



**THE EFFECTIVENESS OF COMMUNITY PARTICIPATION IN HOUSING  
DEVELOPMENT IN A TOWNSHIP WITHIN A METROPOLITAN MUNICIPALITY IN  
THE WESTERN CAPE**

**BY**

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## **DECLARATION**

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## **ABSTRACT**

Community participation is an important aspect of South African government policies that deal with integrated development planning and sustainable development. This report presents aspects of community participation in housing development in Site B Khayelitsha. The importance of community participation is acknowledged as it enhances the ability of the community members to demonstrate and use their own views to deal with specific issues and to address the needs and problems that emerge and prevail in their societies. Communities should be involved in the 'selection, design, planning and implementation' of projects that will have an effect on them and from which they are going to benefit; and continuous feedback to communities forms a fundamental part of any development activity.

The research investigated the Khayelitsha community concerned about the lack of community participation in housing development. The literature covered the legislative framework, philosophy, core principles and values as well as the levels and method of community participation. Mixed method approach was followed in the form of questionnaire survey, followed by the interview. Based on the findings, specific recommendations are made with a view to assist the municipality to improve the level of community participation in the Khayelitsha community.

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## **DEDICATION**

First of all, I would like to thank my Lord Jesus Christ, my creator, to whom I owe and dedicate my entire life, through whom all things are possible. His name be praised and abantwana boSindiso for their prayers.

## GLOSSARY

<b>ADB</b>	<b>AFRICAN DEVELOPMENT BANK</b>
<b>BPP</b>	<b>BATHO PELE PRINCIPLES</b>
<b>DNPFPP</b>	<b>DRAFT NATIONAL POLICY FRAMEWORK FOR PUBLIC PARTICIPATION</b>
<b>IDP</b>	<b>INTEGRATED DEVELOPMENT PLAN</b>
<b>IEMI</b>	<b>INTEGRATED ENVIRONMENTAL MANAGEMENT INFORMATION</b>
<b>MD</b>	<b>MANILA DECLARATIONS</b>
<b>MSA</b>	<b>MUNICIPAL SYSTEMS ACT</b>
<b>RSA</b>	<b>REPUBLIC OF SOUTH AFRICA</b>
<b>WPLG</b>	<b>THE WHITE PAPER AND LOCAL GOVERNMENT</b>
<b>UN</b>	<b>UNITED NATIONS</b>
<b>WD</b>	<b>WARD COMMITTEE</b>

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# CHAPTER 1

## 1.1. INTRODUCTION

In the Republic of South Africa, the constitution of 1996 gives everyone the right to adequate housing. However, twenty-three years after democratic government poor people of Cape Town are still living in informal settlements. The community of Site B Khayelitsha is concerned about their participation in housing development. Community participation is seen as the route where the community directly participates in the planning, decision-making and the overall development of local level decisions (Mafukidze and Hoosen 2009: 12). Even though the constitution states it is a right to have access to a house, it is still a big challenge. One of the reasons for this continuous challenge is the legacy of apartheid. The apartheid system did not only separate residential areas for different racial groups, it also excluded people from participating in decision-making processes about their welfare.

The government of National Unity developed the Reconstruction and Development Programme (RDP) to highlight the important role of community participation to guarantee a democratic process down to grass –roots level. Therefore, when we talk about the question of housing it is important to address the issue of participation by those who will benefit from housing. At the basis of housing development projects, community participation is the idea where members of the communities and recipients are in control of the entire process from planning the house designs to the implementation of the process. Bucks and Hicks (2006:164), argue that community participation brings different stakeholders together for the good of the people. When the community is not involved we see a lot of protests. It would therefore be good practice to have community participation in decision making regarding who will work with the community to do the actual construction of the houses. The community could even assist with the construction of their houses, which in turn will provide them with the opportunity of employment. London (2010:15-17), states that participation is seen as way of encouraging the community 'to be hands on into the development of their houses. The community can play a big part in the delivering and controlling of housing and development. In community participation, people with disabilities must also take part in order for the houses to suit their needs. The researcher investigated problems and challenges that the community of Site B

Khayelitsha faces in terms of housing delivery to its members and their participation in the process. The purpose is to examine the issues that affect community participation in housing development at Site B Khayelitsha to determine, what can be done to increase the level of community participation in site B Khayelitsha

## **1.2. BACKGROUND**

In Cape Town near the N2 there is a township called Khayelitsha which was planned by the apartheid government in 1983 mainly for black people who had migrated from other areas to settle in informal African townships (Cook, 1992: 125). Most of these people came from the Eastern Cape to look for jobs. During apartheid, black people were not allowed to move around the country without carrying identification commonly called dom pass. In 1983, the apartheid government moved people from Crossroads to give them accommodation in Khayelitsha. In November 1984 the apartheid government gave permission to the African people who were coming from the Eastern Cape and around the country and who did not have a house to build shacks in the place called Site C, Khayelitsha near the N2 highway (Cook, 1992: 125). At that time Khayelitsha became known as the place of the people who are coming from rural areas to seek jobs in Cape Town (Cook, 1992; Mdewu, 2004; Zonke, 2006). The first group of people to stay in Site C was the families who came from Crossroads (Mdewu, 2004).

During that time there were no flushing toilets they were using only bucket system toilets and there was only one water tap to be used by five sites. After Site C, Site B was identified and made available for informal housing and was mainly occupied from people of the old Crossroads. People refused to move to Khayelitsha since the constructed houses were very small. Shortly after Site B was fully occupied, many informal sites became available in Khayelitsha- places like Town Two and Green Point. There were however, no services such as toilet facilities and refuse collections offered by the National Party or the Local Government, and living conditions became unbearable. The government that ignored the needs and the wishes of majority of the people, during time of apartheid the majority of the citizens. The Blacks and Coloureds were not participating in political process at any level of government. It was difficult for them to question the apartheid government's decision, they only received what the government was giving them rather than participating in decisions

making about their lives. In 1994, the apartheid government was removed and replaced by democratic government, which meant the end of an oppressive regime. In a democratic government like South Africa the cornerstone of society is community participation in policy making and policy implementation.

### **1.3. PROBLEM STATEMENT**

The community of Site B Khayelitsha is concerned about the lack of community participation in housing development. They are not involved in projects that develop houses in their area at Site B, and the contractors that build houses are not chosen by them. The labourers are not members of the community; they feel that they do not participate in any decision taken in their community.

### **1.4. RESEARCH OBJECTIVES**

The research project attempts to:

- Describe the legislative framework for community participation.
- Explain the phenomenon and philosophy about community participation.
- Define core principles and values of community participation.
- Explain levels and methods of community participation.
- Conduct an empirical study amongst SANCO leaders, ward committees and communities of ward 96 at Site B Khayelitsha with a view to make recommendations to address the research problem.

### **1.5. HYPOTHESIS**

The researcher has formulated the following hypothesis:

- Community members are not adequately willing and prepared to participate in developmental programmes.
- Effective community participation in development initiatives (projects) does inform concrete community development.

## **1.6. RESEARCH QUESTIONS**

- To what extent do the community of site B Khayelitsha participate in the housing development and policy implementation?
- What can be done to improve the level of community participation at Site B Khayelitsha?

## **1.7. RESEARCH DESIGN AND METHODOLOGY**

In this study, both qualitative and quantitative methodology have been used, meaning mixed method research. Quantitative research is supported by distinctive theory as to what should pass as warrantable data (Bryman, 1984:77). It needs methods such as experiments and surveys to describe and explain phenomena. The methods could include techniques such as observation, preliminary investigation, quantitative analysis and questionnaires. Qualitative methodologies allow the researcher to come to know people personally to see them as they are and also experience their daily struggles when confronted by real-life situations. This enables the researcher to interpret and describe the actions of people. The quantitative aspect of the research is dealt with by means of a questionnaire survey amongst the community members of Site B Khayelitsha. The qualitative aspect of the project is dealt with by means interviews with community members and ward committees within the Site B Khayelitsha jurisdiction.

## **1.8. PRELIMINARY LITERATURE REVIEW**

This section the researcher is briefly explaining the most important theoretical precepts underpinning the research objective.

### **1.8.1. Legislative framework for community participation**

The Constitution of the Republic of South Africa is reinforced by philosophies of good governance, also mentioning the significance of public participation as a crucial component of effective Local governance. Section 152 of Constitution states that local government should encourage the involvement of the communities in local



government matters. This responsibility extends to the entire way in which a municipality operate .In the South African Local-government context; community participation plays a vital part in policy formulation.

### **1.8.2. The philosophy of community participation**

Storey (1991:307-315) states that there a need to inspect new strategies to community development because of the important changes happening in townships. Community participation is always a debate in the sphere of political, administrative and public activities. People understand community participation as an action that combines the demands and values of community services delivery.

### **1.8.3. Core principles and values of community participation**

In order to implement effective community participation, it is important to acknowledge fundamental principles and morals of community participation. This will help the City of Cape Town officials to be open-minded towards community participation in terms of development and delivery of services to the people. Manila Declaration (1986), explains that people must have control over resources in order for the communities to be used in meeting their own desire. It also calls for the people to help themselves by working as a unit and cooperate in their struggle to solve challenges that they are facing as the community.

### **1.8.4. Levels and modes of community participation**

City of Cape Town officials need to have knowledge about the Levels and modes of community participation in development process. Theron (2005:126), argues that other stages are more important than others to ensure genuine community participation. Fokane, (2008:45) explain that these methods are more applicable. These approaches become more applicable when the influence of participation are evaluated in relation to a programme of community participation.

## **1.9. DELIMITATION OF THE STUDY**

The study was conducted in Site B Khayelitsha and concentrated on ward committees and the Khayelitsha stakeholders, councillors as well as the community of Site B Khayelitsha ward 93 as a whole formed part of population that was interviewed. What will be covered in this study is the manner in which communities

participate in their housing development projects, policy implementation and how these programmes may have contributed to the apathy of communities.

### **1.10. ETHICAL CONSIDERATIONS**

Strauss and Corbin (1998:56) suggest that research must be objective and research materials must be represented fairly and the participants in the research should be given a voice independent of that of the researcher. This research project will be sensitive to the cultures of the community and will not compromise the dignity of the participants. Permission to conduct the research has been applied from Ward committees SANCO members and community of Site B Khayelitsha ward 93. It is emphasised that the respondents were informed, that their identities would not be divulged, that they may withdraw from the project whenever they wish, and that they would be informed of the findings.

### **1.11. SIGNIFICANCE OF THE STUDY**

The study could generate the information needed by the city of Cape Town can to improve the use of the system involving the community in development projects. This research is valuable because it brings together the understanding among the community leaders, ward committees and stakeholders

### **1.12. LAYOUT OF THE STUDY**

Chapter 1: Introduction and Background to the study

This chapter provides the background of the research as well as the course of action to be taken in order to achieve the purpose of the research. It deals with problem statement, objectives of this research, and research questions, significance of the study, research methodology, preliminary literature review and delimitation of the study.

Chapter 2: Literature Review: Community Participation

This chapter explains the literature review about legal frame work on community participation and other policies like White Paper and programmes like RDP.

Chapter 3: Research methodology

This Chapter explains the research design and methodology employed in the study. The research determines mixed method, where both qualitative and quantitative approaches of data gathering will be used

#### Chapter 4: Data analysis

This chapter focused on analysis of the case of Khayelitsha and findings that the researcher gathered while doing data collection. The researcher analysed the qualitative research method using interviews and questionnaire responses obtained from members of the ward committees, community leaders, councillors and community members.

#### Chapter 5: Conclusion and recommendations

In this chapter, the researcher reported on recommendations, conclusions and findings that emerged from the analysis and interpretation of data that was be collected.

### **1.13. SUMMARY**

All the residents affected should participate in the decision-making with designated representatives who decide on their behalf. In South Africa pre 1994, government made decisions on behalf of communities and government legislation described the extent of community participation and how participation should be applied .The current South African government still lacks an effective mechanism or plan to apply and involve communities to participate in projects such housing development in Site B Khayelitsha.

## **CHAPTER 2: LITERATURE REVIEW**

### **2.1. INTRODUCTION**

Chapter one stated the research problem as the community is concern about the lack of community involvement in housing development. In this chapter the researcher will discuss the phenomenon and philosophy of community participation. This will be followed by the conceptualisation of other related key concepts of community participation in housing development process and also briefly discuss the legislative and policy framework regarding community participation in housing development processes. A number of textbooks, recognised journals and industry-related reports were utilised as part of the investigation into the topic of community participation in housing development.

### **2.2. POLICY AND LEGISLATIVE FRAMEWORK FOR COMMUNITY PARTICIPATION IN SOUTH AFRICA**

The principle of community participation in South Africa does not take place in a vacuum (Putu, 2006:12). This part of the study focuses on the Manila Declaration to highlight the international perspective of community participation, and the constitution of the Republic of South Africa (1996), as the document that provides the overall legal framework for the country, the White Paper on Local Government (1998), the Local government Municipal Structures Act 117 of 1998, the Local government Municipal Systems Act 32 of 2000, all of which reflect on the principle of Batho Pele and the Integrated Development Plan to highlight the national perspective of community participation in Site B Khayelitsha.

Draft National Policy Framework for Public Participation (2005:1) states that the South African government is committed to a form of participation which is genuinely empowering, and not manipulative. This involves a range of activities including creating democratic representative structures (ward committees), assisting those structures to plan at a local level (community-based planning), to implement and monitor those plans using a range of working groups and community based organisations, supporting community-based services, and to support these local

structures through a cadre of community development workers. Tshabalala (2004:49) asserts that under the previous government, it was customary for a municipal council to govern without necessarily going back to the electorate.

### **2.3. INTERNATIONAL PERSPECTIVE**

#### **The Manila Declaration (1989)**

The Manila Declaration is concerned with the results of the current development practice that is not just and sustainable (Theron, 2005:203). Current development practices are based on a model that demeans the human spirit, divests people of their sense of community and has control over their own lives, exacerbates social and economic inequity, and contributes to the destruction of the ecosystem on which all life depends. Our work with grassroots communities brings us into daily contact with the results of this development. The Manila Declaration suggests that National Governments should ensure community participation in development planning processes and programmes with an aim of promoting the sense of ownership and sustainable development. There is a current need for a fundamentally different development model based on an alternative development. Sustainable human communities can be achieved only through a people-centred approach. A people-centred development seeks to return control over resources to the people and their communities to be used in meeting their own needs. The Manila Declaration asserts that a people-centred development model calls for active mutual help among people, working together in their common struggle to deal with problems. The Manila Declaration came with the three basic principles to people-centred development namely:

1. Sovereignty resides with the people, the real social actors of positive change. The legitimate role of government is to enable the people to set and pursue their own agenda.
2. To exercise their sovereignty and assume responsibility for the development of themselves and their communities, the people should control their own resources, have access to relevant information, and have the means to hold officials of government accountable.

3. Those who would assist the people with their development should recognise that it is they who are participating in support of the people's agenda, not the reserve.

The Manila declaration proposed the transformation of international and national systems, which includes the redefining of participation, open access to information, building inclusive alliances, reducing debt dependence, reducing resource export, strengthening people's capacity for participation and creating demonstrations of a self-reliant community and creation of national and international monitoring systems. Thus, it can be said that the Manila Declaration also invites the city of Cape Town local municipality authorities as part of national government system responsible for implementing international design policies, to assure community participation in development programmes.

## **2.4. NATIONAL PERSPECTIVE**

### **Constitution of the Republic of South Africa (1996)**

After the national elections in 1994, the government has put in place policy and legislative frameworks that seek to promote participatory governance. Nyati (2001:102), states that the Freedom Charter declared that "the People shall govern." In the context of community development and participation, this means that all South African citizens should be part of decision making in developmental programmes. The notion of public participation in all spheres of government is embedded in the South African Constitution as follows:

- Section 152 (1) (e) of the Constitution (states that one of the objectives of local government is to encourage the involvement of communities and community organisations in the matters of local government.
- Section 195 (1) (e) further states that the people's needs must be responded to and that the public be encouraged to participate in policy making. In terms of section 152 (1) of the Constitution of the Republic of South Africa, 1996 the objects of local government are as follows:
  - i. To provide democratic and accountable government for local communities;
  - ii. To ensure the provision of services to communities in a sustainable manner

- iii. To promote social and economic development; and
- iv. To encourage the involvement of communities and community organisations in the matters of local government

## **2.5. WHITE PAPER ON LOCAL GOVERNMENT (1998)**

The White Paper on local government (WPLG) puts forward the vision of a developmental local government which centres on working with local communities to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. To realise this vision, municipalities are encouraged to build local democracy by developing strategies and mechanisms to ensure citizen participation in policy initiation, formulation and implementation. Furthermore the WPLG (1998), make provision in which some municipalities may develop structures to ensure meaningful participation and interaction between authorities and community members through a ward committee system. Ward committees are envisaged to facilitate local community participation in decisions that affect the local communities and advance developmental initiatives.

## **2.6. THE LOCAL GOVERNMENT MUNICIPAL SYSTEMS ACT OF 2000**

The Local Government Municipal Systems Act (Act no 32 of 2000) was formulated to guide municipalities in terms of a system that they need to put in place to be in a position to provide services adequately. This includes community participation and cooperative governance as a key in the service delivery process of a municipality. The following section emphasises the duties of the municipality and the right of citizens to engage in community development programmes:

- Section 5(1) (a) states that all members of the local community have a right through mechanisms and in accordance with processes and procedures provided for in terms of this Act or other legislation to contribute to the decision-making of the municipality and exercise this right through submission of written or oral recommendations, representations, including complaints to municipal authorities.

- Section 5(2) (a), States that through this section, members of the community have also a duty to observe the mechanisms, processes and procedures of the municipality.

### **Developing a culture of community participation**

- Section (16) (1) states that a municipality is expected to develop a culture of municipal governance that implement formal representative government with a system of participatory governance. For this reason, the municipality must encourage, and create conditions for the local community to participate in the preparation, implementation and review of its IDP. The municipality should further contribute to building capacity of its community, municipality officials and councillors to promote participation. To achieve this, municipality must use its resources and allocated budget effectively and efficiently.

### **Mechanisms, processes and procedures for community participation**

- Section 17 (2) states that public participation must be focused in order to succeed. Accordingly, the municipality should establish appropriate mechanisms, processes and procedures to ensure participation by local community in its affairs.
- Section 17 (3), states that municipality must take into account the special needs of the people who cannot read, or write, people with disabilities, women and other disadvantaged groups when establishing the mechanisms and procedures.

### **Communication for and to the community**

- Section 18(1)(a) states that the municipality must generally communicate to its community information concerning community participation and development and specifically communicate what are the available mechanisms, processes and procedures in order to encourage and facilitate participation.



## **Notice and admission to meetings**

- Section 19 states that the municipal manager must give notice to the public, in the manner determined by council about the date, time and venue of every ordinary meeting of the council and every special or urgent meeting of the council, unless time constraints make this impossible.
- Section 20 states that meetings of the council and those of its committees are open to the public, including the media, and neither the council nor its committees may exclude the public and media.

## **2.7. BATHO PELE PRINCIPLES**

Batho Pele, a Sotho translation for 'People First', is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple and transparent mechanism, which allows citizens to hold public servants accountable for the level of services they deliver. Batho Pele is not an "add-on" activity. It is a way of delivering services by putting citizens at the centre of public service planning and operations. It is a major departure from a dispensation which excluded the majority of South Africans from government machinery to the one that seeks to include all citizens for the achievement of a better-life-for-all through services, products, and programmes of a democratic dispensation. The Batho Pele principles were developed to serve as acceptable policy and legislative framework regarding service delivery in the public service, (Local Government Action 2003). The Batho Pele principles are as follows:

### **1. Consultation**

There are many ways to consult users of services including conducting customer surveys, interviews with individual users, consultation with groups and holding meetings with consumer representative bodies, non-government organisations and community-based organisations. Often, more than one method of consultation will be necessary to ensure comprehensiveness and representativeness. Consultation is a powerful tool that enriches and shapes government policies such as the Integrated Development Plans (IDPs) and its implementation in local government sphere.

## **2. Setting service standards**

This principle reinforces the need for benchmarks to constantly measure the extent to which citizens are satisfied with the service or products they receive from departments. It also plays a critical role in the development of service delivery improvement plans to ensure a better life for all South Africans. Citizens should be involved in the development of service standards. Required are standards that are precise and measurable so that users can judge for themselves whether or not they are receiving what was promise.

## **3. Increasing access**

One of the prime aims of Batho Pele is to provide a framework for making decisions about delivering public services to the many South Africans who do not have access to them. Batho Pele also aims to rectify the inequalities in the distribution of existing services. Examples of initiatives by government to improve access to services include such platforms as the Gateway, Multi-Purpose Community Centres and Call Centres. Access to information and services empowers citizens and creates value for money, quality services. It reduces unnecessary expenditure for the citizens.

## **4. Ensuring courtesy**

This goes beyond a polite smile, 'please' and 'thank you'. It requires service providers to empathize with the citizens and treat them with as much consideration and respect, as they would like for themselves. The public service is committed to continuous, honest and transparent communication with the citizens. This involves communication of services, products, information and problems, which may hamper or delay the efficient delivery of services to promised standards. If applied properly, the principle will help demystify the negative perceptions that the citizens in general have about the attitude of the public servants.

## **5. Providing information**

As a requirement, available information about services should be at the point of delivery, but for users who are far from the point of delivery, other arrangements will be needed. In line with the definition of customer in this document, managers and employees should regularly seek to make information about the organisation, and all other service delivery related matters available to fellow staff members.

## **6. Openness and transparency**

A key aspect of openness and transparency is that the public should know more about the way national, provincial and local government institutions operate, how well they utilise the resources they consume, and who is in charge. It is anticipated that the public will take advantage of this principle and make suggestions for improvement of service delivery mechanisms, and to even make government employees accountable and responsible by raising queries with them.

## **7. Redress**

This principle emphasises a need to identify quickly and accurately when services are falling below the promised standard and to have procedures in place to remedy the situation. This should be done at the individual transactional level with the public, as well as at the organisational level, in relation to the entire service delivery programme. Public servants are encouraged to welcome complaints as an opportunity to improve service, and to deal with complaints so that weaknesses can be remedied quickly for the good of the citizen.

## **8. Value for money**

Many improvements that the public would like to see often require no additional resources and can sometimes even reduce costs. Failure to give a member of the public a simple, satisfactory explanation to an enquiry may for example, result in an incorrectly completed application form, which will cost time to rectify.

## **2.8. CONCEPTUALISING COMMUNITY PARTICIPATION**

Community participation is one of the key ingredients of an empowered community (Reid, 2000:1). Community participation occurs when a community organises itself and takes full responsibility for managing its problems. Taking full responsibility includes identifying the problems, developing actions, putting them in place and following through. Theron (2005:124), points out that there are considerable differences of opinion as to what community participation is, and it follows that there will be many arguments about the universal definition. The terms citizen and public participation are often used interchangeably. Both these terms refer to community participation. Community participation is the process of “giving people more opportunities to participate effectively in development activities, empowering people to mobilize their own social actors rather than passive subjects, manage the resources, make decisions and control the activities that affect their lives” (Sproule, 1996:236).

The United Nations (1981:5), sees community participation as the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. Community participation is a complex mechanism, and in effect there is no single blue print. Hence, each area is characterised by different dynamics and demographics. This view is held whilst taking cognisance of the fact that development does not occur successfully if beneficiaries are not part the process of planning and implementing of the process. Community participation means empowering people by developing their skills and abilities so that they can negotiate with the rural development system and can make their own decisions in terms of their development needs and priorities (Theron, 2005:119). Community participation is a continuous two way process which involves the full understanding of processes and mechanisms through which developmental problems are investigated and solved. It covers a spectrum of activities ranging from passive involvement in community life to intensive action-oriented participation in community development. Community participation provides individuals with the opportunity to influence public decisions and has long been a component of the democratic decision making process (Cogan and Shape, 1986:283). Community participation is a citizen action

that influences or seeks to influence policy decisions or action that incorporates the demands and values of citizens into public administration services. People's participation is essential to do with economic and capacities political relationship within the wider society; it is not just a matter of involvement in project activities but rather the process by which township people are able to organise themselves and, through their own organisation, are able to identify their own needs, share in design, implement, and evaluate participatory action (Kumar, 2002:24). This definition of citizen participation can be further divided into two categories according to the will of the people wishing to influence policy decisions. Passive participation which includes simple one-way information delivery or request for information and active participation which includes formation of a consensus on specific issues, monitoring administrative activities and administrative requests.

The methods of community participation play a crucial role in terms of meaningful participation (Nekwaya, 2007:11). Community participation is rooted in democratic approaches to public policy and community planning and development, which assume that people have a right to make decisions that affect their lives. In short, a community that gives up the ability to make its own decisions loses "some essential humanity". Citizen participation must be understood in relation to local and regional patterns of power and powerlessness, that is, individual and collective experiences of influence, acquiescence, privilege, or exclusion based on membership in dominant or disenfranchised groups.

## **2.9. THE PHILOSOPHY OF COMMUNITY PARTICIPATION**

Storey (1991:307-315), asserts that there has been a need to investigate new approaches to community development as a consequence of the significant and on-going changes occurring in townships. Community participation has long been a subject of active discussions in the field of political, administrative sciences and community based activities. One may consider community participation as an action that incorporates the demands and values of citizens into public administration services. The Working Group on Programme Harmonization, 1978 in Oakley and Marsden(1984:1), indicates that; what gives clear understanding of popular participation is the "collective efforts by the people concerned together to pool their efforts and resources in order to attain objectives they set for themselves." Kumar

(2002:24) argues that participation in this regard deals with encouraging participants to take initiatives and actions which are stimulated by their own thinking and deliberation and over which they can exert effective control. Nampila (2005:31), agrees that different individuals in the same community may have different interests and may not necessarily want to participate in development projects.

With community participation, the people decide, act and reflect on their actions as conscious subjects. The common belief is that involving citizens in community programmes and empowering them have the potential to boost their livelihoods and foster development (Kakumba and Nsingo, 2008:107). Such involvement facilitates the reversal of the inequalities that have been developed under colonialism by helping people to engage in the process of identifying problems and acting on them. In the case of Site B Khayelitsha, the community members should exercise the freedom to decide on issues affecting them and should also realise that it is their constitutional right to participate. For example, communities have to decide on the committee members who will represent them in the development programmes. The community should have the authority to make decisions with regard to their expertise because the development of their area affects them directly. Site B communities should also be able to express their views at meetings without fear, and regardless of presence municipal authorities. African Development Bank (2001), indicates that offering citizens more choices would stimulate competition, geared at making the public service more efficient and service oriented by capturing the most citizens' public interest and indicate that when a community participates voluntarily it will benefit from the projects (Kakumba and Nsingo, 2008:108).

## **2.10. CORE PRINCIPLES AND VALUES OF COMMUNITY PARTICIPATION**

For effective implementation of community participation, it is essential to understand its principles and core values as highlighted by Manila Declaration (1989) in Theron (2005:112). This thorough understanding would help to change the perception of the officials of the City of Cape Town towards community participation in terms of development planning and service delivery. As stated in the Manila Declaration (1989) a people-centred development seeks to return control over resources to the

people and their communities to be used in meeting their own needs. It further calls for active mutual self-help among people, working together in their common struggle to deal with their common problems. The principles of community participation, based on the Manila Declaration, as applied to the situation at Site B Khayelitsha are as follows:

1. *Sovereignty resides with the people, the real actors of positive change.* This calls for City of Cape Town and its development agencies to change the perception that communities are recipients of development projects, as opposed to being actors in the development planning process.
2. *To exercise their sovereignty and assume responsibility for the development of themselves and communities, the people must control their own resources, have access to relevant information and have the means to hold the officials of the government accountable.* This point suggests that the City of Cape Town must put into effect policies that require the community to participate and ensure that relevant information is provided to communities for development processes.
3. *The legitimate role of government is to enable the people to set and pursue their own agenda.* The City of Cape Town should change the current trends. The Municipality authorities need to identify various platforms under which communities set their own agenda and implementation thereof.
4. *Those who would assist the people with their development must recognise that it is they who are participating in support of the people's agenda, not the reverse. The value of the outsider's contribution will be measured in terms of the enhanced capacity of the people to determine their own future.*

This gives the City of Cape Town a chance to invite the contribution of outsiders in terms of project implementation in order to enhance communities' capacity. Besides the general principles another aspect of community participation is the importance of core values identified by the International Association for Public Participation (IAP2, 2002) of community participation. The City of Cape Town needs to recognise and implement these core values in order to ensure community participation in development programmes. The core values are highlighted as follows (2002)

1. *The community should have a say in decisions about actions that affect their lives.* City of Cape Town should identify structures through which communities can participate in decision making regarding development initiatives.

2. *Community participation includes the promise that the community's contribution will influence the decision.* The difficult part is to ensure that all decisions are influenced by the input of the community members. The current situation at Site B Khayelitsha is that decisions are manipulated by policies and power vested in officials.

3. *The community participation process communicates the interest and meets the process needs of all participants.*

4. *The community participation process seeks out and facilitates the engagement of those potentially affected.* In every project there is a need to identify those and facilitate their participation.

5. *The community participation process entails participation in defining how they participate.* The challenge is time constraints as communities do not respond as per the project's schedule.

6. *The community participation process communicates to participants how their input affected the decision.* Feedback is the essential exercise in this regard. City of Cape Town municipality should create a conducive platform which would enable communities to air their views.

7. *The community participation process provides participants with the information they need in order to participate in a meaningful approach.* Community participation in development process can thoroughly be addressed in Site B Khayelitsha, if the development planners and any other relevant stakeholders in development would bear in mind these principles and core values in facilitation of development projects.

## **2.11. LEVELS AND MODES OF COMMUNITY PARTICIPATION**

Theron (2005:126), states that some levels are more relevant than others to ensure authentic community participation. These approaches become more relevant when the impact of participation is assessed in relation to a programme or project, and the degree of participation becomes a central feature in this regard (Fokane, 2008:45). The seven levels of community participation as highlighted by Theron (2005:115) are as follows:



1. **Passive participation.** Passive strategies very often involve a one-way flow of information from the planners to the public (Kumar, 2002:25). People “participate “by being told what is going to happen or has already happened. Participation relates to a unilateral top-down approach by the authorities. The information being shared belongs to outsiders or professionals.

2. **Participation in information giving.** This level does not constitute community participation because local government officials merely require the community to judge a finished or almost finished product. People participate by answering questions posed in questionnaires or telephone interviews or similar public participation strategies. The public do not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy.

3. **Participation by consultation.** People participate by being consulted as consultants/professionals/planners and external professionals define both problems and solutions and may modify these in the light of the people’s responses. The process does not include any share indecision-making by the public, nor are the professionals under any obligation to take on board people’s views.

4. **Participation by consultation.** People participate by providing resources, for example labour, in return for material rewards. This helps to reduce overall costs, and participants in return receive a resource (Nampila, 2005:39).This typology takes place in a rural environment, where, for example farmers provide the fields but are not involved in the experiment or learning process. The people have no stake in prolonging the activities when the incentives end.

5. **Functional participation.** People participate in a group context to meet predetermined objectives related to the project, which may involve the development or promotion of externally initiated social organisations. Such involvement does not tend to occur at the early stages of project cycles or planning, but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators, but may also become self-dependent.

6. **Interaction strategies.** People participate in a joint analysis, the development of action plans and capacity building. Participation is seen as right, not just the means to achieve project goals.

7. **Self-mobilisation strategies.** People participate by taking initiatives independent of external institutions to change systems. This bottom-up approach allows people to develop contacts with external institutions for resources and the technical advice they need, but they themselves retain control over how resources are used.

Nekwaya (2007:35) points out that the route to effective community participation would depend on selecting the right combination of approaches. However, this would determine whether the community authorities actually allow the community to participate and make its own decisions. It is also important to understand the modes of participation as these overlap with the levels of community participation, and are necessary for community participation. Theron (2005:115), highlights these modes as follows:

- **Anti-participatory mode** - community participation is considered as a voluntary contribution by the community to a programme/project, which will lead to development, but the public is not expected to take part in shaping the programme/project content and outcomes;
- **Manipulation mode** - community participation includes community involvement in decision making processes, in implementing programmes, sharing in the benefits and involvement in efforts to evaluate such programmes;
- **Incremental mode** - community participation is concerned with organised efforts to increase control over resources and regulate institutions in given social situations for groups or movements excluded from such control and
- **Authentic public participation mode** - community participation is an active process by which the community influence the direction and execution of a programme with the view to enhancing their well-being in terms of income, personal growth, self-reliance or other values which they cherish.

The figure below shows how the levels and four modes of community participation discussed above can be combined to view where a “participation process” lies on the continuum and whether it progresses from passive participation where people are told what to do.

Outsiders controller			Local people’s controller			
1	2	3	4	5	6	7
Passive	Information	consultation	Material-incentive	Functional incentive	interactive	Self - mobilisation

**Source:** Kumar (2002:25)

Theron (2005:117) states that development planners should take into account the context in which community participation takes place in order to assess which strategies indicate very good community participation and to determine how these strategies should be applied. It does not help, for example, if a development planner, on account of a lack of knowledge, thinks that information-sharing represents an effective way of community participation whilst this is not the case (Nampila, 2005:40). For that reason it is crucial to know which combination of community participation strategies works best for a development project. This is because Kumar (2002:25) states that each development project is unique and faces different challenges.

## 2.12. APPROACHES TO COMMUNITY PARTICIPATION

There are two broad implications of community participation which are identifiable: those that view community participation as a means and those that view it as an end (Kumar, 2002:25). Community participation as a means to an end is an issue which has bothered both development thinkers and workers. Burkey (2000: 58) indicates that the proportion of the second view often maintains that development for the benefit of the poor cannot occur unless the poor themselves control the process through the praxis of participation. Burkey (1993:58) also points out that until recently the notion of participation as a means to achieve effective development still

dominates community-development practice. Oakley and Marsden (1984:23) state that there are two main vehicles for implementing this notion of participation;

(1) community development programmes which were aimed at preparing the township population collaborate with government development plans and

(2) the establishment of formal organizations (cooperatives, farmers association, etc.) which were to provide the structure through which the township people could have some contact with, and voice in, development programmes.

Burkey (1993:58) provides the evidence which suggests that only a few achieved any meaningful participation and benefit by means of involving themselves in project development. Oakley and Marsden (1984:23) assert that this strategy has not resulted in meaningful participation of the community in community development. In fact it is the strategy which has resulted in our current situation failing to confront the issue of the lack of meaningful community participation in community development. Community participation is an end in itself, and is the unavoidable sequence of the process of empowering and liberating the community to understand the process of development (Oakley and Marsden, 1984:23). Kumar (2002:25) agrees that community participation as an end is self- mobilizing where the local people themselves are in total command. There is no doubt that meaningful participation is about achieving power- which is the power to influence the decisions that affect one's livelihood. Community participation is viewed as an end if it becomes a long-term process, the purpose of which is to develop and strengthen the capabilities of people in order for them to participate directly in development initiatives (Kumar, 2002:26). This comparative analysis will be presented briefly below:

Table 1: Comparative analysis: Participation as a means to an end

Participation as a means	Participation as an end
Implies the use of participation to achieve some predetermined goal or objective	Attempts to empower people to take part in their own development
Attempts to utilize existing resources in order to achieve the objective of the project/programme	Ensures increased role of people in development initiatives
Common in government programmes, specifically for mobilising community to improve efficiency of delivery system	More favoured by Non- Governmental Organisations than by government
Stresses the achievement of the objective rather than the act of participation itself	Focuses on improving the ability of the people to participate rather than just achieve predetermined projects objectives
Participation take a more passive form	It is relatively more active and dynamic

**Source:** Kumar (2002:26).

Therefore, the conclusion can be drawn on the fact that meaningful participation of the community poor in development is concerned with direct access to the resources necessary for development, and some active involvement and influence in the decisions affecting those resources (Burkey, 2000:59). The meaningful participation in community development implies the ability to positively influence the course of events (Oakley and Marsden, 1984:24).

### **2.13. STRATEGIES FOR COMMUNITY PARTICIPATION**

There is a wide spectrum of views and ways of achieving community participation in development. Fokane (2008:60) states that there is no definite method that can be used to come up with a one-size-fits-all combination of strategies, because strategies range widely in complexity, creativity and impact. It is believed that each strategy has its advantages and shortcomings. Their efficiency depends on other factors, such as the competence of the community participation practitioner and the appropriateness of the tool in use (Fokane, 2008:60). The various strategies for

community participation can be classified into a variety of groups depending on one's interest. Among the most relevant strategies are those that relate to:

### **1. Pretty et al (1995) typology 7: Self-mobilisation**

Self-mobilisation strategy is found where people participate by taking initiatives independently of any external institutions to change systems. The people themselves retain control over how resources are used. This bottom-up approach allows people to develop contacts with external institutions for resources and the technical advice they need

### **2. Oakley and Marsden's mode 4: Authentic public participation**

This strategy is seen as an active process by which the community influences the direction and execution of a programme with the view to enhancing their wellbeing in terms of income, personal growth, self-reliance or other values which they cherish.

### **3. Arnstein's (1969) level 1: Public control**

In this case the public has the degree of power to govern a project, programme or institution without the influence of the government officials. Fokane (2007:60) indicates that these strategies can also be grouped according to the purpose that they serve or intend to achieve, depending on one's aims in using these strategies. Theron (2005:126) classifies three levels of influence into strategies to achieve public participation as follows:

#### **Level 1: Community participation through information-sharing strategies**

These strategies are referred to as "participation as a means to an end", because participation is generally short-term. These strategies basically do not constitute community participation because they merely require the community to judge a finished or almost finished product. The examples of information sharing strategy are information documentation, exhibitions, media coverage and background information material. In information-sharing strategy all projects beneficiaries are viewed as passive respondents in action. Emphasis is placed on achieving the objective participation and not so much on the act of participation itself. There is no direct channel provided for feedback in this kind of community participation strategy. The primary concern is not about gaining long-term social advantages and sustainable development, but rather what community participation contributes to the end product

In this strategy people do not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy.

### **Level 2: Community participation through consultation strategies**

Kumar (2002:25) states that community can participate by being consulted as consultants and external officials listen to their views. An example of this kind of strategy is referenda, which are a relatively inexpensive strategy and which allow democratic community participation, especially between elections. Other examples include questionnaire surveys as well as in-depth and focus group interviews. The project beneficiaries need to respond to project management at various stages, which is why they should be more reactive in their action (Taylor, 1994:195). There is no share in decision-making by the community. The professionals are under no obligation to take on board people's views.

### **Level 3: Community participation through empowering strategies**

The unique character of this strategy is that it frequently engages reciprocal learning relationship between the beneficiaries and the developer. The community members are expected to develop and implement a proposal. Examples of this kind of strategy include imbizo and community indaba, in the South African context this means that the community directly engaged with government officials in interactive meetings. Theron (2005:128) makes the suggestion that social networks can be used to offer communication infrastructure that could be utilized to get communities to participate in grassroots decision making; for example taxi ranks, shebeens, crèches and beauty shops. Ward Committee approach in local government is another effective strategy for popular participation in projects. Theron (2005:128) sounds a warning that a strategy which might work in one project or community might turn out to be a disaster in another. However, he also mentions that the golden rule for appropriate community participation strategies is: select the best combination of strategies for the task at hand.

## **2.14. THE MERITS OF COMMUNITY PARTICIPATION**

According to Burkey (1993: 59) community participation involves organised efforts to increase control over resources and regulative institutions in a given social situation, on the part of groups and movements of those hitherto excluded from such control. Kakumba and Nsingo (2008:109), assert that community participation depends on the involvement of citizens in a wide range of administrative policy-making activities, including the determination of levels of service, budget priorities, and the acceptability of physical construction projects in order to orient government programmes toward community needs, build the entire community support, and encourage a sense of cohesiveness and humanity within the society. According to Kakumba and Nsingo, (2008:109) the common belief is that involving citizens in community programmes and empowering them have the potential to boost their livelihoods and foster development in their area.

The development efforts should start by recognising people's potential, and proceeds to their enhancement and growth. Community participation can be viewed from the perspective of benefits to be gained and cost to be borne. Implicit to this "proclivity for getting involved" is the notion of the relationship between self and society (Bellah et al, 1985:10). Participation in development is now being sought the world over, not because it is a fad but because there has been a consensus on the usefulness of participating in development programs. Community participation empowers the primary beneficiaries of development programmes or project by helping them to break away from a dependency mentality (Burkey, 1993:53). Creighton (2005:19) also states that community participation promotes self-confidence and self-awareness.

Nampila (2005:40) agrees that this heightened consciousness makes people continuously aware of the reality about them and of their own capacity to transform it. When people have the freedom to participate in activities, it gives them dignity and self-respect (Ministry of Agriculture, Water and Rural Development, 1993:37). Another advantage of community participation is sustainability (Kumar, 2002:28). Generally, development interventions are funded by either government or donor agencies. Experience has shown that development interventions from external



assistance projects usually fail to sustain the required level of development activity once support or inputs are diminished or withdrawn by funding agencies. People's participation is regarded as an essential prerequisite for the continuity of activities. The involvement of local and utilisation of local resources generates a sense of ownership over development interventions to the community. This sense of ownership is essential for the sustainability of the interventions even after external funds cease to flow (Kumar, 2002:28). Community participation ensures that projects are developed according to the needs of the people (Raniga and Simpson, 2002:135). This can improve the outcomes of projects through cost sharing, increased efficiency and effectiveness.

Through community participation, resources available for development projects will be used more efficiently and fewer costs will be incurred if the people themselves are responsible for the project (Kumar, 2002:27). Community participation encourages community self-reliance. Many development interventions have been seen to create a kind of dependence syndrome. For instance, in India, there is widespread government development programmes, people have started looking to the government for solutions to every problem they faced with (Kumar, 2002:27).

The ultimate objective embraces all the positive effects of genuine participation by rural people. Self-reliance demolishes their over-dependency attitudes, enhances awareness, confidence and self-initiative. It also increases people's control over resources and development efforts, enables them to plan and implement and also to participate in development efforts at levels beyond their community. Community participation teaches communities how to resolve conflict and allows for different perspectives to be heard. In this way, learning is promoted and people will be able to help themselves (Baum, 1999 *in* Nampila, 2005:41).

Communities will be able to assess their own situation, organise themselves as a powerful group and work creatively towards changing society and building up a new world ( Nampila ,2005:41). This increased capacity of individuals, allow communities to mobilise and help themselves to minimise dependency on the state and leads to a bottom-up approach (Nampila, 2005:41). Community participation contributes to the development of appropriate policies, legislation and regulations while at the same time promotes democracy, as is applied through the Batho Pele principles employed

in South Africa. When people participate, it assists them in identifying key issues of concern that need to be considered. Due to a diversity of opinions and perspectives from different role players, community participation helps to obtain a balanced perspective of key issues and to identify creative solutions to problems like, for example, the partnership-in-planning approach.

## **2.15. LIMITATIONS OF COMMUNITY PARTICIPATION**

Community participation takes place in a socio-political context (Kumar, 2002:29). One should realise that implementing community participation in a community development process is not an easy exercise, as the form which participation takes is influenced by the overall circumstances and the unique social context in which action is being taken (Nekwaya, 2005:16). Nampila (2005:42) asserts that community participation does not guarantee success and there is no clear methodology of community participation. This has occurred because community participation does not have clear goals and objectives and it is approached in an ad hoc and unsystematic manner. Community participation is time-consuming. Kumar (2000:28) mentions that community participation may lead to delay and slow progress in initial stages of the field work thereby delaying the achievement of physical as well as financial targets. However, it should be remembered that obstacles to community participation are directly related to one's perspective of community participation (Oakley and Marsden, 1984:29).

Kok and Gelderbloem (1994:45) state that community participation can bring latent conflicts to the surface and it can delay project start-up, while increasing the demands on project personnel and managers. The interface between politicians and civil servants has also exhibited conflicts of roles and interests, factionalism, confrontation, intimidation and power struggles (Makaca, 1998 in Kakumba & Nsingo, 2008: 118). Illiteracy is an inhibiting factor in community participation. This is because illiterate people may be marginalised by professional and technical communication during the community-participation process (Theron, 2002:65). Nekwaya (2007:16), points out that stakeholders may use community participation as a platform to further their own agendas. It is not clear what constitutes a "good" decision when it comes to community participation. Meyer et al. (2002:66), indicate

that there are attempts to classify a good decision according to the level of satisfaction and willingness to participate, for example, the literature does not state what the criteria for good decisions are. It can be the case that participants communicate a wrong interpretation because of a diversity of languages in a community. This can be problematic because findings can be interpreted wrongly. Because authentic, empowering community participation can slow down the planning and implementation of a project, local authorities can become impatient. This may prompt them to ignore the processes underlying community participation. Community participation is not a legislated requirement in all countries. Many countries therefore lack supporting legislation and an institutional framework to ensure that stakeholders are effectively and efficiently engaged in the decision-making process. Governments may have a problem to delegating authority and power and, although requirements to empower stakeholders in the decision-making process may exist in law, this has not always been translated into practice. This leads to confusion and disillusionment in the process as the rights and responsibilities of different stakeholders may not be clarified (Integrated Environmental Management Information, 2002:16).

Countries that have a history of repression are often challenged by mistrust between different sectors of society. This remains to be the case despite various attempts that are being made for higher levels of community participation. People may still fear adverse consequences if they openly express a difference of opinion (Integrated Environmental Management Information, 2002:17). The weak socio-economic position of the poor communities obstructs them from meaningful participation (Kakumba and Nsingo, 2008:118). In addition to being poor and disguisedly unemployed, the township population is associated with low levels of education, poor infrastructure and poor communication all of which obstructs their civic competence. These disadvantages have to be taken into account whenever a development project is to be implemented in a particular community. This can contribute to the sustainability of the project. Being aware of the disadvantages can help people to find ways in which to deal with such disadvantages and to minimise them in the future.

## **2.16. ENCOURAGING COMMUNITY PARTICIPATION**

There are many ways of promoting community participation. The activities of the community are not considered to be in the special vicinity of a knowledgeable policies but it is the business of everyone (Raid, 2003:34). Community participation is an essential part of human growth, which is the development of self-confidence, pride, initiative, creativity, responsibility, cooperation (Burkey, 1993:56). Kumar (2002:26) states that participation is therefore being increasingly viewed as the process of empowering the local people in general. Community participation must be more than a policy statement- there must be genuine commitment to encourage participation in all aspects and at levels of development rather than a policy. The most important action the local authorities can take to encourage community participation is to welcome local people to contribute to the activities which are to be implemented. People should feel that they can influence the outcome of the project in order for them to participate (Nampila, 2005:44). United Nations document (1981: 5) states that community participation creates an opportunity which enables all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. Community development strategies can realise their full potential only through the motivation, active involvement and organisation at the grassroots level of township people. Citizen participation particularly is the essence of democracy. Burkey (1993:56) assert that people should be informed of their basic human right and political power should be realigned in favour of disadvantaged groups. The outcomes of a community participation process cannot be predetermined because people are unpredictable. The process must be flexible in order to adapt to unforeseen circumstances. It is not always possible to satisfy everyone, which can result in some people not approving of the initiative. Conditions should be created under which collaborative dialogue can occur around issues that are critical to the community. All viewpoints should be heard and all citizens should have an equal chance to participate in the decision-making process. Community participation should seek to give a “voice” to those normally excluded from the process. At the same time, community participation needs to be an ongoing commitment with preparedness to begin with “where people are at” rather than set aspirations too high –Brown’s slow-fast incremental approach (Nampila, 2005:44). The people should be presented with a clear picture of the work

of voluntary institutions (Kumar, 2002:45). This means that the various types of work carried out by voluntary bodies for the benefits of the public should not only be clearly recognizable but also be readily available to the public. Nampila (2005:45) reveals that the other mode to strengthening the community participation is through the welding of public/community/private partnerships built on existing organisational strengths. Community groups need to be remunerated for undertaking tasks of infrastructure management and maintenance in partnership or under contract to local government. Only if communities and beneficiary groups participate in project operation and maintenance will sustainability be assured. If communities are to enter into partnerships with local government for the implementation and management of local economic development and infrastructure projects, the capacity to sustain these partnerships will need to be created (Nampila, 2005:45). The normal education system should give more instruction on the social functioning of the community and the responsibilities of the individual citizen.

## **2.17. FACTORS THAT LEAD TO POOR COMMUNITY PARTICIPATION**

Rahman (1993:13) states that people's participation has often been generated spontaneously. Community development in this instance deals with the range of activities, involving the mobilisation of resources (human and material) in order to empower people to break away from all structural disabilities that prevent them from enjoying better living conditions (Kakumba and Nsingo, 2008:110). The community's poor tend to define their plight in terms of lack of basic needs such as food, shelter, clothing, health care and education; powerlessness and inability to influence one's condition; social exclusion; poor governance; low community status and lack of awareness (Kiyaga-Nsubuga, 2004:8). Kakumba and Nsingo (2008:115) outline the number of challenges facing community participation in township development processes. In the paragraphs below, these challenges will be discussed more fully.

### **2.17.1. Inadequate financial capacity**

In order for communities to play an active role in the community development, it is necessary for their members to have access to resources. The weak financial position of local communities not only reduces the capacity of communities to participate into development projects, but also affect the whole process of

community development (Kakumba and Nsingo, 2008:116). Having inadequate resources negatively impacts a community's ability to effectively influence and develop policy compared to other players in the policymaking process. For example, corporations and professional organisations often have access to large amounts of financial and human resources. This creates an inequity whereby communities that may be affected by change do not have the same opportunity to participate in and influence the process.

#### **2.17.2. Lack of general information**

Dukeshire and Thurlow (2002:3) indicate that township citizens feel that there is a lack of access to information about government programmes and services. Communities have also reported that the information that is available on policy, government programmes and services is difficult to obtain and interpret. There is a desire to learn about and access information about government programmes and services that is understandable, concise and timely.

#### **2.17.3. Absence of community representation in the decision-making process**

Dukeshire and Thurlow (2002:4) assert that living in a democratic society means we elect representatives to speak on our behalf at the government level. By virtue of their larger population, urban areas tend to have greater representation in the national parliament and provincial legislatures than rural communities. The greater number of urban representatives is one factor that can lead these elected bodies to have a more urban focus and reduce the influence rural community members have in the decision making process. Specific communities and groups of community members must also be considered in the rural policy-making process.

#### **2.17.4. Socio-economic structure**

The pathetic socio-economic position of the rural people obstructs them from meaningful participation (Kakumba and Nsingo, 2008:118). Bear in mind that the rural population is associated with low levels of education, high illiteracy rates, poor infrastructure and communication means, obstructing their civic competence. Kakumba and Nsingo (2008:118) state that the weak internal structure of most community organisations such as non-government organisations and civil societies and lack broader representation of the people's voice making them rather superficial.

### **2.17.5. Political patronage**

There has been general lack of political commitment on the side of the central government towards effective devolution of powers, which is evident in the continued influence and interference in the functioning of local government units (Kakumba and Nsingo, 2008:115). These may vary in different forms and degrees from a decentralized, laissez-faire and free enterprise system to a fully centralized, strongly planned and controlled one. They may vary furthermore in regard to their degree of stability. Accordingly, widely differing situations can be found ranging from full support of the central or local government to participation of the poor to indifference and hostility to this approach. The community and the service delivery system: the capacity of the people and expected output must be integrated. The community and the community organisations: the formulation of the needs and demands by the people and the decision-making process of the organisation should be integrated.

### **2.18. SUMMARY**

This chapter has presented important information that promotes community participation by providing a participatory policy framework. International perspectives, as well as national perspectives that encourage and promote community participation, have been highlighted. These policy frameworks emphasise that the poor should be given a chance to determine their own destiny. For the City of Cape Town to ensure that community participation is effective in development initiatives, an understanding of community participation concept and its principles is a prerequisite as it is constituted by policies. Members of the communities as beneficiaries should be allowed to increase their potential and institutional capabilities to mobilise and manage resources to produce a sustainable and justly distributed improvement in their quality of life that is consistent with own aspirations. The City of Cape Town needs to move from community participation as involvement to community participation but the as empowerment of the community which is regarded as strong community participation. The next chapter discusses research methodology.

## CHAPTER 3

### RESEARCH METHODOLOGY

#### 3.1. INTRODUCTION

The previous chapter explained the concept of community participation, its philosophy and values as well as the legislative frame work within which community value place within the jurisdiction of local government in South Africa.

This chapter discusses research methodology to be used in the research project. Grinnell (1993:49) states that the major issue facing all researchers is to select a clear and relevant research method. This chapter provides a brief overview of the research methodology used to contextualise the practical research of the study. It also explains the procedures utilised in administration of the instruments. Creswell and Clark (2009:54) define methodology as the processes, principles and procedures by which we approach problems and seek answers to the questions.

#### 3.2. RESEARCH DESIGN

A research design is a plan according to which we collect information (Welman, et al 2006:46). Yin (1994:19) states that the aim of research design is to guide the researcher through the process of collecting, analysing and interpreting data. Babbie (2007:89) identifies two major aspects of research design, namely, that first the researcher should specify what needs to be investigated and secondly determine how best to do it. This should be done depending on the purpose and orientation of the study, either qualitative, quantitative or a combination of methods may be applied (Blanche and Durrheim, 1999:31). In a qualitative study, research designs are more open, fluid and changeable and are not defined in technical terms (Blanche and Durrheim, 1999:31). This means that the plan of the researcher is not rigid and can change as the research proceeds. While Fouché and De Vos (2002:270) state that research designs in quantitative study are fixed and specified in advance of execution and defined by technical considerations .The researcher used evaluative research method. It is a combination of quantitative and qualitative research forms of data collection methods in the form of unstructured and structured questionnaires.



An unstructured interview is an interview in which there is no specific set of predetermined questions, although the interviewer usually has certain topics in mind that he or she wishes to cover during the interview (Fouche and De Vos 2002:293). Unstructured interviews flow like an everyday conversation and tend to be more informal and open-ended. This is in contrast to a structured interview, when a list of predetermined questions is used (Bryman, and Alan 2012:23).

Despite not having a list of predetermined questions, unstructured interviews are still purposeful and somewhat directive. If interviewers hope to gain insight and valuable information from the person that they are interviewing, they cannot conduct an unstructured interview without having detailed knowledge or proper preparation According to Bryman, and Alan (2012:23).structured interview (also known as a standardized interview or a researcher-administered survey) is a quantitative research method commonly employed in survey research.

The aim of this approach is to ensure that each interview is presented with exactly the same questions in the same order. This ensures that answers can be reliably aggregated and that comparisons can be made with confidence between sample subgroups or between different survey periods.The quantitative method involves the use of structured and unstructured questionnaires while the qualitative method includes the use of focus group discussions with the sampled subjects selected for this research. This research method permits innovations in research design and compensates for the weaknesses in individual instrumentation and thus guarantees the strengths, validity and reliability of the findings (Creswell, 2003:217). Above all, it allows for flexibility in the study of a complex or an evolving phenomenon with human and organisational interpretation

This study's research methodology focuses on the tools used for primary data collection, namely the questionnaires and individual as well as focus groups' interviews. The two main tools that were employed were the questionnaire and the interview surveys. Documentation and focus groups were used for data collection methods and procedures. The specific methodology assists the researcher to be ethical and sensitive to issues when conducting a particular study.

### **3.3. RESEARCH METHODOLOGY**

Maree and Pietersen (2007:145) define quantitative research as a process that is systematic and objective in its ways of using numerical data from only a selected subgroup of the universe and to generalise the findings of the universe that is being studied. Quantitative research compresses the research data and applies it to a bigger picture. The quantitative style is believed to be best suited for hypothesis-testing, objectivity and statistical analyses.

While on the other side, qualitative research according to Creswell (2003:45), deals with subjective data which are generated by minds of the respondents. Data are presented in language in place of numbers and as such the researcher will attempt to understand the meaning which respondents attach to their situation. Qualitative researchers examine the understanding based on distinct methodological traditions of inquiry that explore a social or human problem. The researcher builds a complex, holistic picture, analyses words, reports detailed views of informants, and conducts the study in a natural setting. Both methods were used in this study to enhance the quality of findings. Furthermore, these methods have a holism and richness, and are well able to constitute complexity of social phenomena. The data collection procedures and types of measurements were constructed in advance and applied in a standardized manner. The measurements were focused on specific variables that were quantified through rating scales and occurrence counts. The quantitative descriptive methods required the use of questionnaires for data collection and explanatory designs.

The questionnaires were designed to fulfil specific research objectives. The questionnaires were structured in such a way that they would best determine the desired outcomes. The randomised cross-section survey was used in the survey design: the first step was to identify the research population; then the geographical area, and from that, the researcher selected a random sample of respondents. Information was collected by means of primary data collection mechanisms. The data were received, acquired through primary data collection tools such as the questionnaires and interviews. The main respondents were ward committees, community beneficiaries and local business stakeholders.

A research design is not a highly specific plan to be followed without deviation but rather a series of guideposts to keep one headed in the right direction. This study was descriptive in nature: the researcher sought to gain insight into the conditions of the government housing projects by obtaining feelings, thoughts and perceptions of the Site B Khayelitsha residents/ beneficiaries. According to Rosnow and Rosenthal, in descriptive research, the goal of the investigation is the careful mapping out of a situation or a set of events, that is, a description of what is happening (Rosnow & Rosenthal, 2009:15).

#### **3.4. VALIDITY AND RELIABILITY**

Data validity in qualitative research refers to the accuracy and exactness of the data in terms of questions being asked (Densombe, 2007:51). Given the nature of this research, the potential for the researcher's being biased due to personal perceptions, assumptions and interpretation existed, hence, the need for interpretative validity. This required the researcher to pay attention to the language and perspective of the respondents during interviews as opposed to the researcher's interpretation of the respondent's' comments. According to Pasteur (2001: 4), policy statements can offer a valuable source of information but should not be too heavily depended upon as proof of practice. At the same time, however, a lack of documented policy should not automatically be viewed as representing a fissure in policy (Pasteur, 2001: 4). The researcher took cognisance of the fact that many policy actors may have other political and personal agendas that may influence their responses in interviews (Pasteur, 2001: 8). As a result, careful consideration was taken when including statements from interviews in this study. The information on the Family Housing Demonstration Programme (FHDP) was obtained from key individuals who were intimately involved with the project itself. Documentation on the National Housing Policy and Housing Allocations Policy was gathered from the National Department of Housing's website, thereby adding to the reliability of the study. Although every effort was made to ensure comprehensive coverage of the most important issues, a possible obstacle to the reliability and validity of this study could be omissions.

### **3.5. POPULATION AND SAMPLE**

The population of this study comprises the residents of Site B Khayelitsha Township. The houses are situated in phases 2 and 3 in Ward 93 of the Khayelitsha Municipality. The study drew respondents from the beneficiaries of the houses which were built from 2012 until 2015. According to Preece (2010:126), the term 'population' does not refer to the population at large, nor even necessarily to humans or indeed animate objects at all. It refers to any whole group of subjects or things which have the characteristics identified for the research purpose. The population is composed of all individuals of interest to the researcher.

#### **3.5.1. Sampling and sampling procedure**

Among the decisions behavioural scientists face when they design research, is the selection of subjects to participate in the study. Researchers can rarely examine every individual in the population relevant to their interests (Leary, 2008:82). It is not feasible to consider each and every individual who is a beneficiary across the entire population. As such, it becomes necessary to establish a sample that is representative of the entire population. Best and Khan (2008:10) explain that the primary purpose of research is to discover principles that have universal application, but in some cases, to study a whole population in order to arrive at generalization, is not possible. Some populations are so large that it would be difficult to measure their characteristics and, when an attempt is made to measure them, it would be difficult to complete it before the population changes.

According to Ray (2008:334) the basic idea behind sampling is to learn about the characteristics of a large group of individuals by studying a smaller group. If all people were equal in every way then it would not matter which individuals the researcher chooses to study out of a large group. The enquirer could use any procedure she/he wished to select as a sample. No matter how individuals are grouped, the results would always be the same. However, people are not the same in every respect, and hence it becomes necessary to find ways of choosing people from the larger group in such a way that the characteristics found in the smaller group reflect those of the larger group.

Here are two identified sampling techniques for sampling individuals from a population, namely; probability and non-probability sampling (Cozby, 2008:130). In

probability sampling, each member of the population has a specifiable probability of being chosen. Probability sampling is very important when one wants to make precise statements about a specific population on the basis of the results of the survey. Non-probability, on the other hand, allows the researcher to define the population. It is cheap and convenient. Mindful of the characteristics of the defined population, its elements and the nature of the research aims, the researcher has elected to use a mixed sampling procedure. Being descriptive in nature, the study focused on purposive-sampling, which Leary describes as the selection of the sample on the basis of the researcher's own judgment, purposive sampling resembles one of the non-probability sampling procedures (Leary, 2010:90).

According to Silverman (2007:129), purposive sampling allows the investigator to choose a case because it illustrates some feature or process in which he is interested. The researcher might be constrained by the limitation of resources or be unable to investigate every existing unit. The researcher must therefore make a practical decision. In this study, the researcher's interest is to obtain the perceptions about community participation in the housing development processes in the township of Site B Khayelitsha Housing among project beneficiaries-inhabitants from 2012 to 2015 regarding the quality of their houses. It was not possible for all 800 beneficiaries to be included in the study due to resource constraints and the feasibility of the study. In order to increase the validity of the study and allow the researcher to make a meaningful generalization of the results, simple random sampling has been used. Simple random sampling resembles one of the probability sampling procedures.

### **3.5.2. Sampling Criteria**

The selection of houses is as follows: through purposive sampling, streets with four or more houses were identified and a list of such streets was drawn in alphabetical order. Thereafter, using random-sampling 10 streets were selected from the list. The researcher randomly selected a number between 1 and 10. From the chosen number every 10th street on the list was chosen until 10 streets had been identified stratified random sampling technique.

In order to obtain a fair representation of the purposefully chosen population, the researcher further applied simple random-sampling. According to Rosnow and

Rosenthal, (2009:225) simple random-sampling means that the sample is to be chosen by a process that will give every member of the population the same chance of being selected. Therefore, simple random sampling was applied in each of the chosen streets in order to select four houses per street. The researcher then randomly selected a number between 1 and 4. From the chosen number each fourth house was selected.

### **3.6. DATA GATHERING INSTRUMENTS**

In this study the researcher used questionnaires and focus group interviews to collect the information from the participants.

#### **3.6.1. Questionnaires**

Fox & Bayat (2007:88) define a questionnaire as a list of questions on a specific topic compiled by a researcher and to which answers and information are required. It is a data collecting instrument, which is mostly used in community research.

Gee (1994:314) states that a questionnaire is a set of questions to be answered by the respondents without the personal aid of an investigator. Ary & Jacobs (1989:44) indicate that, due to the confidential nature of a questionnaire; respondents will give more truthful responses. Ntsholo (2002:27) also asserts that questionnaire is an instrument of research with a special function of measurement. Questionnaires can be used to discover what experiences have taken place and what is occurring at the present (Zwane, 2003:31).

A semi-structured self-administered questionnaire was used to gather information directly from the respondents. . The questionnaire was prepared in such a way that it covered the research questions and the specific objectives of the study. The respondents were presented with statements in the questionnaire and were asked to respond to one of strongly agree, agree, neutral, disagree or strongly disagree. The questionnaire is attached as annexure A. Holmes (2005:143) contends that questionnaires can be used for a wide variety of reasons in small-scale research projects. Unlike in-depth interviewing, questionnaires tend to provide a broad picture of people's experiences and views. All respondents received the same set of questions in an attempt to maintain standardization. The questions were design order to elicit information about the perceptions of the respondents and provide respondents with an opportunity of freedom of expression and elaboration. The

researcher delivered the 100 questionnaires by hand to the residents. The completion and return time line for the questionnaire was agreed upon between the enquirer and the participants beforehand. According to Mitchell and Jolley (2010:467), a semi-structured questionnaire is constructed around a core of standard questions. However, unlike the structured questions, the interviewer may expand on any question in order to explore a given response in greater depth. Like the structured questionnaire, the semi-structured questionnaire can yield accurate and comprehensive data. Mitchell and Jolley (2010:467) explain that a self-administered questionnaire, as the name suggests, is filled out by participants in the absence of an investigator. Self-administered questionnaires have two main advantages. First, they are easily distributed to a large number of people.

Second, they allow anonymity. Allowing respondents to be anonymous may be important if you want honest answers to highly personal questions. Further, using these questions is a cheap and easy way to get honest answers from respondents. Further, Mitchell and Jolley write that using these questionnaires have at least two major draw-backs: Firstly, surveys that rely on self-administered questionnaires usually have a low return rate. Because the few individuals who return the questionnaire may not be the people you tried to survey, you may have a biased sample. Secondly, because the researcher and the respondent are not interacting, problems with the questionnaire cannot be corrected (Mitchell & Jolley, 2010:265). It must be noted that this study applied the purposive sampling procedure, whereby a population of interest was intentionally chosen and therefore limiting the chances of surveying a non- targeted group. The researcher therefore elected to use self-administered questionnaires due to their reliability. They are affordable, relatively quick and have scientific merit.

### **3.6.2. Interviews and Focus Group Discussions**

Focus groups are in-depth exchanges in which groups of participants talk about the topics relevant to a particular set of research objectives (Mitchell & Jolley, 2010.) The in-depth interviews were conducted face-to-face and guided by an interview schedule. The interview schedule is attached as annexure B. They each took no longer than one hour to complete. The interviews (mainly conducted in isiXhosa and English) were audio-taped and then transcribed verbatim to provide an accurate account of each interview (Minichiello, 2009: 75). IsiXhosa questions were translated

into English. Twenty interviews were conducted, mainly with the same people who were respondents to the questionnaire and the ward committee's members. The discussions, like the interviews, were recorded on audiotape for accuracy ( Puchta and Potter 2004: 97) but the researcher took notes with regard to the interaction taking place between the participants. Each focus-group discussion lasted about 35 minutes.

### **3.7. Data Analysis**

Qualitative research concentrates on the study of social life in natural settings. Its richness and complexity means that there are different ways of analysing social life, and, therefore, multiple perspectives and practices in the analysis of qualitative data. There are varieties of techniques because there were different questions to be addressed and different versions of social reality that can be elaborated on (Punch, 2008:194). Once the researcher has completed the data collection, the next step was for him to organise data into a manageable format.

This allowed the researcher to prepare the data for analysis. A structured questionnaire was used to collect primary data from the participants. The questionnaire included statements where participants had to answer either strongly agree, agree, neutral, disagree or strongly disagree. These types of data are referred to as nominal data. The questionnaire contained questions requiring the respondents to answer without a fear. According to Punch (2008:198), qualitative data analysis has three main components: Data reduction occurs continually throughout the analysis. It is not something separate from the analysis. It is part of the analysis. In the early stages, data analysis occurs by editing, segmenting and summarizing the data. In the middle stages it occurs by coding and mending, and associated activities such as finding themes, clusters and patterns. In the last stages it occurs by conceptualising and explaining, since developing abstract concepts is a way of reducing the data. For this study, the researcher employed data reduction as a tool to conceptualise the data collected from the questionnaires.

Individual responses from the respondents were categorised and grouped according to the questions. Where patterns, themes and concepts exist, these have been



identified. Data displays organise, compress and assemble information. Since qualitative data are typically bulky and dispersed, displays help at all stages in the analysis. Displays are used at all stages, since they enable data to be organised and summarised. They show what stage the analysis has reached and they are the basis for further analysis. There are many different ways of displaying data and these include: graphs, charts, networks, diagrams of different types and any other way that moves the analysis forward was appropriate. Drawing and verifying conclusions - the reasons for reducing and displaying data assist in drawing conclusions.

Punch (2008:198) states that drawing conclusions logically follows reduction and the display of data. In fact, it takes place more or less concurrently with them. Conclusions will be in the form of propositions, and once they have been drawn, they need to be verified. During the process of data analysis, the researcher drew conclusions from the data provided by respondents. These will be addressed in detail in the following chapters. The above three components of data analysis involve coding. Coding refers to the recognition of persistent words, phrases and themes within the data for later retrieval and re-sorting of information. According to Babbie and Mouton (2008:28), coding is used to reduce a wide variety of idiosyncratic items of information to a more limited set of attributes composing a variable. These three components provide an overall view of data analysis.

### **3.8. ETHICAL CONSIDERATIONS**

One of the considerations in the collection of primary data concerns ethical considerations. In order to prevent harm to the subjects and to obviate bias, the researcher abided by the ethical guidelines that seek to avoid harm to the respondents or to the organisations (Tshabalala, 2006:28). De Vos (2005:57) defines ethics as a set of moral principles which is suggested by individuals or groups, is subsequently widely accepted, and which offers rules and behavioural expectations about the most correct behaviour towards experimental subjects and respondents, employers, assistants and students.

Neuman (2006:129) points out that ethics in research is a set of principles that reveal what is or is not legitimate to do in research practice. The researcher asked for permission to undertake this study from the South African National Civic

Organisation (SANCO). The overall aims of the study were explained to the target population and their consent was sought for participation in the research project. They were also told that if they wished to pull out at any point in time during the study they were free to do so. All participants were assured that any sensitive data would be kept confidential and their identity would remain anonymous since this study was for academic purposes only. Participants were told that the study was not commissioned by the municipality authorities.

### **3.9. SUMMARY**

This chapter provided a brief summary of research design, methods of data collection, validity and reliability and ethical considerations regarding the technique employed for data gathering, processing and analysis of such data. The research methodology enabled the researcher to establish a road map of how the entire research project should be handled. The chapter focused on the method applied for the study and provided descriptions of, inter alia, data gathering instruments to be utilised, appropriate sampling sizes, the procedure for the study, ethical consideration during data collection and other pertinent aspects necessary to arrive at a logical process for conducting the study. These factors give credibility to the study. The findings of the study and a detailed discussion of results are presented in the next chapter.

## CHAPTER 4

### DATA ANALYSIS AND INTERPRETATION OF THE RESULTS

#### 4.1. INTRODUCTION

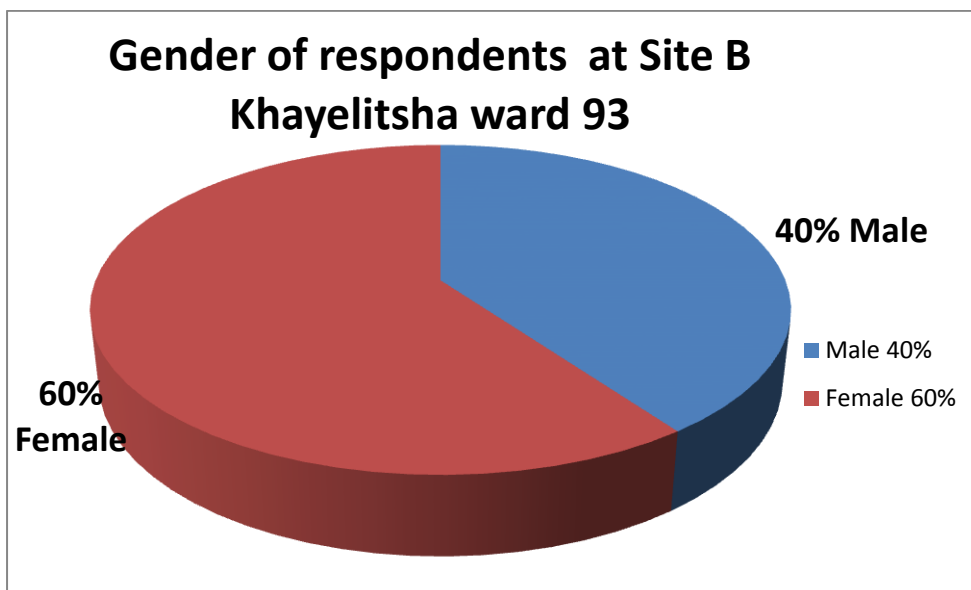
The research methodology followed in this research project was explained in the previous chapter. The purpose of this research is to determine whether the community has been given the opportunity to participate in housing development and take decisions in service delivery. This chapter presents the data that was gathered. and also discusses how the data was gathered from participants. Questionnaires were distributed to the participants and presented in the context of the notional method to community participation. However, tables, graphs and comments were used by the researcher to demonstrating common replies rather than the use of unusual approach. The following are the outcomes of the questions that were used during delivery of questionnaire and focus group discussions.

#### 4.2. BIOGRAPHICAL DATA.

The details of the respondents are provided in the figures below.

##### 4.2.1. DISTRIBUTION OF RESPONDENTS ACCORDING TO GENDER

The figure below indicate the gender of community members of Site B khayelitsha ward 93

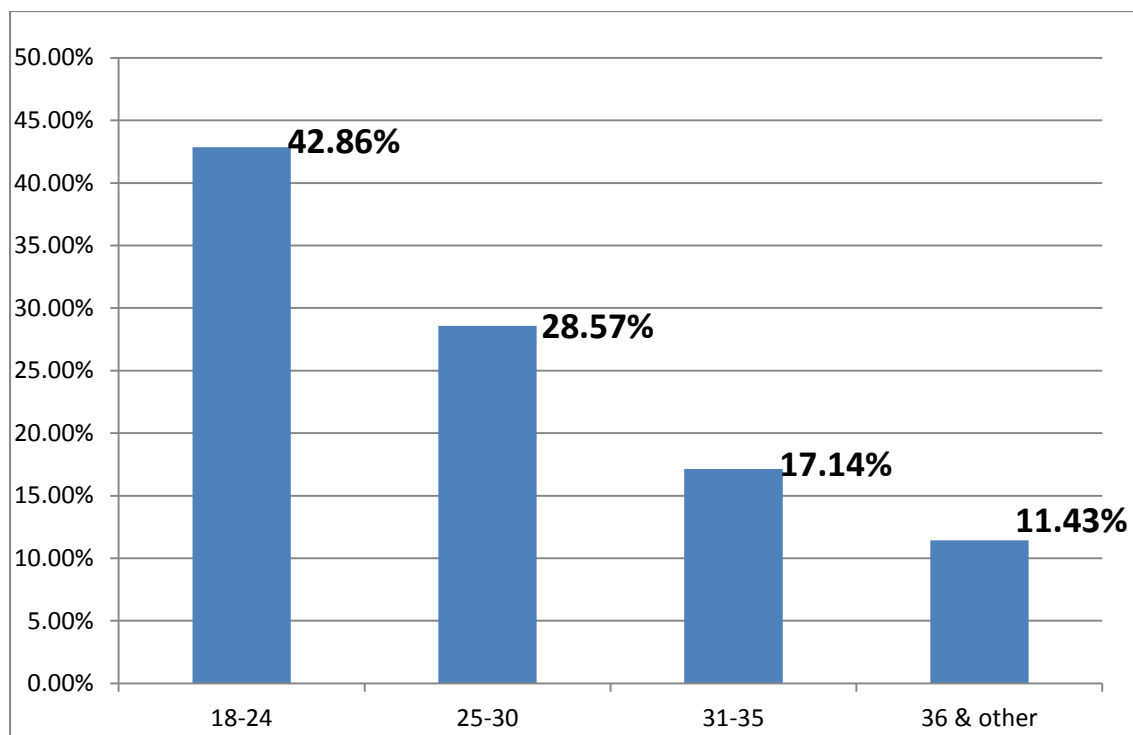


#### **FIGURE 4.2.1. THE GENDER OF COMMUNITY MEMBERS OF SITE B KHAYELITSHA WARD 93**

Figure 4.2.1 demonstrates that within community members of Site B Khayelitsha 60 percent of the participants that took part in the study were females and males were amounted to only 40 percent. According to Integrated Development Plan (2009:9), this evidence indicates the gender imbalance in Site B Khayelitsha community members as it shows that women are more than men by 20 percent. Most of those women are household heads because they are single mothers, widows and the high number of divorce also adds in this majority of female home owners.

#### **4.2.2. DISTRIBUTION OF RESPONDENTS ACCORDING TO AGE**

The figure below demonstrate participants according to the age

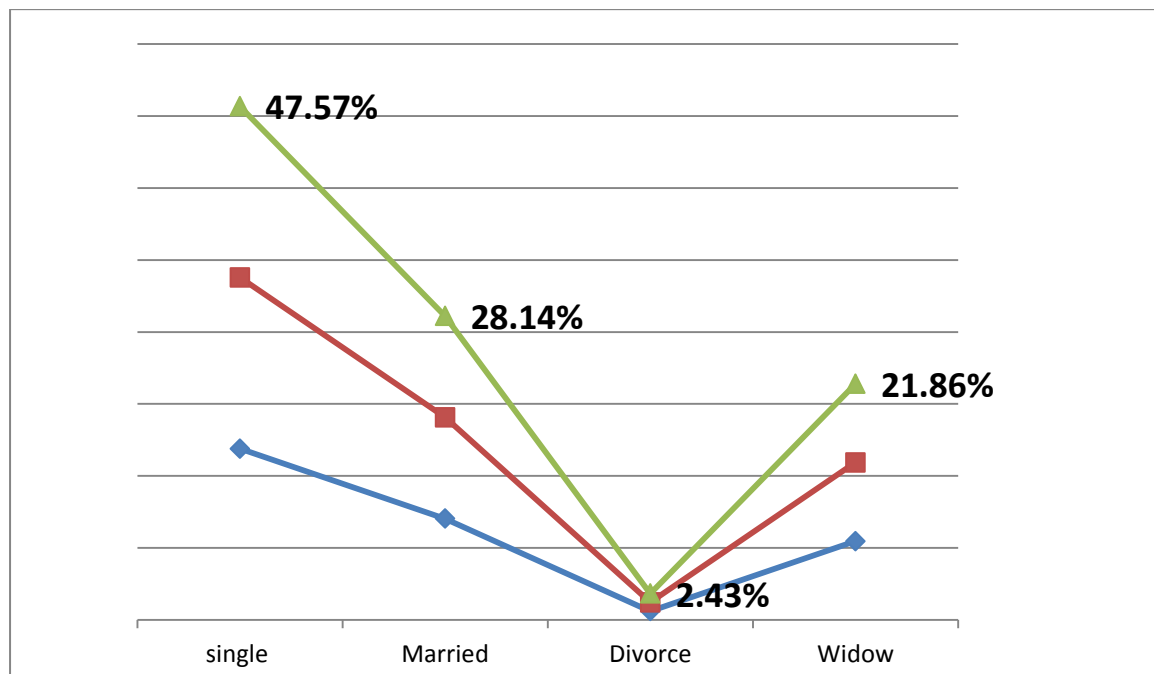


**FIGURE 4.2.2 AGE RESPONDENTS**

The Figure above demonstrates that the participants were divided in four age categories by the researcher to collect information from them. The age of the community that participated in the study diverse among age of eighteen (18) and thirty six years (36) and above, 42.86 percent of community members are among the

ages of eighteen to twenty four years old. Another group of participants were 28.57 percent among the ages of twenty five (25) to thirty (30) years and 17.14 percent was among the thirty one (31) to thirty five (35) years. Finally, 11.43 percent of participants were above thirty six (36) years old. The sample from age group that took part in this study is not equal, this means that information that was collected was not influence by the age. Regardless of this point, however, all the participants gave a positive approach towards community participation regardless of age group.

#### 4.2.3. DISTRIBUTION OF RESPONDENTS ACCORDING TO MARITAL STATUS

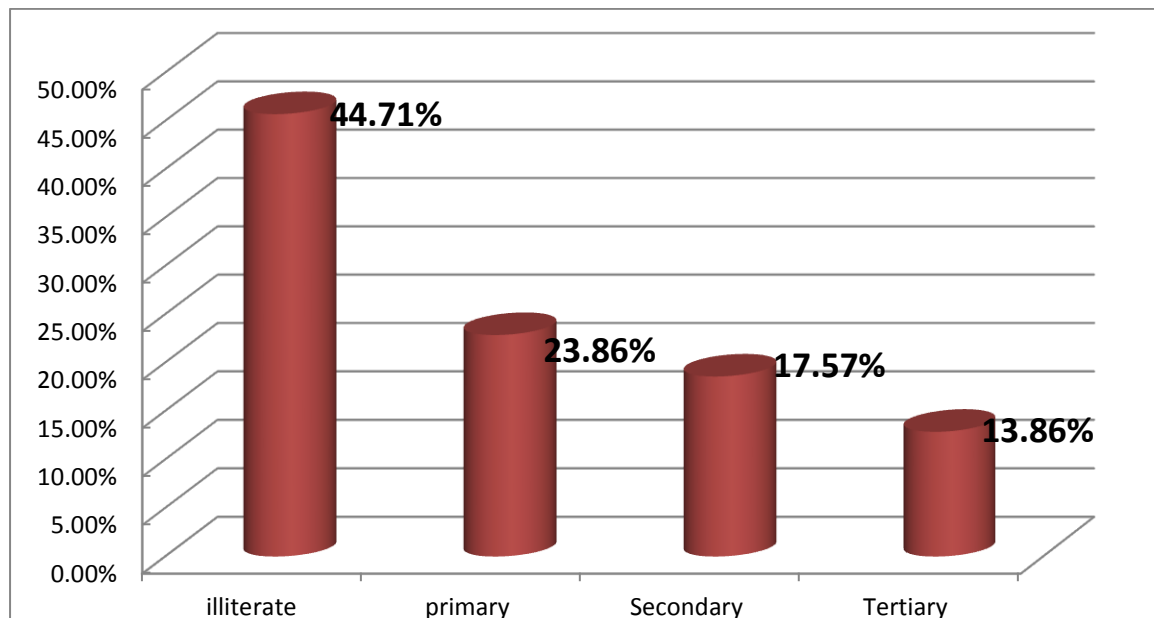


**Figure 4.2.3 RESPONDENTS ACCORDING TO MARITAL STATUS**

The Figure above demonstrates the marital status of the participants within the community of Site B Khayelitsha ward 93. One of the important thing that is seen by the researcher is that these variables also has impact to poor community participation. The total number of unmarried sample is 47.57 percent as reported in the figure above and total number of married sample is 28.14 percent. The total sample of widow is represented by 21.86 percent. Seven (7) 23.43 percent of participants reported that they had been married and due many reasons they were

divorced, particularly as they were young, and they had been in arranged marriages according to their reports.

#### 4.2.4. DISTRIBUTION OF RESPONDENTS ACCORDING TO EDUCATIONAL QUALIFICATION

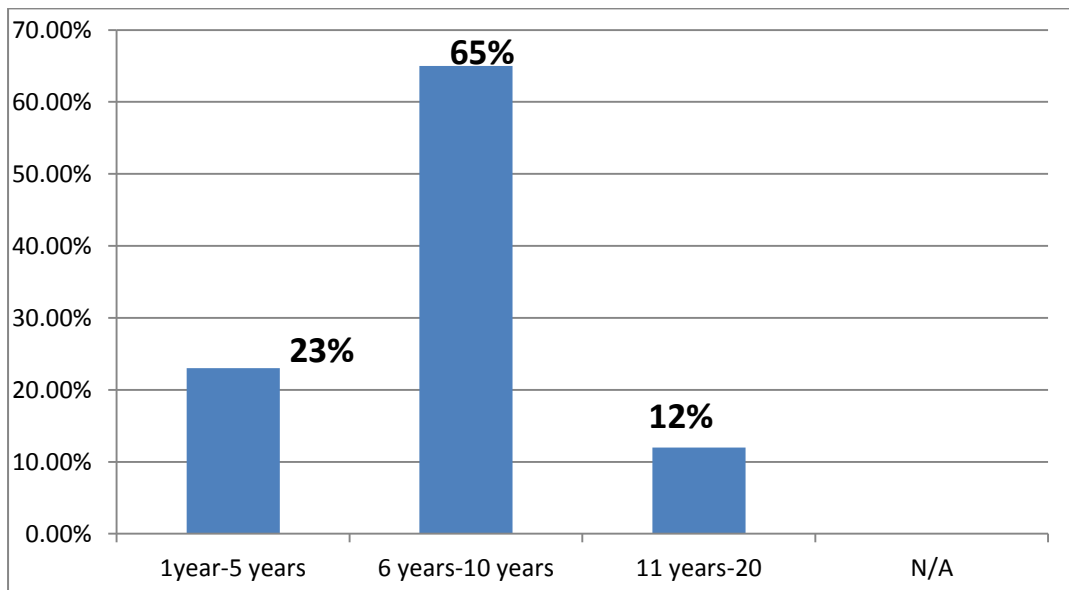


**FIGURE 4.2.4. TO EDUCATIONAL QUALIFICATION**

The figure above demonstrates that forty five percent (45%) of the sample were uneducated. Another twenty-four percent (24%) of the respondents reported that they only manage to get primary education. Also, seventeen (17%) percent of the participants reported that they only manage secondary education.

According to these participants they argue that because of poverty and insufficient funds made it difficult for them to get education in the higher institution. Lastly fourteen percent (14%) of the sample stated that they managed to study at university to obtain certificates, diplomas and degrees. The researcher is aware that education can determine the general standard of living of people. Theron (2005) argues that illiteracy is an obstructing issue in community participation. This is because uneducated people may be side-lined by educated people and technical communication during the community participation process.

#### 4.2.5. DISTRIBUTION OF THE RESPONDENTS ACCORDING TO THE LENGTH OF PERIOD LIVED IN THE AREA



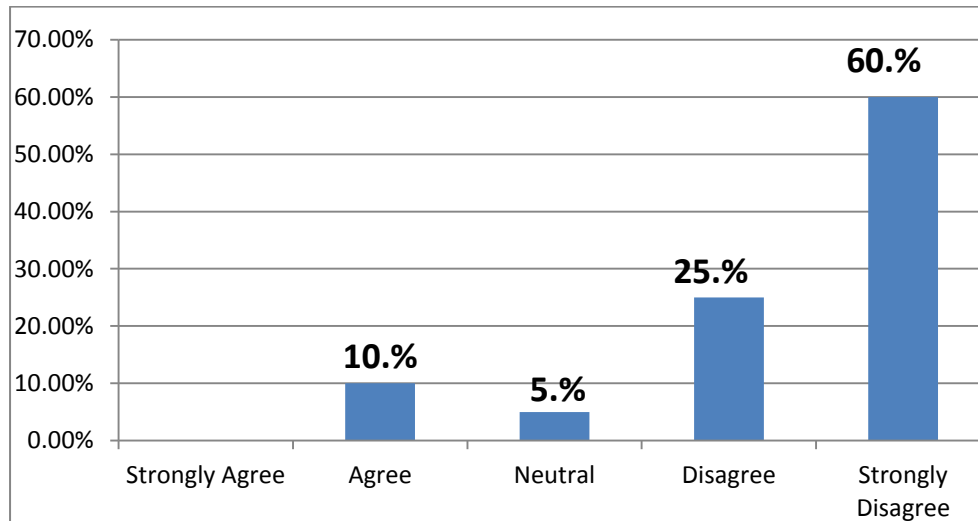
**FIGURE 4.2.5. Duration of living in Site B Khayelitsha**

The figure above demonstrates the length of period lived in Site B Khayelitsha ward 93. Twenty three percent (23%) of participants lived there between one to five years. The majority of the people about sixty five percent (65%) lived there for about six to ten years in that area. Finally twelve percent (12%) lived there between ten and eleven years most of them they started the area themselves, some of them had been removed from Crossroads during apartheid time.

### 4.3. RESPONSES FROM THE COMMUNITY OF SITE B KHAYELITSHA

Community of Site B Khayelitsha respond from the questionnaire and in-depth interviews.

#### 4.3.1. STATEMENT B1: PARTICIPATING IN THE PLANNING AND IMPLEMENTATION OF THE HOUSING DEVELOPMENT PROJECT

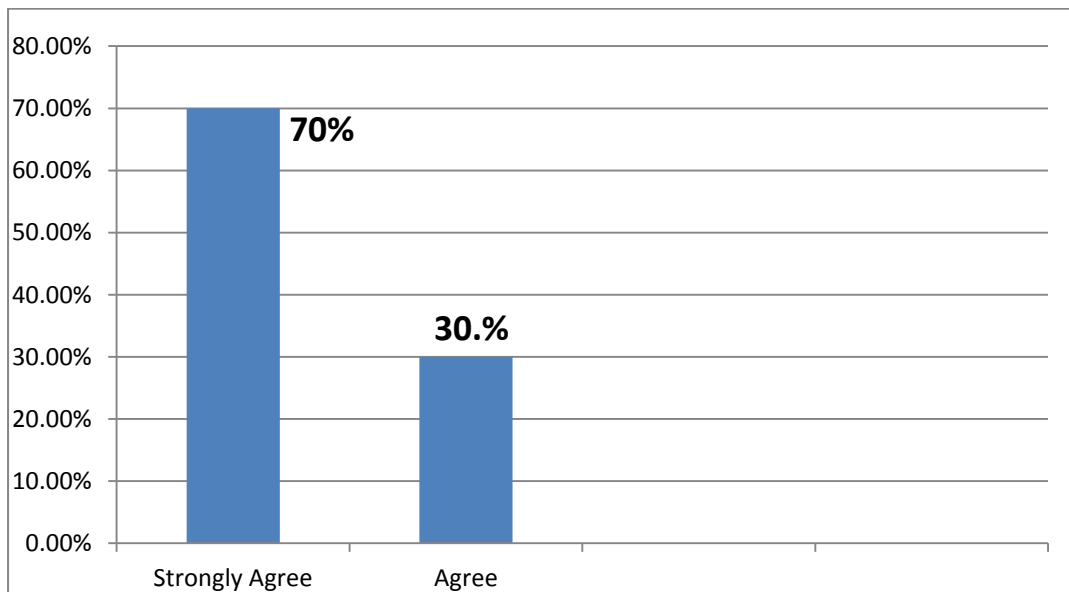


**FIGURE 4.3.1. PARTICIPATING IN THE PLANNING AND IMPLEMENTATION**

Sixty percent 60% of respondents argue that they never participated in the planning and implementation of the housing project. They say government and politicians take decision on how the houses must look like or government design the houses without checking the physical challenges of the beneficiary. Community members were not consulted during the planning stage of their houses in ward 93 for them to explain how the houses should be design in order to meet the physical challenge of some community members. In other houses there are people who use wheelchair and the houses is not design for wheelchair users and there is high steps, that make it difficult for them to go in and out without assistance.



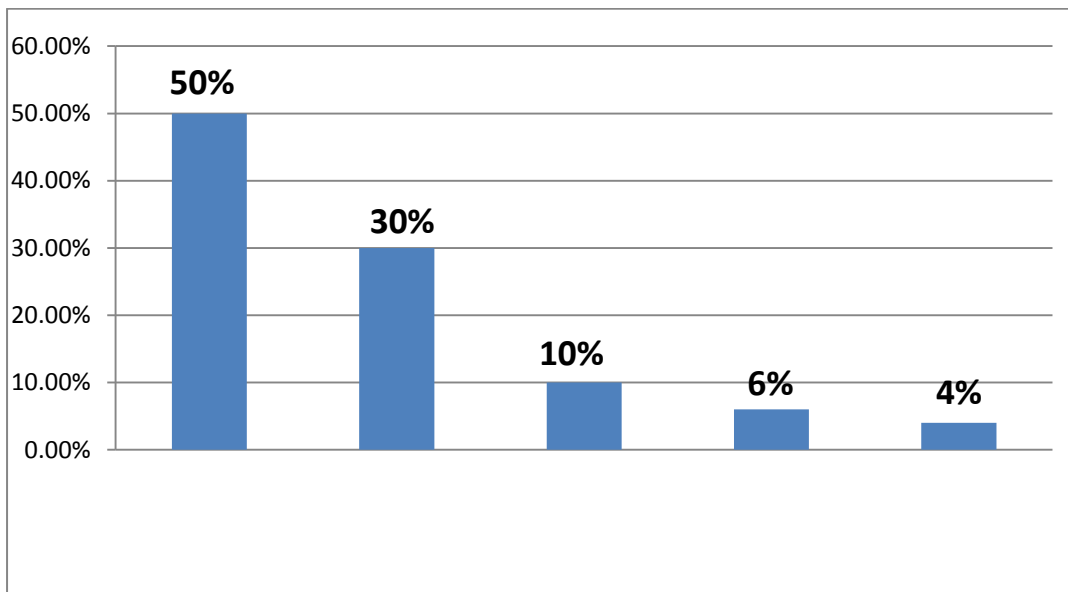
**4.3.2. STATEMENT B2: THE COMMUNITY OF SITE B KHAYELITSHA PARTICIPATED IN THE HOUSING DEVELOPMENT PROJECT FROM THE FIRST STAGE OF THE PROJECT UP TO THE END OF THE PLANNING**



**FIGURE 4.3.2. PARTICIPATED IN THE HOUSING DEVELOPMENT PROJECT FROM THE FIRST STAGE**

The majority of the respondents 70% reported that they did not participate in any stage of the project. They mention that they were unaware of the project. When the project was initiated, community leaders and ward committees did not follow public participation procedures to inform the community members as they would be affected. Other 30% of the respondents said they participated from the first stage of the developments project.

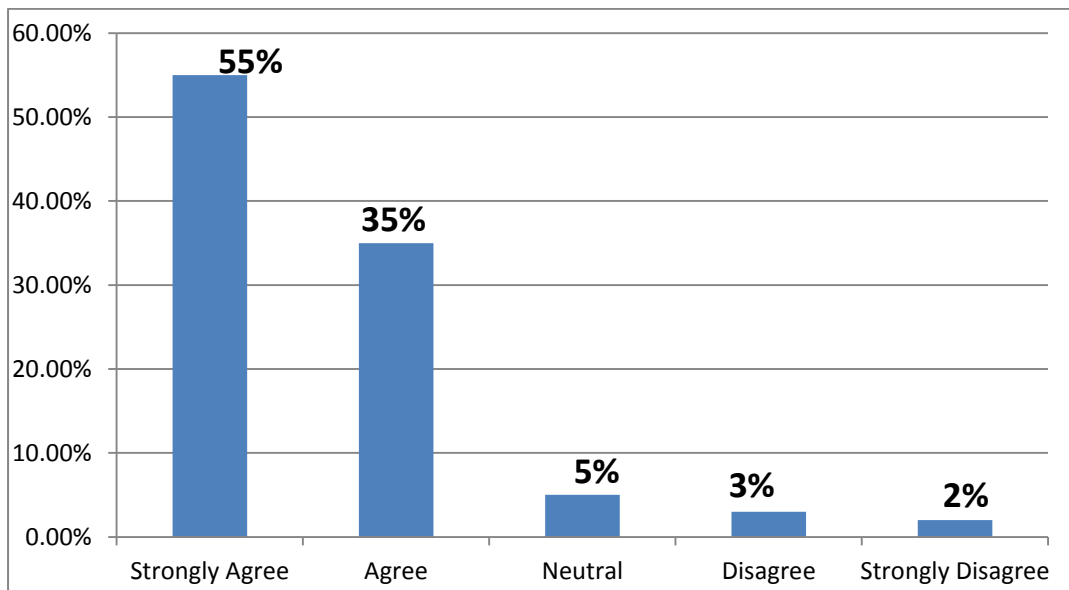
### 4.3.3. STATEMENT B3: THE COMMUNITY HAS THE CAPACITY TO PARTICIPATE



**FIGURE 4.3.3. THE COMMUNITY HAS CAPACITY TO PARTICIPATE**

As reflected in the above figure that fifty 50% respondents strongly agreed that capacity building is still lacking. The community expressed the feeling that they are not capacitated to participate in development processes due to the inadequate knowledge which should prepare them for their responsibilities. They highlighted that there is a need for workshops and training which intends to educate communities why it is crucial to partake in development programmes taking place in the area. It is, therefore, the burden City of Cape Town and community leaders in Site B Khayelitsha to capacitate and empower communities in order to take part in projects and make informed decisions. The respondents claimed that they had never been empowered in the development procedures and project processes. Thirty percent of the respondents agreed about the lacking of capacity , while ten percent was neutral and six percent disagree final four percent strongly disagree. The researcher understands that it is impossible for the Municipality to train all members of the community. The community believes that ward committees are relevant people who should be capacitated with procedures and processes of community development and their participation need.

#### 4.3.4. STATEMENT B4: UNDERSTANDING THE NEED TO PARTICIPATE IN COMMUNITY DEVELOPMENT PROJECTS



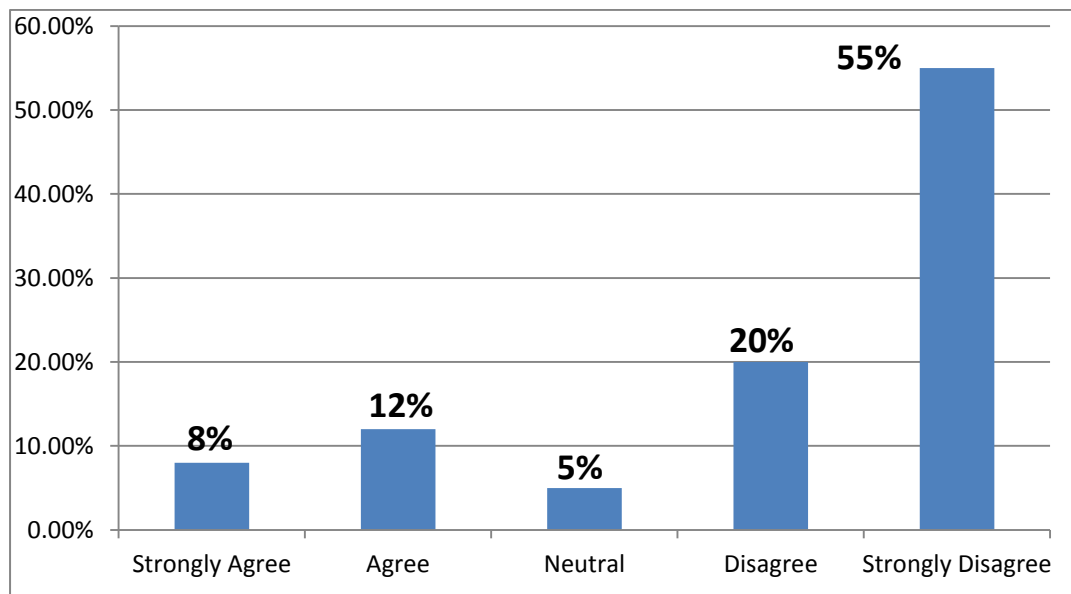
**FIGURE 4.3.4. UNDERSTANDING THE NEED TO PARTICIPATE**

The figure above demonstrate that fifty five (55%) of the respondents strongly agreed that they understand the need to participate .Community argued that they have knowledge about the process of community participation in development whereby community members are involve in decision-making process in development programmes. According to Theron (2005), community participation is the route of educating people by empowering them and developing their skills and abilities so that they can negotiate with the community developers, in order for them to make their own decision about their needs.

Thirty five percent (35%) of respondents agreed they understand community participation as a system where majority of community members were actively participated in projects, and where community is taking stand to better their standard of living. Sproule (1996), argues, that community participation is the process of giving people more opportunities to participate effectively in development activities, empowering people to mobilise their own capacities, be social actors rather than passive subjects, manage resources, make decisions and control the activities that affect their lives. Five percent 5% did not want to give their opinion about their understanding of community participation in development project. This is the sign that shows little knowledge about community participation in housing

development projects by some of the members of community. Three percent (3%) disagreed while the two percent (2%) strongly disagreed that they don't understand the need of participation because the authorities take decision for them.

#### 4.3.5 STATEMENT B5: RESPONSES ABOUT ATTENDING OF COMMUNITY MEETINGS



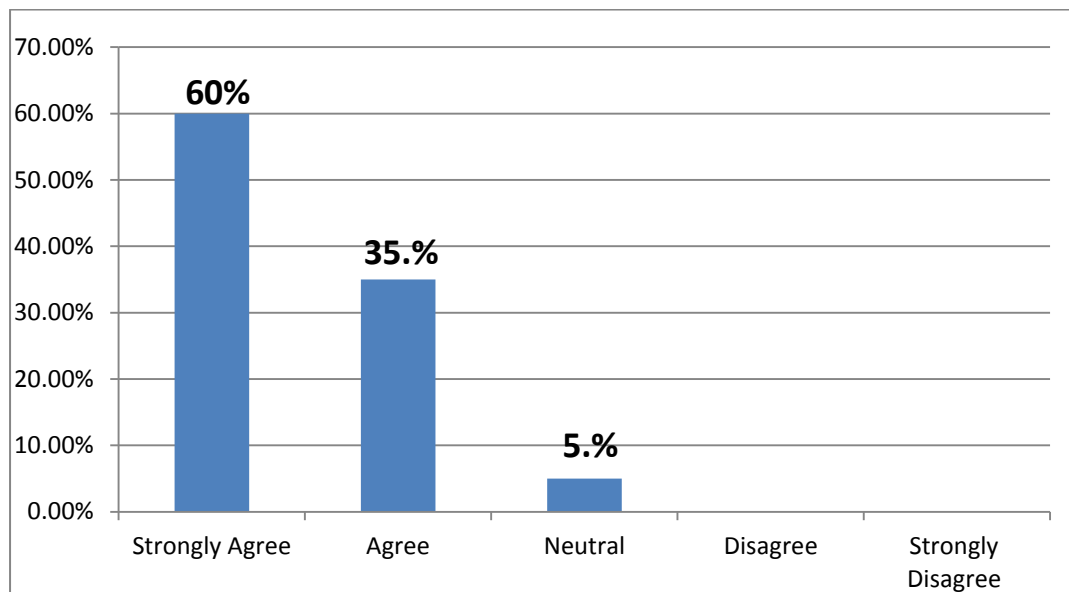
**FIGURE 4.3.5 RESPONSES ABOUT ATTENDING OF COMMUNITY MEETINGS**

The majority of the respondents within the community members of Site B Khayelitsha ward 93 have mixed feelings about attending meetings regarding community participation. Fifty percent (55%) are strongly disagree and reported that they did not attend community meetings. They reported that they were busy with their personal matters that they work till late and due to the transport it is impossible for them to attend meetings. They reported that most meetings take place in the evenings and due the crime rate some are scared to be out of their home. Sometimes the meeting is early on Sunday. They reported that it is also difficult because they go to the church at that time .Twenty percent (20%) of participants agreed is not easy for them to attend meetings since the actions of community leaders discourage them to attend meetings. Most of time their views are not taken into consideration if they raised views on the matter affecting they leadership they tend to dislike you ,even if you raised your hand they don't give you opportunity to

speak because they will assume that you will be against them. They also reported that in the meetings you need to be a member of the ruling party, if you are not, it will be not easy for your view to be considered they label you as a right wing or opposition.

Five percent of respondents didn't want to comment on the matter of attending meetings Twelve percent (12%) agreed that they attend the community meetings regarding the development but they are not involve in decision making about their needs officials come to them with the conclude decision they don't open debate in order for the community to express their views about their needs. Eight percent (8%) of the respondents reported that they attended the meetings because they benefitted from those meeting is where they discuss their needs and elect their representatives of their choice.

#### 4.3.6. STATEMENT B6: THE WAYS OF ENCOURAGING COMMUNITY PARTICIPATION IN HOUSING DEVELOPMENT

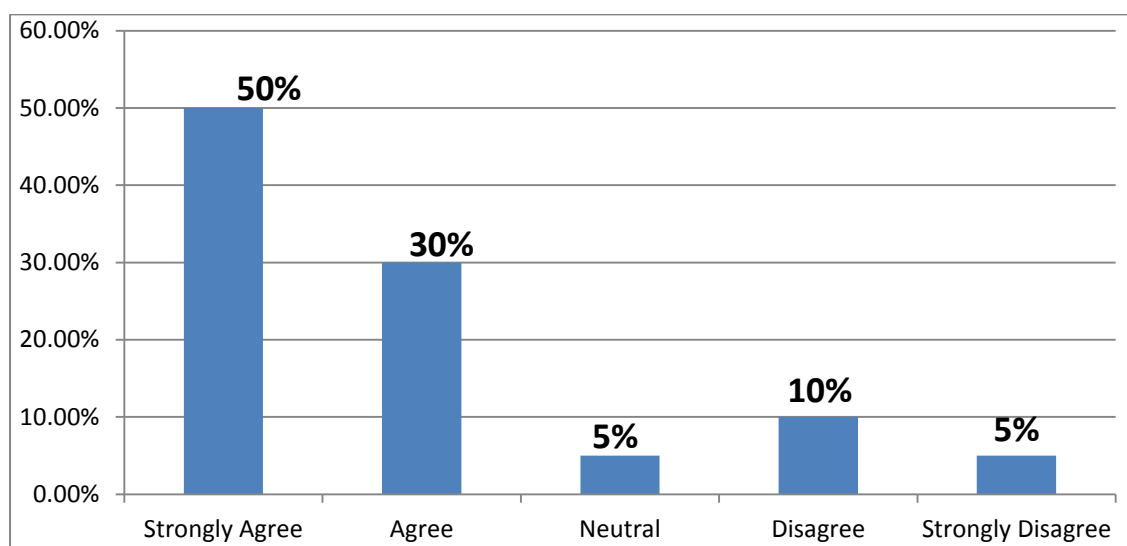


**FIGURE 4.3.6. ENCOURAGING COMMUNITY PARTICIPATION**

Respondents suggested different ways of encouraging community participation in their area. Community participation must be more than policy statement - there must be genuine commitment to encourage participation in all aspects and at levels of development rather than merely having a policy. Forty five (45%) of respondents

strongly agree that community leaders should create platforms for open discussions. Nampila (2005) supports the assertion that in South Africa citizen participation means the essence of democracy; therefore, conditions should be created under which collaborative dialogue can occur around issues that are critical to the community. Thirty five percent (35%) of respondents agreed that effective communication between local community and municipality officials could improve community participation in their area. They emphasise that engaging local community in planning and development of projects should also ensure their participation. Nampila (2005) reports that the most important action the municipality officials can take to encourage community participation is to welcome local people to contribute to the activities which are planned and to be implemented. Furthermore, the United Nations (1981) agrees that community participation creates opportunities which enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. Finally five percent (5%) of respondents was neutral about the ways of encouraging community participation in housing development.

**4.3.7. STATEMENT B 7: THE MEMBERS OF SITE B KHAYELITSHA COMMUNITY BENEFITED FROM THE HOUSING PROJECT**



**FIGURE 4.3.7. COMMUNITY BENEFITED FROM THE HOUSING PROJECT**

The majority of the respondents fifty percent (50%) they strongly agreed that they benefited greatly from participating in housing development in Site B khayelitsha. In this project the response was that the community members have directly and indirectly benefited from being part of this development projects. Most of them own houses for the first time in their lives.

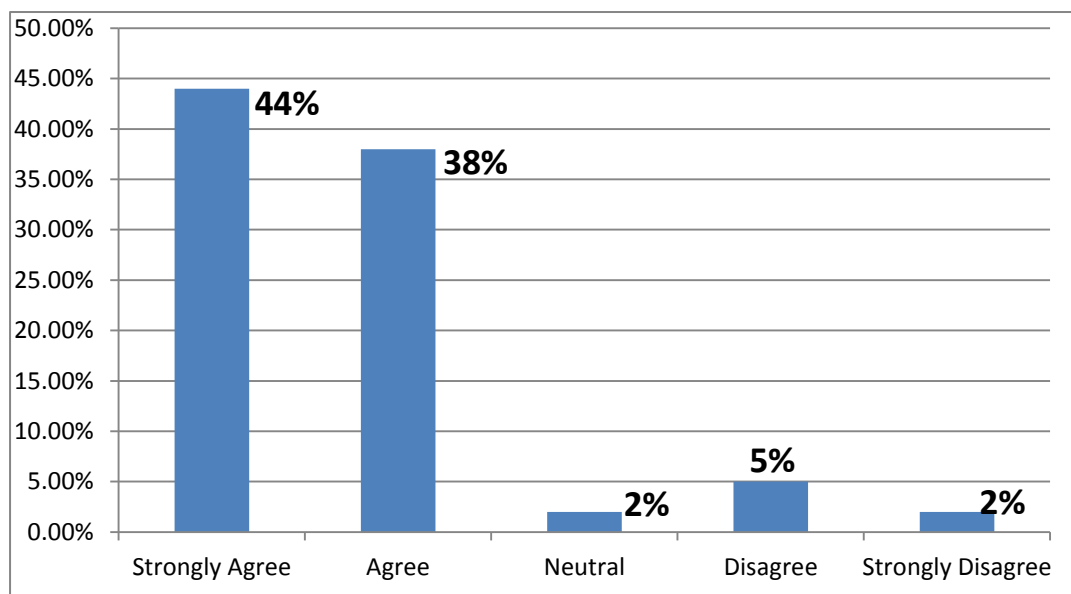
They managed to get jobs through their participation and also learnt different skills like which will pull through towards life sustainability, this includes infrastructural development which comprises of construction of houses, electrification of houses, and plumbing of clean water and the improvement of basic services. Their participation benefited them to share constructive ideas with their peers and reduce poverty and crime rate in the area. Thirty percent agreed that they benefitted in housing development and five percent was neutral. The findings illustrate that ten percent (10%) of the community members disagreed and (5%) strongly disagree and did not benefit from the projects due to mutual interest.

#### **4.3.8. STATEMENT B8: REASONS FOR NOT PARTICIPATING IN COMMUNITY DEVELOPMENT PROJECTS**

The participants gave different reasons that prevented them from participating in development programmes. Thirty one percent (31%) of participants indicated that they could not participate due to work-related issues. Seventeen (17%) percent of participants reported that there is lack of project sustainability in that area. Eight (8%) percent of respondents reported that lack of information about community participation is the reason that makes it difficult for them to participate in community housing development. Twenty one percent (21%) of respondents reported that Political interference and conflicts among community members is the big challenge is that if you do not belong majority party your views will be not be supported. They also complain that in the absence of your party representation your name can be removed from the list. Some of community members explain that due to corruption you find that most of the people that benefited from the project they don't even belong to that ward. You must belong to certain party for your views to be supported in the meetings. Twenty three percent (23%) of participants reported that the lack of resources such as finance is the big problem that obstructs them to participate in developments. According to Kumar (2000) community participation sometimes is

time-consuming and can delay the progress in the early phases of the field work by delaying the success of physical and financial targets. Nekwaya (2007) agrees that community participation can be used by politicians to settle political score. Kakumba and Nsingo (2008) declare that lack of knowledge in development projects happened as a result of low level of education and poor management abilities. Indeed these points fairly affect the communities in Site B Khayelitsha because of the low level of education.

#### 4.3.9. STATEMENT B9: FACTORS INFLUENCING COMMUNITY PARTICIPATION



**FIGURE 4.3.9. FACTORS INFLUENCING COMMUNITY PARTICIPATION**

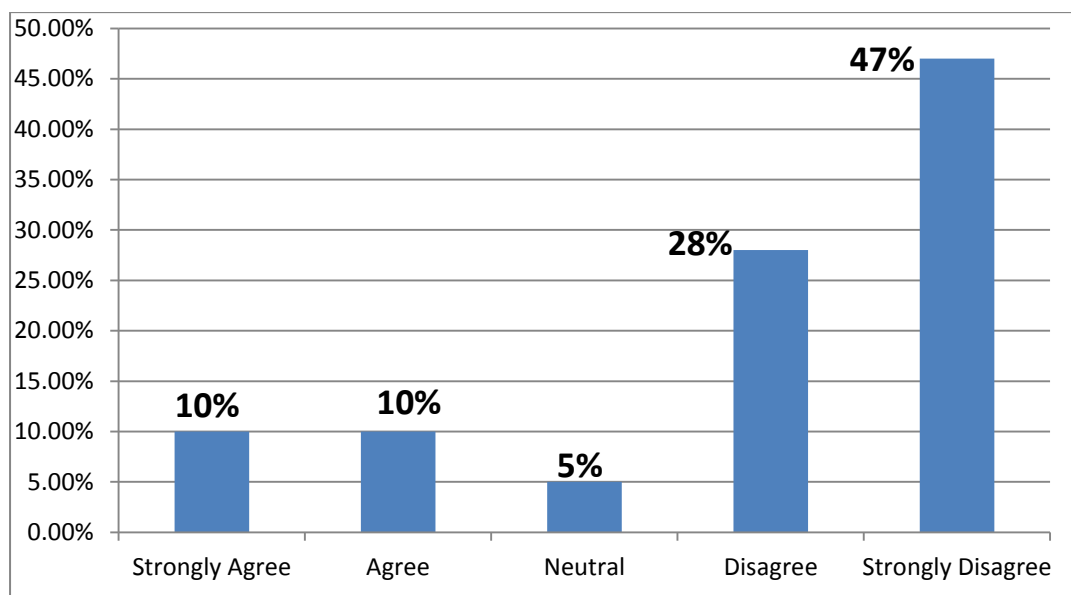
The figure above shows that forty four percent (44%) of participants strongly agreed and stated that the main challenge that prevents them from participating in community housing development is the lack of information. This statement is supported by Dukeshire and Thurlow (2002) that communities in townships felt that there is lack of access to information and Batho Pele principles is not practise by council officials to give community access to information about government programmes and development.

Thirty eight percent (38%) of participants agreed that time is other challenge, participants argues that these community projects are taking much of their time, respondents thinks that the processes should happen fast although steps need to be taken. Political interference is also a big challenge that prevents community from



participating in developments. Participants also explain that insufficient support from other communities also discourages community participation. Two percent (2%) was neutral and five percent (5%) disagree about factors influencing community participation and two percent strongly disagree

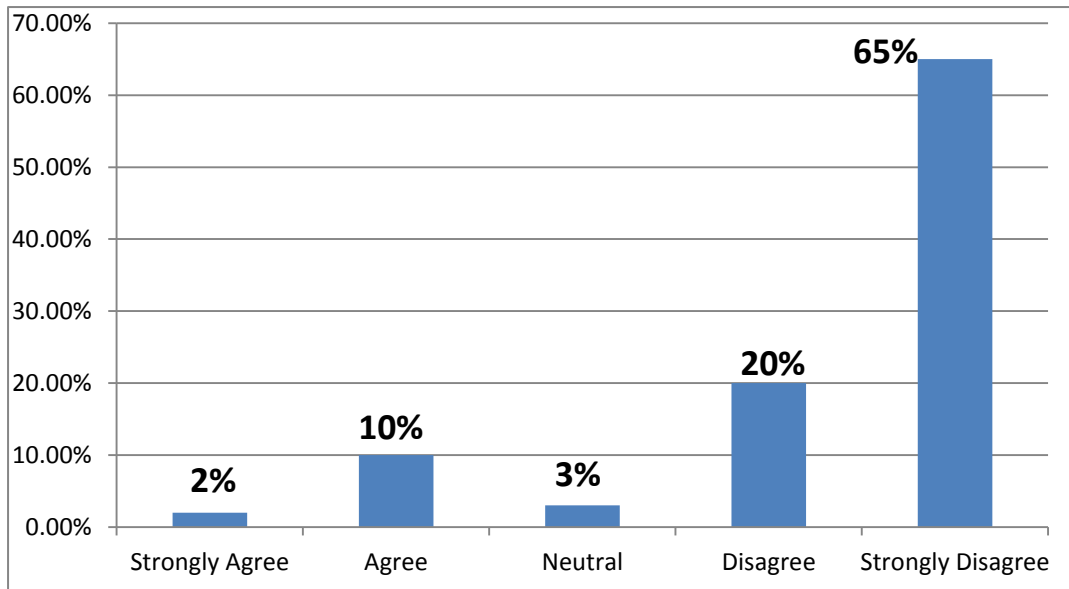
**4.3.10. STATEMENT B10: THE COMMUNITY OF SITE B KHAYELITSHA DOES ACCESS THE INFORMATION ON HOUSING DEVELOPMENT PROJECTS EASILY**



**FIGURE 4.3.10. ACCESS THE INFORMATION ON HOUSING DEVELOPMENT**

The majority of respondents forty seven percent 47% strongly disagreed and felt they were discriminated against because when they asked relevant people they could not get any straight answers. They felt that people involved the project had hidden agendas and information was not provided until members of the community decided to show their anger in a number of protests. Twenty eight percent 28% disagreed saying it is not easy to access information. Five percent (5%) was neutral ,ten percent 10% agreed that they could access information, while another ten percent 10% strongly agreed.

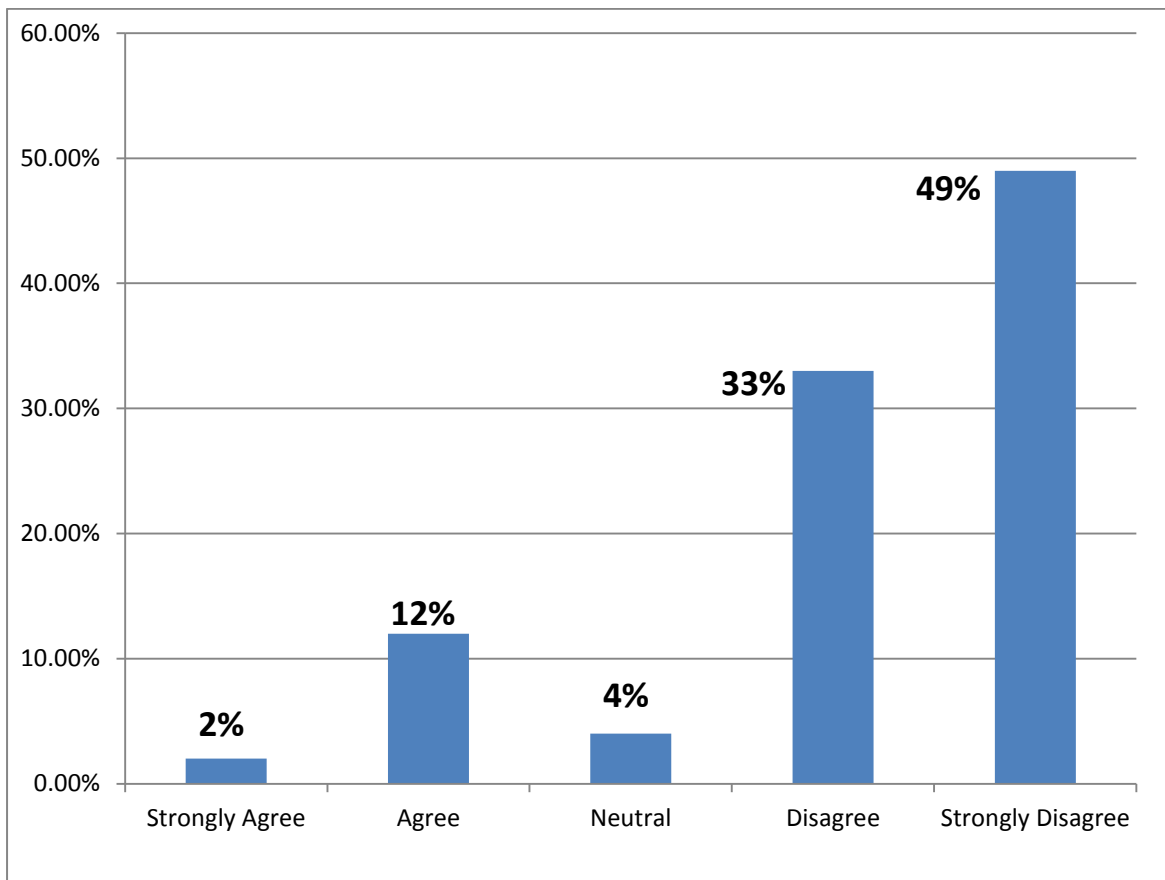
#### 4.3.11 STATEMENT B11: THE COMMUNITY OF SITE B KHAYELITSHA IS SATISFIED WITH PEOPLE WHO SERVE ON THE PROJECT COMMITTEE



**Figure 4.3.11. SATISFIED WITH THE PROJECT COMMITTEE**

The majority of the respondents sixty five percent (65%) strongly disagreed and indicate that they are not happy, because they were not involved. The respondents were not given the right to elect who should represent the community. Twenty percent (20%) disagreed with the committee members while three percent (3%) was neutral. Ten percent (10%) agreed they were very satisfied with the committee members, finally two (2%) percent strongly agreed.

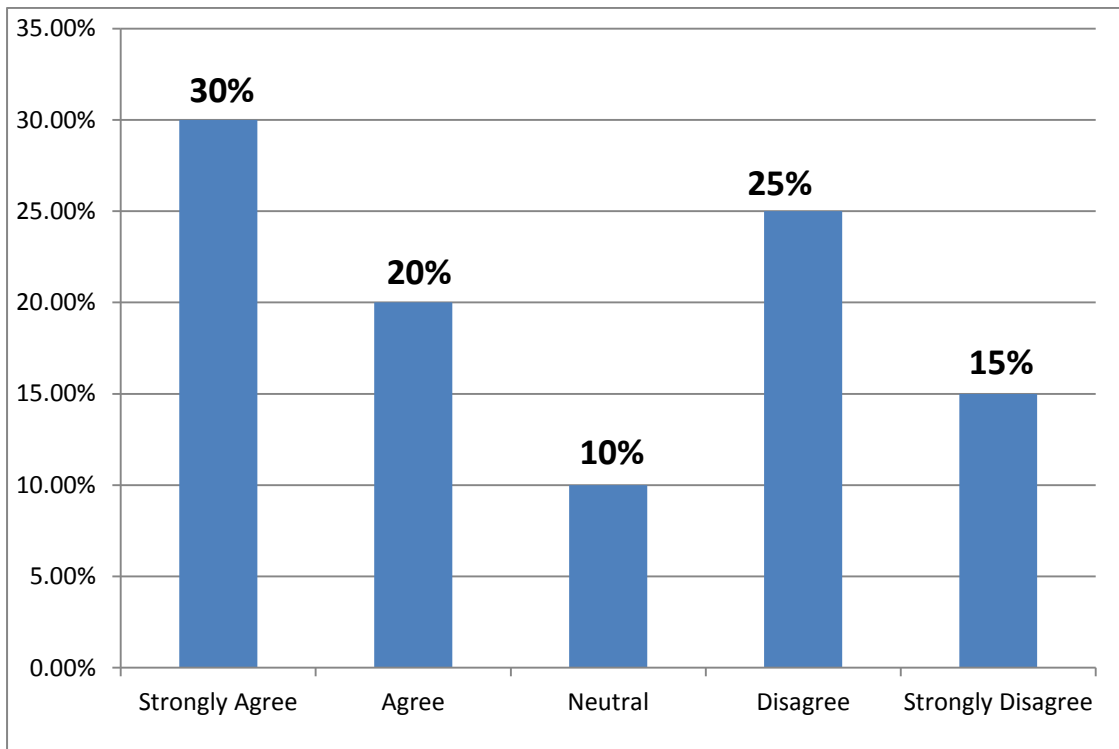
**4.3.12. STATEMENT B12: MEMBERS OF SITE B KHAYELITSHA COMMUNITY KNOWS HOW MANY MEMBERS SERVE ON THE COMMITTEE**



**FIGURE 4.3.12. KNOWS HOW MANY MEMBERS SERVE ON THE COMMITTEE**

The figure above illustrate that forty nine percent 49 % of the respondents strongly disagreed because they think if members from the community served them they should be aware of the number. Thirty three percent 33% disagree and four percent was neutral .Twelve percent agreed that they know how many members are serving in the committee, finally two percent strongly agreed.

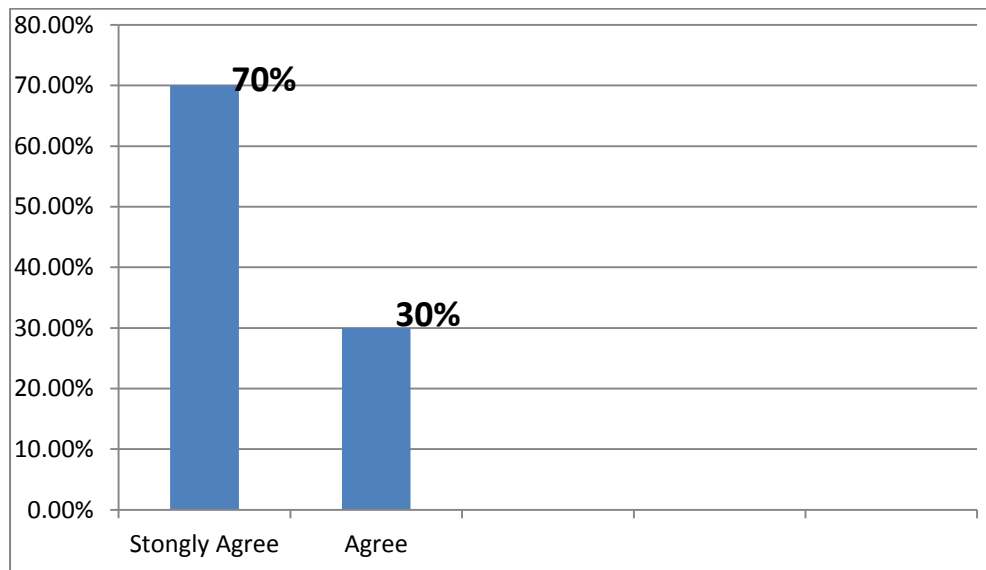
**4.3.13. STATEMENT B13: THE MEMBERS OF SITE B KHAYELITSHA COMMUNITY KNOWS WHO ELECTS THE PROJECT COMMITTEE FOR HOUSING DEVELOPMENT**



**FIGURE 4.3.13. COMMUNITY KNOWS WHO ELECTS THE PROJECT COMMITTEE**

The majority of respondents 30% strongly agreed that they knew who elected the project committees. The councillor did not make any effort to communicate with the community members. However, twenty percent (20%) agreed, because they knew that the project committee was elected by members of the community. Ten percent (10%) was neutral and twenty five percent (25%) disagreed by saying they were not involved in the election of the committee and fifteen percent 15% strongly disagreed.

#### 4.3.14. STATEMENT B14: RESPONSES ON ACHIEVING MEANINGFUL COMMUNITY PARTICIPATION

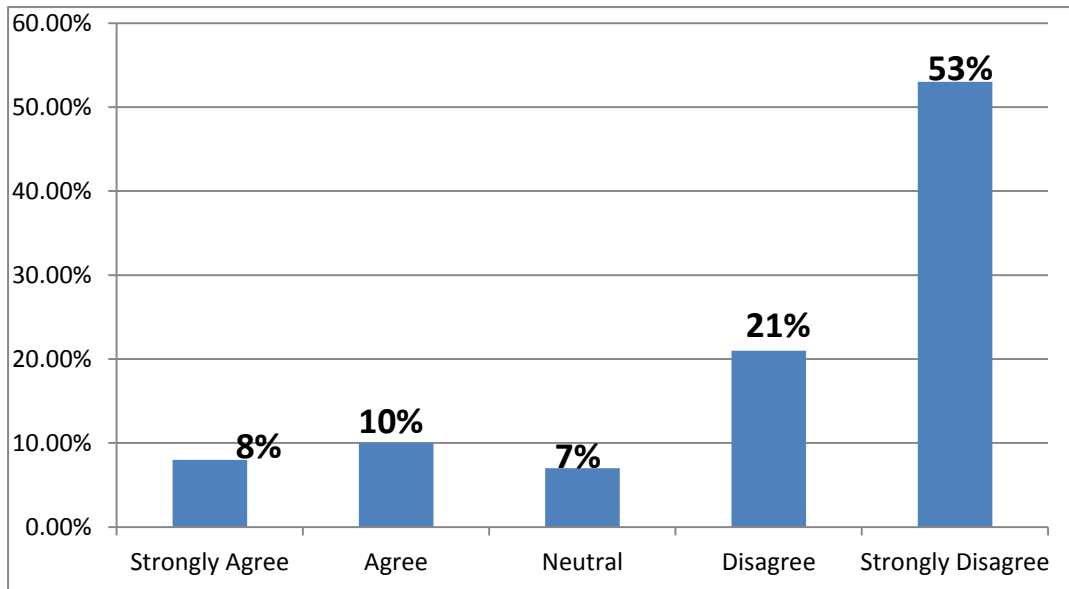


**FIGURE 4.3.14. ACHIEVING MEANINGFUL COMMUNITY PARTICIPATION**

Seventy percent of respondents (70%) strongly agreed that community participation is about the active involvement of all community members in housing development processes. Community members reported that community participation is about extending democracy and give people a chance to take decisions on their own development route and take full ownership of community projects. Thirty percent (30%) of the total sample reported that for local government systems to be free of a violent and angry community.

According to Mathekga, 2000, if this is the case, people are able to feel ownership and a sense of affinity for the system, beyond merely viewing local government as an engine for service delivery. The system should not only provide material services; but political services by drawing participation from within communities. Participatory democracy is not about being at the receiving end of democracy, but being an active participant in the process.

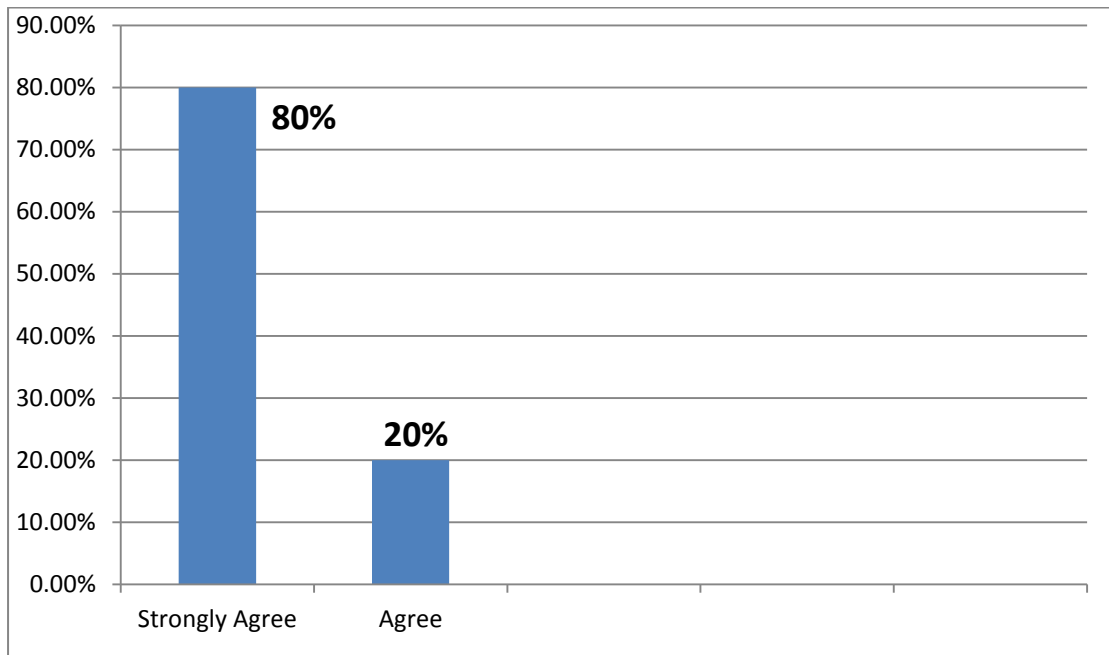
#### 4.3.15. STATEMENT B15: I PARTICIPATE IN PROJECTS AND PROGRAMMES WHICH ARE TAKING PLACE IN MY AREA



**FIGURE 4.3.15.PARTICIPATE IN PROJECTS AND PROGRAMMES**

The figure above demonstrates that fifty three percent (53%) of the total sample strongly disagreed and does not participate in development projects. Twenty one (21%) of the total disagreed on participation in projects, seven percent was neutral about participating. Ten percent (10%) of the total sample partake in development initiatives, finally eight percent (8%) strongly agreed. However, Raid (2000) appeals that democratic policies state that community activities are not considered to be the special vicinity of the knowledgeable few, perhaps the same elite leadership who always run community affairs, but it is the business of everyone in the community.

#### 4.3.16. STATEMENT B16: UNDERSTANDING THE SIGNIFICANCE OF COMMUNITY PARTICIPATION IN DEVELOPMENT PROCESS

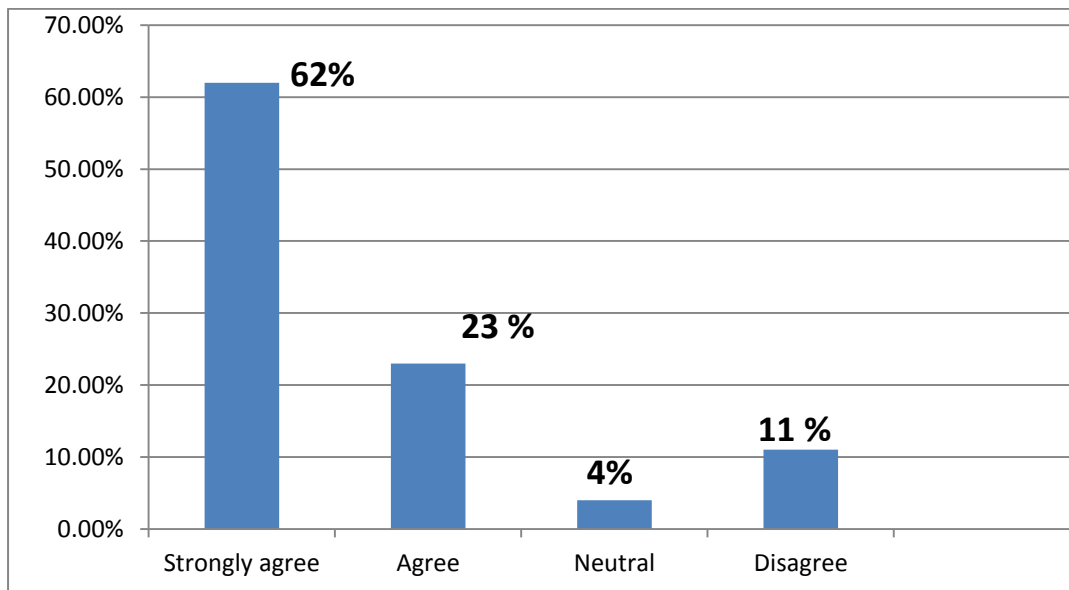


**FIGURE 4.3.16. UNDERSTANDING THE SIGNIFICANCE OF COMMUNITY PARTICIPATION**

The figure above shows that eighty percent (80%) of respondents strongly agreed that community participation in development processes is very significant and appreciated by all community members in Site B Khayelitsha. Twenty (20%) of participants explain that community participation forms local ownership and improve sustainability of development projects.

According to Theron (2005), community members take care of projects that are created by themselves than those started by council officials. While Mathekga (2000) stated that involving the community in the projects may increase local ownership of projects and enhance a sense of responsibility for maintaining services provided by projects. These aspects are both essential for durability and continuity of development projects. Then, capacity building was noticed as important factor of community participation. Community participation may increase awareness of knowledge and capacities, may improve the ability to negotiate with authorities with regard to development processes and increase approachability to conflicts within the community.

#### 4.3.17. STATEMENT B17: RESPONSES ON EFFECTIVENESS OF COMMUNITY PARTICIPATION IN DEVELOPMENT



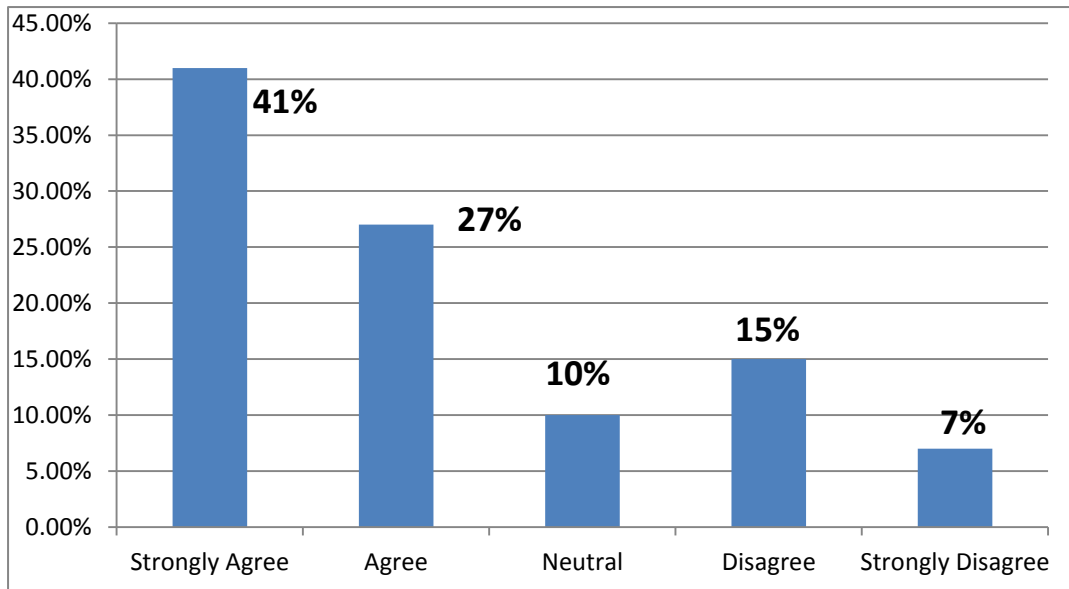
**FIGURE 4.3.17. EFFECTIVENESS OF COMMUNITY PARTICIPATION IN DEVELOPMENT**

The figure above illustrate that sixty two percent (62 %) of the respondents strongly agreed that effective community participation can improve community development in housing process at Site B Khayelitsha. Twenty three percent (23%) of the respondents agreed that when the community is working together as a team it can be easily to reach the goal they have regarding housing development. Four percent (4%) of the respondents they did not want to comment about effectiveness of community, because they did not understand effectiveness of community participation in housing.

Eleven percent (11%) disagree, community does not benefit in their involvement. This happened because some community leaders used community participation in housing development process to push their own agendas, other than community needs. Community participation platform is abused by community leaders and politicians by trying to settle political score.



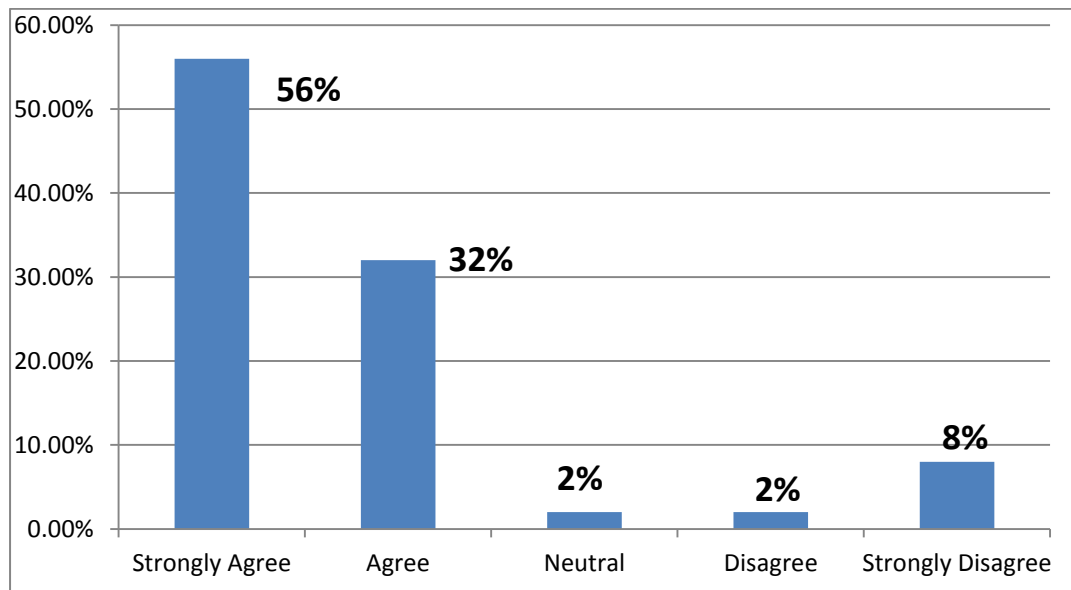
#### 4.3.18. STATEMENT B18: RESPONSES ACCORDING TO LEVEL OF COMMUNITY PARTICIPATION



**FIGURE 4.3.18. LEVEL OF COMMUNITY PARTICIPATION**

The figure above shows that forty one (41%) of the respondents strongly agreed that they participated in all levels of implementation process of the housing development, they reported that they were involve in the planning process of development projects. Twenty seven (27%) of participants also reported that they were involve in decision-making process representing, ten percent was neutral. Fifteen percent (15%) of the respondent disagree and stated that they did not participate in any level of housing development in Site B Khayelitsha ward 93. Seven percent of the respondents strongly disagreed.

#### 4.3.19. STATEMENT B19: COMMUNITY PARTICIPATION IN HOUSING DEVELOPMENT ENSURES SUCCESS

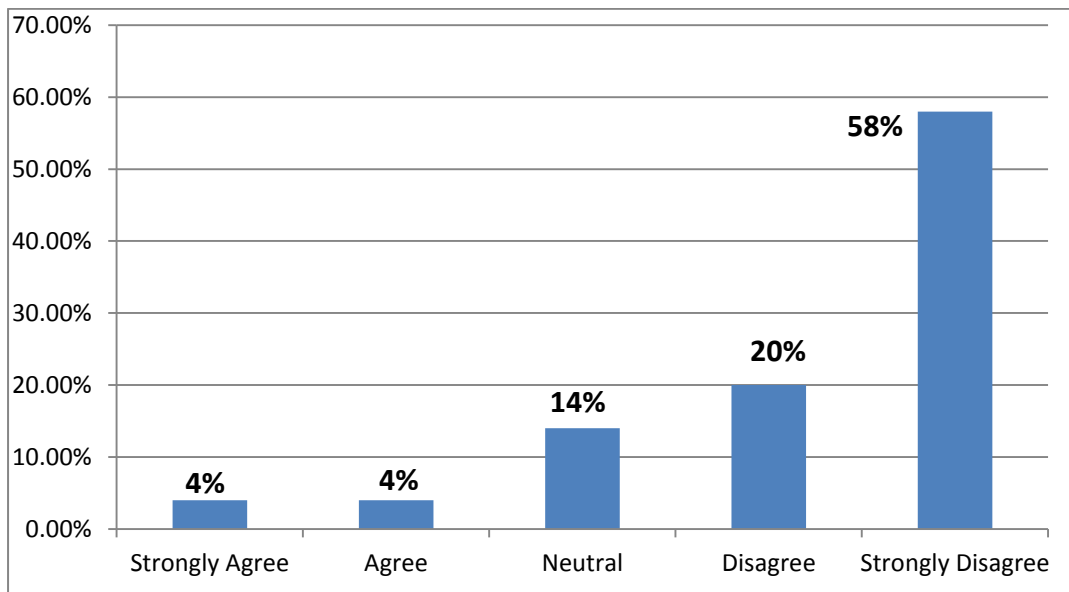


**FIGURE 4.3.19. PARTICIPATION IN HOUSING DEVELOPMENT ENSURES SUCCESS**

Fifty six percent (56%) of the respondents strongly agreed that it is the factor that ensures success in projects like the Housing Project. Thirty two percent (32%) agreed, two percent (2%) were neutral, (two 2%) disagreed, and eight percent (8%) strongly disagreed with the statement.

The majority strongly agreed, they maintain that if community participation is handled in a proper manner regarding a housing project, the project providers and government would experience a major success of those projects. This means that communities are more cooperative in developments that are concerning them more especially in the housing projects because they regard it as basic needs.

#### 4.3.20. STATEMENT B20: I AM AWARE OF THE EXISTING NATIONAL HOUSING POLICIES OF COMMUNITY PARTICIPATION



**FIGURE 4.3.20. AWARENESS ON HOUSING POLICIES**

The figure above shows four percent (4%) of the respondents strongly agreed that they are aware of the National Housing policies, four (4%) agreed, fourteen (14%) were neutral, twenty (20%) disagreed, and fifty eight (58%) strongly disagreed with the figure. The majority of the respondents are not conversant with the housing policies.

#### 4.3.21. COMMUNITY OF SITE B VIEWS REGARDING COMMUNITY PARTICIPATION

The community is of the opinion that when government initiates projects that affect the community the process should involve the community. The community should be able to participate in the decision making process. Information can be disseminated in the form of community newsletter, indaba and imbizo. Community participation should lead to empowerment of community.

#### **4.4. RESPONSES FROM IN-DEPTH INTERVIEWS**

##### **4.4.1 Question: What are the main problems that prevent community members to participate in development projects?**

Community members consider lack of education and lack of access to information as main problems in participation. Most decisions are taken without allowing participation by the community.

##### **4.4.2. Question: What challenges does the community face when participating in Housing development in Site B Khayelitsha process?**

Poor listening at meetings appears to be a challenge since community members do not listen to each other. There is not much respect for each other during meetings which leads to conflict.

##### **4.4.3. Question: When would you regard participation as being meaningful?**

Seventy percent of respondents (70%), stated that community participation is about the active involvement of all community members in housing development processes, not provision of service to an inactive community. It is only then that there would be meaningful community participation. Community members who participated reported that community participation is about extending democracy and give people a chance to take decisions on own development route and take full ownership of community projects. Thirty percent (30%) of the total sample, reported that for local government systems to be free of the load of a violent and angry (If this is the case, people are able to feel ownership and a sense of affinity for the system, beyond merely viewing local government as an engine for service delivery. The system should not only provide material services; but political services by drawing participation from within communities. Participatory democracy is not about being at the receiving end of democracy, but being an active participant in the process (Mathekga, 2000).

#### **4.4.4. Question: Have you communicated problems of your house to the municipality?**

The community responded that problems are communicated to the municipality as they occur and often such problems are specifically brought to the attention of the councillors. There is consensus among the community that the feedback from the councillor to the community does not take place on a regular basis and is a cause of concern.

#### **4.4.5. Question: What should be done to improve community participation in housing development in Site B Khayelitsha**

There is a strong feeling among respondents that the community should be educated in the participation process with the view to enabling members to make positive contribution to society. Specifically the contribution to decision making should be explain in the education process.

### **4.5. FINDINGS OF THE STUDY**

Based on the responses from the respondents who participated in the empirical study, the following major findings are reported.

#### **4.5.1. Citizens**

Citizens will participate voluntarily when it is clear that the entire community will derive benefit from their participation.

#### **4.5.2. Officials**

Some of the council officials within the housing department lack the necessary skills to effectively run housing projects.

#### **4.5.3. Decision making**

Residents of Site B are not given the opportunity to make a contribution to decisions such as the selection of contractors, size of the house to be built or who qualifies to get the house.

#### **4.5.4. Service delivery**

Councillors and officials are perceived as corrupt and not supportive enough to address the delivery of housing services.

### **4.6. DISCUSSION OF THE FINDINGS**

#### **4.6.1. Citizens**

Public participation can be attained through information sharing strategies, consultation strategy and empowering strategy (Theron, 2005:126). The participation of the community should be aimed to positively influence the course of events (Oak and Marsden 1984:24). These interventions include empowering people to take part on their own development.

#### **4.6.2. Officials**

Council official should familiarise themselves with the stipulation of the local government municipal system Act, the Batho Pele principles and core principles of community participation. The Municipal System Act provides guidance on developing a culture of community, mechanisms, processes and procedures for community participation, communication to and for the community and admission to meetings. The Batho Pele principles ensure that the following values are observed in the service delivery process, namely consultation, setting service standards, increasing access, ensuring courtesy, providing information, openness and transparency, redress and value for money.

#### **4.6.3. Decision making**

The fact that residents are not given an opportunity to make a contribution to decisions relates to the fact that community participation should be encouraged. Buckley (1993:36), states that community participation is an essential base of human growth. Nampila (2005:44) claims that people should feel that they are able to influence the outcomes of the project.

#### 4.6.4. Service delivery

The guidelines contained in the municipality Systems Act and the Batho Pele principles should be strictly followed by both councillors and officials with a view to combating corruption in the provision of housing.

### 4.7. SUMMARY OF FOCUS GROUP DISCUSSIONS

The researcher identified similar themes from research findings of the community respondent groups. The quotations from respective respondent's ward groups obtain during the focus group discussion will support the findings gathered.

#### 4.7.1 Table summary of focus group themes

Themes
1. General understanding of community participation
2.Capacity building
3. Needs identification
4. Decision Making

#### 4.7.2. Theme 1: General understanding of community participation

Community participation is an elusive concept which acts as an umbrella term for a style of development planning intervention (Theron, 2005:113). Burkey (1992:56) mentions that participation of the community in their own development has been measured as a key factor in the success of projects. The findings indicate that there are mixed feelings and understanding about community participation amongst the people who were part of the focus group. Literate people have a better understanding of community participation than people at grass root level. The understanding of community participation by community members in Site B Khayelitsha is reflected by the following quoted common responses:

*"I think community participation is the involvement of community members in activities which seek to improve the standard of living of the entire community."*

*“Is an input by the community in decision making and planning process when there is developmental activity taking place.”*

*“Community participation in development is still minimal; there is a lot that needs to be done.”*

The above quotations indicate that most community members in Site B Khayelitsha do understand what community participation is all about. However, it is not being practical implemented. This implies that there is a need to explain more to the community about its participation in the development process, project sustainability and service provision system. Some of the community members stated that although the community members have a problem of working together, community participation is still essential, because only when the whole community participates, can the goals of the community be achieved. The community can only develop when people work together.

#### **4.7.3. Theme 2: Capacity building for community members**

Capacity building as a building block of people-centred development in South Africa illustrates that development is not about the delivery of service to a passive citizenry (RDP White Paper, 1994:88). This means that capacity building is about the involvement of people and provision of adequate knowledge to people at grass root levels. All respondents agreed that empowerment of community members to participate in community development process is still lacking. The community expressed the feeling that they are not capacitated to participate fully in development processes due to the inadequate knowledge which should prepare them for their responsibilities. They highlighted that there is a need for workshops and training which would intend to educate communities why it is crucial to partake in development programmes taking place in the area. It is, therefore, the burden of the community leaders in Site B Khayelitsha to capacitate and empower communities in order to take part in projects and make informed decisions. The respondents claim that they had never been empowered on the development procedures and project processes. This lack of knowledge is reflected in the following quoted common responses:

*“We have not been told that our contribution is needed and crucial.”*

*“The community need to be educated about the importance of their involvement in projects taking place in the society.”*



It is practically impossible for the municipality to offer training to all community members. They believe that ward committees are relevant people who should be capacitated with procedures and process of community development and when their participation is needed. Here it came up from respondents that ward committees do exist; however, they do not know their roles and responsibilities. Community members that were members of the ward committees revealed that they did not receive any meaningful training and workshops. They were unaware of their roles and responsibilities as ward committees. This means that effective implementation of ward committees was lacking. Respondents indicated that at some point they regarded ward committees as people commissioned by the community leaders to investigate those who demanded service delivery. With regard to the level of empowerment of the ward committees, it was also remarkable that the community respondents had no understanding of the purpose of community participation. The conclusion is made on saying little community participation would take place, until communities were made aware of their roles and responsibility as stakeholders in the development processes.

#### **4.7.4. Theme 3: Decision-making**

Community participation is about bringing people who are outside the decision-making process into it. One may say community participation allows all community stakeholders to have a word and decide on development concerns. The community respondents expressed concerns regarding their participation in the decision making phase as they perceived that municipality was imposing the already made decisions (top-down approach). This element violated the notion of democracy and perpetrates the legacy of the past, where people were deprived of rights to decide on what they want to see happening in the society. Community participation emphasises the point that people at grass-root level should play a central role in addressing their developmental issues. Theron (2005:23) agrees that development is about people. This implies that people should be at the centre of any development effort and that development effort should be meaningful to them. Their concerns were expressed particularly in relation to the community's ability to influence decisions.

#### **4.7.5. Theme 4: Needs identification**

Different authors stress that community participation takes place if the community is given an opportunity to direct their own development journey. This goes as far as giving the community a right to identify what should be done, understanding that people at grassroots level know their needs better than development agencies. However, community respondents recognised the role of community participation in the needs identification process as important. Respondents also suggested that projects should be listed according to their order of importance in an IDP document. Respondents stated that it was their constitutional right to identify needs and problems which they wanted to see being addressed in their area. The respondents reflected on this theme as follows:

*“We should identify things that we want to see happening.”*

*“Community should mention issues that they want to be solved.”*

In addressing community needs and problems, community respondents agreed on their role as one of identifying and generating a list of needs in their wards. In conclusion, the municipality should give community members a chance to identify their needs and also be given an opportunity to raise their views freely regarding development.

#### **4.8. HYPOTHESIS TESTING**

The two assumptions stated in chapter 4 will be reviewed to determine whether the empirical survey results proved them to be true or false. Each assumption will be evaluated effectively and comments will be made to make them clear. The first assumption stated that community members were not adequately willing and prepared to participate in developmental programmes. Only 25 respondents out of the entire sample population were identified as being active and assumed to be regular participants in development projects. This group of respondents displayed adequate knowledge of the process and have understanding of the purpose of public participation. However, 45 of respondents did not participate in activities that are taking place in society resulting from different reasons. The study has thus proved this assumption to be true. The second assumption stated that effective community participation in development initiatives (projects) can inform concrete community development. The literature indicates that communities, which have chosen to adopt

effective community participation, derive greater satisfaction from the joy that comes from open community involvement than those that do not. This means that participating communities succeed better than those that only pay lip service to this principle. However, the study has proven this assumption as true.

#### **4.9. SUMMARY**

In this chapter the biographical details of the respondents have been presented. The general responses have also been presented as well as the findings of focus group discussions. The findings from the focus groups discussion have included the four themes of general understanding of community participation, capacity building for community members, decision-making, needs identification and theories of community participation. It is clear that the community members in Site B Khayelitsha have no clear understanding of community participation in the development process, although all respondents have shown a positive attitude towards community participation. However, each group defines the concept of understanding community participation according to his or her level of education and understanding. This chapter has indicated that community members knew of the factors that lead to poor community participation in community development process.

## **CHAPTER 5**

### **SUMMARY, RECOMMENDATION AND CONCLUSION**

#### **5.1. INTRODUCTION**

This aim of the study was to investigate the effectiveness of community participation in housing development in a township within a metropolitan municipality in the Western Cape. Regarding what has been presented in the previous chapters, it becomes clear that community participation as a concept and practice can no longer be avoided by government or excluded from any development processes. During this study, there were inadequate resources (financial and time constraints) to comprehensively address the research question. Some people work during the week and have other commitments on weekends. During field work, the researcher experienced numerous difficulties. Some respondents did not see the importance of the study and would not contribute positively. There were those that demonstrated irritation and impatience during interviews. In some of the informal interviews, respondents indicated that they were tired, but were still able to make a valuable contribution to the research topic. Of the 100 questionnaires distributed, 65 were considered to be valid. Some community members did not want to participate in the research because they felt that the researcher wanted sensitive community information, while others felt that the research would assist in fast-tracking housing development in Site B Khayelitsha.

#### **5.2. SUMMARY**

Chapter one identified the problem statement as the concern among the community of Site B Khayelitsha regarding the community participation in housing development, and provides the background of community participation. It shows that the research is confined to the community of Site B Khayelitsha which could be significant in determining the location of the problem.

Chapter two explained the concept of community participation, philosophy and core principles. The theoretical and legislative perspective of national and local

government is also explained, as well as community participation and the Batho Pele principles.

Chapter three provides the perspective of the research methodology that was used to answer the research question. The mixed method approach was used in the form of a questionnaire survey and interviews conducted with ward committees and community members of Site B Khayelitsha ward 93.

Chapter Four reflected on the responses of the participants in the questionnaire survey and interviews which were conducted amongst the sample that comprised the ward committees of Site B Khayelitsha ward 93. Findings of the study were also discussed in chapter four.

### **5.3. THE RECOMMENDATIONS**

The National, Provincial and Local Government should play a critical role in keeping the community structure accountable to the community they represent.

- Participation should be public and grassroots-driven. Community members should act as whistle blowers when they see non-performance.
- The Site B community Leadership should not give preferential treatment to their political acquaintances. If possible, the City of Cape Town and DLGH should facilitate training of Councillors and Ward Committees as part of their constitutional mandate.
- The Site B Khayelitsha Councillor and Ward Committee should be involved in all community planning processes. They should also improve information sharing with the community, and liaise with the community and municipal officials regarding development needs and community priorities.
- Government officials should use local people, such as Xhosa, when communicating with the Site B Khayelitsha community and refrain from using technical jargon. This will create a better understanding of community roles and encourage the community to take an active involvement in community issues.
- The community's needs should be taken into account when planning for housing.

#### **5.4. FUTURE RESEARCH**

For future research it is suggested that the influence of level of literacy on the degree of active community participation be investigated. It appears that the higher the literacy level of the community, the more community members are prepared to participate in activities affecting them.

#### **5.5. CONCLUSION**

It is identified that communities in Site B Khayelitsha are having inadequate understanding of community participation. This influences the capacity to participate in development programmes. However, community participation in South African has been measured as a key factor in the success and sustainability of development projects. The literature review in chapter two indicated that community participation has more benefits as opposed to its drawbacks. Community could therefore, value community participation and make it a natural activity to do, in order to carry out development initiatives. The findings of the empirical survey showed clearly that the views, feelings and opinions of the community should be heard and implemented by development structures in ensuring public involvement. In the case of the Site B Khayelitsha community, it could be said that there are community members who are trying to avoid conflict by not voicing their opinions at the meetings. This should not be the case as conflict should not be avoided when it comes to community participation. Discussions could take place, and in the process the stakeholders could have a common vision, but other people's views could also be appreciated. However, it could be concluded that the success of community meetings should not be measured against the attendance but by its ability to transform needs and wants into tangible solutions.

The findings indicated that there was a lack of community participation in housing development process. Decisions pertaining community development is taken by only municipality officials, without the involvement of community members. It can be concluded that current decision making process does not allow the community an opportunity to inform the development. The literature and empirical survey show that the first step in achieving authentic community participation contains a process whereby Township communities should become more aware of their own situation,

carefully understand reality around them, have mutual understanding amongst community members, knowing their problems, the causes of these problems, and what measures they themselves can take to begin changing their situation.

A holistic approach to development at the local, national and international levels should be followed to address the challenges of community participation in housing development. At the same time there should be continuous enhancement of the recognition and promotion of the community .The recognition and mobilisation of the potential of all stakeholders and the people themselves can make a significant contribution to achieving effective community participation.

## 5.6. BIBLIOGRAPHY

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## Annexure A

### BIOGRAPHICAL INFORMATION

#### 1. Gender

Male	
Female	

#### 2. Age

40-49		25-39	
50-59		60 and older	

#### 3. Marital status

Never married		Divorced	
Married		Widowed	

#### 4 Educational levels

Grade I - Grade 3		Grade 7-12 Grade	
Grade 4- Grade 6		Tertiary Level	

#### 5. Length of period living in the area

1year -5years	
5 years-10years	
10years -20years	

## Annexure B

### Questionnaire

**Instruction: Please indicate to what extent you agree or disagree with each statement by placing (X) in the appropriate box**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
1	2	3	4	5

<p><b>1.</b> The community of Site B Khayelitsha is participating in the planning and implementation of the housing development Project.</p>	1	2	3	4	5
<p><b>2.</b> The community of Site B Khayelitsha participated in the housing development project from the first stage of the project (design) up to the end of the planning stage.</p>	1	2	3	4	5
<p><b>3.</b> The community has the capacity to participate.</p>	1	2	3	4	5
<p><b>4.</b> The community understands the need to participate in development projects.</p>	1	2	3	4	5
<p><b>5.</b> The community attends community meetings.</p>	1	2	3	4	5
<p><b>6.</b> Community leaders encourage community participation in housing development</p>	1	2	3	4	5
<p><b>7.</b> The members of Site B Khayelitsha community benefited from the housing project</p>	1	2	3	4	5
<p><b>8.</b> The Community has reasons for not participating in community development projects</p>	1	2	3	4	5

<b>9.</b> The Community understands the factors influencing community participation	1	2	3	4	5
<b>10.</b> The community of Site B Khayelitsha does access the information on housing development projects easily.	1	2	3	4	5
<b>11.</b> The community of Site B Khayelitsha is satisfied with people who serve on the project committee.	1	2	2	4	5
<b>12.</b> Members of Site B Khayelitsha community know how many members serve on the committee.	1	2	3	4	5
<b>13.</b> The members of Site B Khayelitsha community knows who elects the project committee for housing development	1	2	3	4	5
<b>14.</b> Community members can achieving meaningful community participation	1	2	3	4	5
<b>15.</b> I participate in projects and programmes which are taking place in my area	1	2	3	4	5
<b>16.</b> I understand the significance of community participation in development process	1	2	3	4	5
<b>17.</b> Effective community participation can boost housing development in Site B Khayelitsha	1	2	3	4	5

<p><b>18.</b></p> <p>The level of involvement of the community in development programmes takes place as follows:</p> <p>(i) Planning process</p> <p>(ii) Decision making process</p> <p>(iii) Operational (implementation) process</p> <p>(iv) Not at all</p>	1	2	3	4	5
<p><b>19.</b></p> <p>Community participation in housing development ensures success</p>	1	2	3	4	5
<p><b>20.</b></p> <p>I am aware of the existing national housing policies of community participation</p>	1	2	3	4	5

## Annexure C

<b>INTERVIEW SCHEDULE</b>	
<b>1.</b>	What are the main problems that prevent participating of community members into development projects?
<b>2.</b>	What challenges does the community face when participating in Housing development in Site B Khayelitsha process?
<b>3.</b>	When would you regard participation as being meaningful?
<b>4.</b>	Have you communicated problems of your house to the municipality?
<b>5.</b>	What should be done to improve community participation in housing development in Site B Khayelitsha?

**Annexure D**

M732 Buyani Street  
Site B  
Khayelitsha

Dear Participant

I am a student for the Master's Degree in Public Administration in the Department of Public Management at the Cape Peninsula University of Technology, Cape Town. I am required to conduct an empirical study of the degree and I have selected the community participation in Site B Khayelitsha. Please note that your participation in this study is voluntary. Your contributions to this questionnaire will remain private and confidential. Your identity will remain confidential and you may withdraw from the study anytime you wish to. Thank you in advance for your cooperation.

Yours faithfully

Mpisekhaya Pristwell Fubesi

**Annexure E**

**M 732 Buyani Street**

**Site B**

**Khayelitsha**

**THE CHAIRPERSON OF SOUTH AFRICAN NATIONAL CIVIC (SANCO)**

Dear Sir

**PERMISSION TO CONDUCT RESEARCH: P FUBESI**

I hereby wish to request permission to conduct research within community of Site B Khayelitsha and ward committees of ward 93. The topic for my research study is as follows: "The enhancement of community participation in housing development in a township within a metropolitan municipality in the Western Cape."The research is part of the requirements for the Master's Degree in Public Administration for which I am registered at the Cape Peninsula University of Technology. The research findings would be made available to you at your request. Furthermore, all data collected from community members would be kept confidential as possible and no identification of a community member would be given when the report is completed. I will also administer questionnaires to community members.The researcher will be delighted if my request will be approved and accepted.

Your cooperation is highly appreciated.

P Fubesi



Annexure F



o who is may concern

This serves to confirm that Mr Mphahlele  
Pitsoetshe has a permission to  
conduct research interviews with  
ward committees and community  
of Site B regarding his dissertation  
topic on the enhancement of community  
participation in township within a  
metropolitan municipality in the Western  
Cape (Site B Khayelitsha) in Cape town

**SANCO**  
TREVOR VILAKAZI  
CHAIR  
SEER  
DATE 06/08/2016

730346013, Dep chair:

36367877, Secretary