventions involve communities taking responsibility for crime prevention in their own neighbourhoods. Such interventions involve localised programs which mobilise a range of interest groups to address crime prevention on a town or city basis. Projects could include effective rehabilitation through effective community corrections aimed at reducing repeat offending.

- **_Continuous improvements to the integrated justice system:_** An effective justice system acts as a deterrent and improves support to victims and the management of offenders. It is therefore critical that the justice system operates as a single enterprise through which information and activities crucial to victim support, offender management and crime prevention are shared to enhance the effectiveness of the justice system.

Implementing crime prevention in these ways requires targeting specific crime problems through multifaceted strategies that aim to combat and prevent a single offence or category of offences. Social crime prevention therefore requires a multi-departmental or multi-sectoral approach. Also, such interventions should be located at all levels of government and should include relevant organisations of civil society.

The key to implementing crime prevention lies at the provincial and local level (see below). However, national leadership, co-ordination and funds are required to provide incentives and guidelines for ensuring effective provincial and local implementation. This includes building the capacity to manage crime prevention projects in the short to medium term. The NCPS provided a national vision and framework for preventing crime. What is now required is to institutionalise the management and planning at national level to ensure effective implementation at all tiers of government and effective learning and information exchange.

In line with this, a National Crime Prevention Strategy Centre (NCPSC) situated within the Department of Safety and Security at national level, is required. This Centre will function to initiate, co-ordinate and facilitate crime prevention programmes. This

includes the initiation of high impact nationally driven projects. In addition, the office will be responsible for ensuring continuous improvement of the justice system.

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In order to give effect to this mandate, crime prevention legislation needs to be developed to determine roles and responsibilities across departments and sectors and to provide for incentives for delivery.

NATIONAL CRIME PREVENTION STRATEGY CENTRE

Goal: To establish a Centre responsible for both social crime prevention and facilitating improvements to the criminal justice system

The functions of the Centre will be twofold:

- Social crime prevention, including developing systems to reduce the opportunities and economic rationale for certain crimes such as motor vehicle theft and corruption.
- Achieving an integrated justice system.

This Centre will therefore continue the mandated work of the Department of Safety and Security in the NCPS.

Functions of the National Crime Prevention Strategy Centre

Achieving effective social crime prevention and an integrated justice system requires:

- Establishing a national vision and the identification of priorities. This will involve a strong research, monitoring and information component.
- Mobilising other government departments such as Justice, Correctional Services, Welfare, Education, Public Service and Administration and Transport who have a role to play in crime prevention initiatives.
- Assisting provincial and local government in preventing crime by providing research, technical guidance, training and the sharing of best practice.
- Working in partnership with the provinces, local government and civil society to develop crime prevention programmes.
- Providing seed funding for targeted social crime prevention programmes.
- Continuous improvements to the criminal justice system to effectively assist in, among other areas, case, offender, victim and workload management.
- Assist in co-ordinating and managing the prevention of certain priority crimes as identified in the annual planning process.

The efficacy of the National Crime Prevention Strategy Centre strategic approach will be rigorously evaluated in the next three to five years.

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TOWARDS AN INTEGRATED SYSTEM OF CRIME PREVENTION

Key to successful crime prevention, it has been argued, are not only national leadership and co-operation between national departments on the issue, but also ensuring that crime prevention becomes an entrenched principle at other spheres of government.

Provincial government, in particular, has a key role to play in this process by initiating and co-ordinating social crime prevention initiatives within provinces. This role involves co-ordination of a range of provincial functions and role-players -; health, education, welfare, transport and local government -; to achieve more effective crime prevention. Programmes at provincial level should focus on assisting local government and on those communities often most at risk (but least likely to receive crime prevention support), such as the poor in rural and peri-urban areas. Specific policy related to this will be urgently developed.

Provincial governments have already accepted their role in social crime prevention. The NCPS summits held during 1996 and 1997 emerged with innovative project plans in this regard. However, there is still some way to go in activating provincial crime prevention initiatives. This is partly because of the absence of an effective mechanism for implementation and co-ordination in most provinces, as well as a shortage of funding. The specific roles and responsibilities of provincial governments in this regard are outlined in Section V.

Local government, the level of government which is closest to the citizenry, is uniquely placed to actively participate in social crime prevention initiatives and to redirect the provision of services to facilitate crime prevention. Many issues of day-to-day governance and crime prevention are inherent to the functions of local government. The role and functions of local government in relation to crime prevention are outlined in more detail in Section V.

In addition to the above, civil society groups, such as religious institutions, non-government, business and community based organisations and trade unions, have a key role to play in resourcing, supporting and conducting local social crime prevention programmes. In particular, these organisations have the responsibility to ensure that preventing crime within their organisations becomes a priority.

The use of a variety of agencies which co-ordinate their activities in a concerted effort to prevent crime is the key to the success of local crime prevention. A multi-agency approach to developing and implementing crime prevention programmes increases efficiency and effectiveness by pooling resources and avoiding the duplication of services. Comparative international experience suggests that real reductions in crime can be achieved in this way.

DIAGRAM 3: NATIONAL, PROVINCIAL AND LOCAL GOVERNMENT RELATIONSHIP FOR SOCIAL CRIME PREVENTION

SECTION IV

INSTITUTIONAL REFORM AT NATIONAL LEVEL

Focus area

- Reforming the structures of safety and security at national level to meet the goals of the White Paper

As has already been argued, policing in South Africa before 1994 was authoritarian and characterised by weak accountability and a lack of civilian input into policing policy. The National Commissioner of the South African Police (SAP) was responsible for policy formulation, budgeting and operations and the police force thus maintained an extensive degree of autonomy.

In 1994 the government's assessment of the nature of the SAPS, and therefore the form that civilian oversight would take, was shaped by the realities of the immediate transition environment. Therefore civilian Secretariats were established at national and provincial level to provide oversight and monitoring over the new SAPS.

These institutional arrangements reflected government's concern with police commitment to the new democracy. The current context in which policing policy is made differs from that in 1994. The police need to be viewed as trusted vehicles of law enforcement in the new democracy. The focus of accountability is now primarily to ensure effective service delivery to the public and must be shaped to reflect those in other democracies.

Part of this process entails reforming the system in which policy planning and budgeting occurs within the Department of Safety and Security. Achieving this will ensure that South Africa reflects more accurately how this process is conducted in other democracies. In all democratic states the determination and allocation of the police budget, where it occurs at national level, is carried out by non-police or civilian officials who are also central - in conjunction with political representatives and the police - in determining policy priorities. Money is then allocated to the operational police organisation/s who conduct the actual police work. Thus, for example, in the United Kingdom, the Home Office (following the direction of political principals) determines high

level policing policy and priorities and then allocates funds to a number of regional police agencies who conduct the operational police work.

In South Africa this means in effect that the Secretary for Safety and Security, a civilian appointment outside of the SAPS, responsible for high level policy advice and support to the Minister - instead of the National Commissioner of the SAPS as is current practice - should become the accounting officer for the Department of Safety and Security. Such a system allows not only an ability to match policy priorities with operational performance, but also ensures more effective monitoring of the police, while distancing the police themselves from the political wrangling necessary to secure their budget. The advantages and principles underlying this approach are spelt out in more detail below.

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ACCOUNTABILITY AND SERVICE DELIVERY

The Minister of Safety and Security is responsible for the development, monitoring and implementation of policy and is accountable for all these dimensions. Comparative international experience has shown that conflicts of interest - particularly between the policy, monitoring and implementation functions - impact negatively on government"s ability to redirect delivery to priority areas.

Ensuring effective service delivery and systems of accountability thus requires a reorganisation of policy, monitoring and implementation functions. The role of the Minister (supported by the Secretary for Safety and Security) is to set policy objectives and measure the effectiveness and efficiency of the SAPS and the National Crime Prevention Strategy Centre in meeting these targets. By reorganising these functions, systems of accountability are improved and managerial responsibility is clearly allocated.

Such an approach aims at separating departmental service delivery functions from the determination of strategic policy and the setting of broad objectives at the political level. It also clarifies roles and responsibilities within the Department. This is particularly relevant to issues of safety and security, given the dual functions of policing and social crime prevention as outlined in the White Paper. Thus, institutional reform is intended to provide a clear delineation of the roles and responsibilities of the various actors in the delivery of safety and security, while recognising that their functions are closely and continuously inter-related.

Principles of institutional reform

The following key principles inform institutional reform:

- Appropriate demarcation between political decision making and operational command. This principle is motivated by the constitutional and legislative mandate of the Minister to provide positive policy direction in the form of national policing policy and to account to Parliament for its implementation. Applying this principle means a separation of the political policy imperatives of government and operational management and is intended to ensure that policy of relevance to safety and security does not become the exclusive preserve of the SAPS, as it was in the past. Also, application of this principle is intended to ensure that policy advice is geared towards meeting the needs of the public rather than focusing solely on the needs of the SAPS.
- Structuring the Department of Safety and Security to provide clear lines of responsibility and accountability and the alignment of policy, planning and budgeting.

- Ensuring relationships based on performance agreements to guarantee quality service delivery from implementing agencies.
- Maintaining one clear line of command, control and communication within police operational structures to facilitate clear managerial responsibility for implementation at the national, provincial and local level of the SAPS. This is motivated by the constitutional and legislative mandate of the National Commissioner of the SAPS to exercise executive management and control of the SAPS.
- Enhancing the focus on both the core business of the police as well as the key role of the Department of Safety and Security in delivering crime prevention.
- Providing incentives for improved service and disincentives for inadequate service through both clearer delineation of roles and responsibilities, and better capacity to monitor service delivery.

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The principles outlined above suggest a mode of accountability based on performance agreements between those responsible for service delivery and those responsible for policy and regulatory functions (in the latter case, the Minister supported by the Secretariat). A key element of this arrangement is thus developing, monitoring and maintaining a professional and performance-based relationship with those institutions in government tasked with the provision of law enforcement and the facilitation and delivery of crime prevention.

This approach means that the responsibility and accountability for the implementation of government policy related to social crime prevention and policing are allocated to institutions within the state. It also allocates executive functions to clearly delineate managerial responsibility and accountability as a means of improving service delivery. In effect, this approach positions the Minister as the champion of particular outcomes, while the heads of the Secretariat and SAPS are responsible for managing inputs to deliver on agreed performance outputs.

The approach allows for:

- A clear integration of policy, planning and budgetary processes.
- Service delivery structured, via performance agreements (see below), on business principles to result in optimal resource utilisation.
- A phased implementation approach which reduces the probability of organisational instability.
- Flexible budgeting based on business principles.
- A performance based incentive system through the creation of performance management relationships. The envisaged system of performance agreements would articulate clear indicators against which the performance of the SAPS and the Secretariat at national and provincial levels, and their resource needs, could be measured. Such performance agreements would determine the measurable objectives to be achieved by key senior personnel in the Secretariat and the SAPS to ensure improved levels of service delivery.

DEPARTMENTAL STRUCTURE: ROLES AND RESPONSIBILITIES

Institutional reform of the Department of Safety and Security at the national level is to be informed by the following outline of broad roles and responsibilities.

Minister of Safety and Security

- To account to the President, Cabinet and Parliament for the management and delivery of safety and security services.
- To provide, with the support of the Secretary of Safety and Security, the national policing policy which directs the SAPS and to be accountable for the implementation of this policy.
- To provide, with the support of the Secretary of Safety and Security, direction for implementing the NCPS and facilitating targeted social crime prevention.
- To appropriate from Parliament, with the support of the Secretary of Safety and Security, the single budget vote for the Department and to direct the use of the budget which would consist of separate expenditure allocations for crime prevention and for policing.

Secretary of Safety and Security

The Secretary of Safety and Security will be a public servant directed by the Minister to function as Head of Department and Accounting Officer for the Department of Safety and Security. On behalf of the Minister, the Secretary will take responsibility for the following functions which constitute the activities of the Department:

- ***Policy, strategy and budgeting:*** Strategic and indicative planning, research and the formulation of departmental policy proposals, which, when approved by the Minister, would guide the activities of the SAPS and National Crime Prevention Strategy Centre. The internal negotiation, preparation and allocation of the budget for the Department of Safety and Security, which includes separate budgets for crime prevention and for policing.
- ***Audit:*** Monitoring expenditure of the Department"s budget to ensure alignment with the policies approved by the Minister. Monitoring the effectiveness and efficiency of the implementation of these policies.
- ***Contracts:*** The negotiation, development, implementation and performance control of the performance agreements which direct the functions of the SAPS and the National Crime Prevention Strategy Centre.
- ***Government support:*** To provide ministerial support services, particularly with regard to management of the administrative requirements of the Minister"s responsibilities towards the Executive Co-ordinating Committee (ECC), cabinet and other state structures. Also the management and control of departmental, international, media and stakeholder liaison as well as legal services.
- ***Communication:*** To provide a communications capacity to enhance internal communication within the Department and the implementation of a communication strategy aimed at informing and mobilising role-players, stakeholders and partners outside of the Department regarding the delivery of safety and security services, and in particular, the implementation of the White Paper.
- ***Departmental issues:*** To account to the Minister and to Parliament on Departmental issues and activities from time to time or as requested.

South African Police Service

The objectives of the South African Police Service are to prevent, combat and investigate crime, maintain public order, protect and secure the inhabitants of the Republic and their property, and uphold and enforce the law. The SAPS is headed by a National Commissioner appointed by the President to fulfil the terms of a performance agreement outlining specific performance indicators as approved by the Minister of Safety and Security, for a specified period. This entails the following:

- Assuming responsibility for the executive command and control of the SAPS in the performance of the objectives of the police as set out in the Constitution. The

National Commissioner therefore functions as accounting officer for the management and expenditure of the budget allocated to the SAPS.

- Providing an effective and efficient policing service in terms of the specific performance indicators outlined in the performance agreement which directs the National Commissioner to manage and control the SAPS to meet specific goals.
- Formulating an operational budget for its line and support functions in terms of the national policing policy articulated by the Minister and the terms of the National Commissioner"s performance agreement.
- Maintaining executive management control and accountability for this budget and the associated performance agreements.
- Ensuring effective and efficient management and control of police resources, including human resources, to meet the specific goals articulated by the Minister in the performance agreement.
- Focusing, during the next five years, the resources and activities of the SAPS on the three major policing priorities outlined in the White Paper, namely the enhancement of:
  - o criminal investigation;
  - o crime prevention through targeted visible policing; and;
  - o service delivery through support to victims of crime.
- To account to the Minister and to Parliament on policing issues and activities from time to time or as requested.

National Crime Prevention Strategy Centre

The National Crime Prevention Strategy Centre will be responsible for continuing the work of the Department of Safety and Security in relation to the NCPS, including co-ordinating and facilitating the Director"s-General and Ministers" joint decision-making structures.

The detailed function of the Centre as well as related crime prevention issues will be spelled out in future legislation.

Its head will be appointed on the basis of a performance agreement by the Department of Safety and Security and will be responsible for:

- Researching and developing an accessible resource base regarding appropriate best practice related to the delivery of crime prevention.
- Developing social crime prevention policies and initiatives to facilitate the delivery of crime prevention.
- Facilitating delivery of social crime prevention interventions through negotiation with provincial and local government, the private sector and organisations of civil society.
- Facilitating delivery of targeted social crime prevention interventions by providing seed funding for which provincial and local government, non-government and community based organisations can bid for on a project-by-project basis.
- Developing interventions, through systems analyses, aimed at dealing with the economic rationale for certain crimes.
- Monitoring the effectiveness of social crime prevention interventions at provincial and local level.
- Facilitating and monitoring continual improvements in the justice system.

Given that crime prevention functions require co-ordination between a range of government line functions, a coherent and formalised relationship should be developed between the NCPSC and a number of government departments during the consultation phase. This is in any event an outcome envisaged by the NCPS.

Independent Complaints Directorate

The ICD functions independently of the Department of Safety and Security and reports directly to the Minister of Safety and Security. The capacity and public profile of the ICD must be enhanced to ensure it is able to carry out its mandate effectively. The ICD performs the following functions:

- Investigating police misconduct or any offence allegedly committed by a member of the SAPS.
- Investigating any death in police custody or as a result of police action.
- Investigating any matter referred to it by the Minister or MEC for Safety and Security.

The Executive Director of the ICD is the accounting officer for the budget of the ICD which is received directly from Parliament.

For purposes of improving policy development and monitoring in the Department, it is necessary to strengthen the co-operative relationship between the ICD and the Secretariat for Safety and Security

DIAGRAM 4: NATIONAL INSTITUTIONAL REFORM

SECTION V

INSTITUTIONAL REFORM AT PROVINCIAL AND LOCAL LEVEL

Focus area

- Reforming the structures of safety and security at provincial and local level to meet the goals of the White Paper

Provincial and local government have a critical role to play in ensuring safer communities. In particular, provincial government has a key role to play in the monitoring of the police as well as the co-ordination of a range of agencies to ensure social crime prevention.

Local government has an important role to play in planning crime prevention initiatives and co-ordinating a range of local agents in ensuring implementation. This requires greater co-operation between elected local government and the police service in the determination of local objectives and priorities.

THE ROLE OF PROVINCIAL GOVERNMENT

Institutional reform at the provincial level should be informed by the principles outlined in Section IV. These are to be viewed as an affirmation of the roles, functions and powers granted to provincial governments by the provisions of the Constitution and the South African Police Service Act.

This legislation also affirms the key principles of a single line of direction, responsibility and accountability as well as a single line of command, control and communication within the operational structures of the SAPS.

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The mandated role of provincial government, as outlined in the Constitution (Section 206.3) is:

- To monitor police conduct.
- To oversee the effectiveness and efficiency of the police service, including receiving reports on the police service.
- To promote good relations between the police and the community.
- To assess the effectiveness of visible policing.
- To liaise with the Cabinet member responsible for policing with respect to crime and policing in the province.

To give effect to the intention of the legislation, the monitoring role envisaged for the provinces should be enhanced in terms of their potential to deliver considered recommendations to inform the development of national policing policy. Of particular importance in this regard is monitoring and analysis aimed at assessing the efficiency, effectiveness and appropriateness of the implementation of national policing policy in the provincial context.

The purpose of monitoring at provincial level is broadly to ensure that government policy is adhered to, government objectives are achieved and that the needs of communities are addressed. This requires a focus on:

- The degree to which the police are pursuing the set and agreed upon priorities and objectives and are achieving any set or agreed upon policing targets.
- Compliance with national policing policy and directives prescribed by the Minister.
- The degree to which the police are rendering an effective and efficient service in accordance with determined needs.

The effect and impact of a focused monitoring programme based on national policing policy is critical. Comparative international experience has shown that adequate monitoring ensures better policy formulation and service delivery. Given this, the monitoring function should be integrated with the indicative planning process at national level.

In order to ensure integration and coherence regarding, in particular, the monitoring of national policing policy, a closer working relationship and administrative co-ordination is required between the National and Provincial Secretariats for Safety and Security. A national monitoring framework with jointly agreed upon guidelines will be developed to facilitate this process.

In addition to the monitoring role outlined above, provincial governments are tasked with the responsibility of leading social crime prevention in their provinces. The provinces must consolidate and prioritise social crime prevention initiatives and activities in alignment with national priorities.

Provincial crime prevention

To ensure effective crime prevention at provincial level, provinces should take responsibility for:

- Initiating and co-ordinating social crime prevention programmes.
- Mobilising resources for social crime prevention programmes.
- Co-ordinating a range of provincial functions - health, education, welfare, and local government - to achieve more effective crime prevention.
- Evaluating and supporting the social crime prevention programmes at local government level.
- Implementing and taking joint responsibility for social crime prevention programmes in areas where local government is poorly resourced or lacks capacity. This should be done in consultation with local government.
- The establishment of public and private partnerships to support crime prevention.

THE ROLE OF LOCAL GOVERNMENT

The decentralisation of policing functions to the lowest possible level within the SAPS has become a core policy tenet, which informs national policing policy. This focus on the empowerment of local policing aims to ensure that the diverse needs of communities are met by innovative responses from SAPS station commissioners. Thus, decentralisation will grant station commissioners more autonomy over their human resources and asset management, policing priorities and the strategies they adopt to meet them. This requires a greater emphasise by the Department on training and the improvement of management skills at police station level.

Public fear of crime has led many local governments to begin to consider ways in which the visible policing resources of the SAPS can be supplemented. In many cases municipalities have empowered their traffic and security departments to fight crime by providing visible patrols. Several local governments are also now considering the establishment of local government police services or municipal policing. However, this will largely be limited to major metropolitan areas where the problems are most pressing and the resources and capacity required for establishing such services are available.

The crime prevention functions of municipal police services will be primarily exercised through the visible presence of law enforcement officials by means of point duty, foot, vehicle or other patrols. Thus, the Durban City Police have operated for many years as an effective and well trained visible police service which has reduced crime and the fear of crime in that city.

Visible policing by municipal police services will include responding to complaints and reacting to crime in instances where a delay in activating a response from the SAPS could lead to loss of life, loss of property or the escape of perpetrators.

It should be emphasised that the establishment of municipal police services is not mandatory. Local governments should carefully consider the financial sacrifice required before taking such a step. Many local governments operate traffic and security departments, which carry out crime prevention functions outside of any regulatory framework. In contrast, legislation on municipal police services will provide an adequate system of oversight for the functioning of such services. Municipal police service officers will retain the same powers - that of peace officers - as currently held by traffic officers.

Where established, municipal police services will be responsible for the following in their areas of jurisdiction:

- Acting as the primary bodies policing road traffic and related laws.
- Policing municipal by-laws.
- Performing visible policing and related crime prevention functions.

In order to ensure that visible policing conducted by municipal police services is effective, formal co-operation must be initiated with the SAPS in areas where such services are established. This will be achieved through joint information systems and the establishment of co-ordinating structures. It is also essential that adequate systems of accountability and control - as envisaged in the South African Police Service Amendment Bill, No.39 of 1998 - be in place.

DELIVERING CRIME PREVENTION AT LOCAL LEVEL

The rationale informing the decentralisation of SAPS policing services applies also to the delivery of social crime prevention. These initiatives can only work if they are focused on meeting the specific needs of particular communities. Crime varies from locality to locality and requires different solutions in different places to reduce it. While national government can provide frameworks for encouraging and supporting crime prevention, implementation must take place at local level.

City and town government is the level at which planning can take the needs of local communities and their particular crime problems into account, potentially providing an effective link between local representatives, municipal departments and the SAPS. Many of the functions of local government relate, in any event, to issues of local governance. Thus, notwithstanding any specific interventions, local government has a key role to play in ensuring an environment less conducive to crime.

Apart from this role however, international experience suggests that without the co-operation of local government, social crime prevention initiatives targeted at specific problems seldom succeed on the ground. Cities and towns should be encouraged to establish strategies for crime prevention. These should aim not only to ensure internally or externally initiated crime prevention interventions, but also to align local resources and development objectives within a crime prevention framework. Crime and crime prevention should be seen as central to the planning and functions of all municipal department line functions.

The lack of crime prevention principles in current development projects initiated by local government is cause for concern. Initially, design interventions in these areas may amount to little more than assessing the linkages between urban layout, the positioning of government services, and the connection between increases and decreases in criminality. While the formulation of crime prevention principles is currently underway at national level, there is much to be gained from local co-operation between planners, architects, community representatives and the police. Development projects which do not subscribe to crime prevention principles run the risk of increasing the burden of the State, in particular the justice system.

Local government is well placed - provided the required resources and capacity are available - to design and implement programmes targeted at specific crime problems and groups at risk. Such prevention programmes can either be financially supported by local government itself or through business, donor and national government funding.

Already a number of cities have begun exploring ways in which city government can be become active in the field of crime prevention. Johannesburg, for example, has initiated a Safer Cities programme in conjunction with the NCPS structures, while Pretoria, Cape Town and Durban are pursuing similar initiatives.

In sum, local government involvement in crime prevention can take a variety of forms. These can be broadly summarised into a number of categories which span a spectrum of functions internal and external to municipal government. These areas do not exclude

each other (indeed, there is a considerable degree of cross-over between them) and maximum impact will be achieved by a concentration in all areas. The areas have been ordered, as far as is possible, ranging from those that require the least financial commitment to those that require the most.

The local government crime prevention spectrum

- The internal prevention of crime within the structures of, and on the property of, the municipality.
- Working with local police in setting joint priorities and identifying possible areas for local government intervention.
- Aligning internal resources and objectives within a crime prevention framework.
- Ensuring development projects take account of crime prevention principles.
- The co-ordination of crime prevention initiatives operating within the municipal area to avoid duplication.
- The effective enforcement of by-laws to ensure safer and cleaner environments less conducive to crime.
- Effective traffic law enforcement to ensure well-managed and regulated environments less conducive to criminal activity.
- Assisting victims of crime through the provision of information around what services are available or where capacity exists providing limited victim support services.
- Initiating targeted crime prevention programmes aimed at specific problems and groups at risk.

The fostering of a crime prevention culture at local level in the context of limited resources will take time to achieve. The aim of the White Paper is to begin this process by placing the issue of crime prevention firmly on the agenda at local level. International experience has shown that much may be gained from "learning by doing" an incremental approach which emphasises the development of a culture of innovation and experimentation. Thus it is envisaged that the shape and structure that crime prevention programmes or initiatives take at local level across the country may vary from place to place.

Notwithstanding this, national and provincial government have a key role to play. Among others, this will include:

- Designing and initiating a capacity building programme to enable municipalities to better incorporate crime prevention issues into the execution of their normal functions.
- Where specific crime prevention programmes are established the provision of expert guidance, monitoring, training, the provision of material relating to best-practice and advice related to the obtaining of donor, business and government funding.
- The inclusion of local government inputs into the developing policy process around crime prevention at local level through the establishment of local government crime prevention forums at provincial level. Here, experiences of best-practice can be exchanged and national and provincial policy processes impacted upon.

THE ROLE OF COMMUNITY POLICE FORUMS

As mentioned earlier, community policing forms the bedrock of effective law enforcement and crime prevention. Importantly, as has been demonstrated in South Africa and

internationally, problem-oriented partnership strategies for policing produce positive results in terms of reducing crime.

In fulfilling the crime prevention functions as outlined above, local government should work in conjunction with Community Police Forums (CPFs). Indeed, local government and CPFs are uniquely placed to complement each other. Local government, although police boundaries do not always match those of the municipal authority, is well placed to work with the area level of police management (or at least across a number of stations) in setting joint priorities and objectives in conjunction with community police area boards. CPFs on the other hand are confined to the precinct of only one police station area and have a key role to play in, among other areas, the determination of and participation in crime prevention programmes.

It must be clearly recognised that community police forums have played a valuable role in ensuring greater co-operation with the SAPS at local level. This must continue. But given that democratically elected local government has now been established, it is appropriate that the functions of CPFs be supplemented by duly elected representatives of local communities. This is particularly important in the formulation of local policing priorities and crime prevention initiatives.

Initially, CPFs were established at police stations across the country to ensure that station commissioners were more accountable to those they served. This was done primarily to build trust and legitimacy, particularly in those areas in which the relationship between the police and the community had been characterised by mistrust and conflict. Many CPFs function effectively and sound relationships have been built.

One of the positive developments in the creation of CPFs has been the innovative and supportive partnerships with organisations of civil society and the SAPS. This partnership approach should now be enhanced in co-operation with local government. In particular, it is clear that the relationship between local government and CPFs should be strengthened to ensure more effective crime prevention at local level.

CPFs should co-operate with local government by:

- Jointly setting crime prevention priorities and agreeing upon strategies to ensure their implementation.
- Assisting with the development of targeted social crime prevention programmes.
- Identifying flashpoints, crime patterns and community anti-crime priorities and communicating these to local government and the SAPS and participating in problem solving.
- Mobilising and organising community based campaigns and activities and the resources required to sustain them.
- Facilitating regular attendance by local elected representatives at CPFs.

Given that the form that such partnerships take varies from place to place, the White Paper does not wish to be overly prescriptive in how these relationships are shaped. A detailed Policy Framework and Guidelines for Community Policing was released by the Department in April 1997. This will be reviewed in consultation with CPFs in order to provide clearer guidelines for co-operation between local government and CPFs.

More generally however, the National Secretariat, in consultation with the Provincial Secretariats, will continue to develop guidelines and investigate issues related to the funding and sustainability of CPFs.

The diagram below illustrates the relationship between local government, community police forums and the SAPS. It is clear that the building of such relationships at local

<u>level will take time to achieve</u>. Discussion is required with the many role-players involved in achieving safety and security at local level. Among others, the Departments of Transport and Constitutional Development should be consulted.

DIAGRAM 5: RELATIONSHIPS AT LOCAL LEVEL

SECTION VI

COSTING IMPLICATIONS OF THE WHITE PAPER

Focus area

- The framework and principles for costing implementation

The White Paper is the over-arching policy for the delivery of safety and security services over the next five years. It therefore provides the framework for the implementation of specific programmes and projects to be taken during this period. Given the high level policy focus of the White Paper, this section does not provide the details of the implementation of specific programmes and projects, but rather, suggests a framework for costing the White Paper. Thus, it is also necessary to undertake an extensive strategy process that will outline the fixed goals and time frames for action in the short, medium and longer-term. This will be completed as a matter of urgency.

It should be emphasised that the White Paper recognises that critical interventions are required to reduce the high levels of crime in the country as soon as possible. In particular, it is recognised that the public demand interventions that deliver immediate impact in order to secure a safer living environment. The White Paper acknowledges this urgency and, in some of the interventions outlined below, attempts to respond to this. The White Paper also acknowledges that continued medium and long-term strategic interventions are required to reduce crime. These should be based on sound research and analysis, which will determine where interventions will be targeted in the course of the next five years.

Given that the White Paper is a policy framework, it is difficult, without detailed analysis, to accurately cost its immediate implications. What follows is a broad overview of the process in which an accurate assessment can be made of the cost implications of the White Paper. This will entail analysing how current expenditure can be re-oriented before motivating for additional resources. However, given the proposals outlined in the White Paper regarding institutional reform at national level, greater detail is provided here in terms of the cost implications of this intervention.

The policy interventions outlined in the White Paper articulate a back-to-basics approach which emphasises a renewed and enhanced focus on the core business of the Department: reducing crime through the improved delivery of policing and the provision of effective crime prevention services.

Apart from the costing implications, which are outlined in more detail below, the policy priorities for policing and crime prevention as set by the White Paper need to inform decision-making at all levels of the Department and at all spheres of government. Specifically, the overall thrust in relation to the provision of a better service to the public cannot be easily costed and will form an integral component of planning at all levels of the organisation.

The primary issue addressed in the White Paper is the reduction of crime in South Africa. In addressing this critical issue, the Draft White Paper recommends policy interventions in three key areas, namely:

- The enhancement of law enforcement.
- The provision of crime prevention.
- Institutional reform to meet the delivery goals of the White Paper.

THE ENHANCEMENT OF LAW ENFORCEMENT

The White Paper prioritises enhancing the law enforcement capabilities of the Department, through improving the investigative function, targeted visible policing and victim support. The White Paper therefore advocates the optimisation of current resources and, particularly, the acceleration of training and personnel development in these areas. Given the need to enhance these functions, it is critical that the basic resource needs are also met.

Crime investigation: Interventions here require improvements in management systems, physical resources such as nation-wide information systems, and basic, specialised and management training.

Visible policing: Interventions here require improvements in crime trend analysis at local level, training and physical resources.

Victim empowerment: In relation to issues of victim empowerment, much can be achieved through a changed approach and an emphasis on service delivery at station level. It must be emphasised that this focus on victim empowerment should integrate with the Victim Empowerment Programme already running under the auspices of the NCPS. Should additional interventions be required, they will be funded through existing funds and international assistance. A number of agreements regarding such assistance are already in place.

CRIME REDUCTION THROUGH PREVENTION

The strategy for implementing of the crime prevention interventions in the White Paper must entail a data-driven learning process aimed at improving analysis of the causes of crime.

This would enable, firstly, an informed analysis of the external environment and specific types of crime; existing law enforcement and preventive responses to these specific crime types; and, secondly, the development of sound policies and strategies to reduce the occurrence of these crimes. This should be based on continuous learning through interaction with pilot projects.

The aim is to generate new data in order to inform the development of appropriate strategies to deal with specific high priority crimes. Further, the data generated in this learning exercise would inform and guide the building of the Department to ensure substantial improvements in the efficiency and effectiveness of service delivery over the next five years. This would also ensure that an integrated approach to the reduction of crime informs the development of future policy and strategy and that this process becomes institutionalised in the Department.

This strategic approach therefore has two components:

- An intense process of data-collection and analysis to determine where crime prevention interventions are most likely to be successful and where the greatest problem areas are.
- Initiating a process of pilot projects throughout South Africa will ensure an incremental process of learning by doing, the results of which would impact on strategic policy formulation in the area of crime prevention.

Importantly, however, sustained analysis around crime prevention should not be viewed separately from the process in which the capacity of the Secretariat is reinforced (see below).

It should also be noted that pilot projects in the major cities, which are currently being funded through allocations from the Department as well as input from foreign donors, and from which much is being learned, are already in the process of implementation. Such an integrated and <u>ongoing</u> approach to the reduction of crime would clearly form an essential element of empowering the Minister and the Department of Safety and Security to lead and inform crime prevention strategies at national, provincial and local level.

It should be emphasized that expenditure on informed and targeted crime prevention that is monitored effectively has substantial long-term saving benefits for the country. This applies specifically to savings in the criminal justice and health systems.

INSTITUTIONAL REFORM

The institutional reform outlined in the White Paper enhances civilian oversight of the Department and integrates its activities. This is intended to ensure that the Department becomes geared to deliver on its political mandate and, therefore, that the South African public begins to receive an efficient value-for-money return on its investment in safety and security.

It should be noted that a pre-requisite for effective institutional reform would be a comprehensive audit of the current functions, capacity and institutional structure of the Department to inform the envisaged institutional reform and implementation of the White Paper. Such an audit implies that the functions of the Department be streamlined and clearly delineated, which requires a process of function rationalisation within the SAPS and Secretariat.

It is estimated that for the Secretariat, the institutional reform at national level as outlined in the White Paper would entail a complement of some 60 line-function staff - approximately 30 members of staff in addition to the current complement. This would ensure an enhanced capacity in the following key areas which are currently either under-resourced or non-existent: policy, planning, monitoring, financial management and efficiency monitoring, performance evaluation, legal services, communication and the National Crime Prevention Strategy Centre.

Given the analysis contained in the White Paper, it is clear that under-resourced civilian oversight over policing and a poor understanding of crime reduction strategies in the Department has weakened government"s ability to fight crime.

Resourcing the Department in the manner proposed by the White Paper will ensure enhanced civilian oversight over policing; an enhanced analytical capacity to inform policy formulation regarding policing and crime prevention; a greatly improved ability to audit performance and expenditure on policing and crime prevention; and, an enhanced strategic leadership capacity on issues of crime prevention.

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