

**THE ACCOMPLISHMENT OF EFFECTIVE COMMUNITY
DEVELOPMENT: A CASE STUDY OF METHODS APPLIED IN THE
COMMUNITY OF ZWELIHLE**

BY

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DECLARATION

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

ABSTRACT

The goal of this study is to determine, which of two development approaches, i.e., the “bottom-up approach” or the “top-down” approach (or social development and social engineering, respectively) have been successful in determining the felt needs of the community of Zwelihle.

For this purpose a needs assessment was executed in Zwelihle community, close to Hermanus, in September 2001. The assessment procedure was done according to the Priority index and Community profile method (P+C-index), applying the Schutte scale during semi-structured focus group interviews. “Qualiquantitative” data (quantifies a qualitative response) was gathered from five different neighbourhoods in Zwelihle, each with different priority needs.

Previously to this study, another community development project, the “housing project”, was conducted in 1998 in the community of Zwelihle and more specifically in Thambo Square, presently named Airfield, fulfilling a housing need. The present study only considered the first three phases of the development process (needs assessment, problem identification and planning) to be relevant, of which all these phases have been executed and completed by the “housing project”. However, no further follow-up phases of the community development process have been executed since the completion of the P+C index needs assessment.

Each of these two involvements in the Zwelihle community had a different approach to development. The former, the P+C index needs assessment, had a social development

approach (bottom-up), and the latter, the “housing project”, had a social engineering approach (top-down). By applying a measuring tool, the principles and features of effective community development (Swanepoel, 1997:3) during the initial, needs assessment phase, an attempt was made to determine which of the two approaches have been successful in determining the community’s “felt” needs and in so doing have managed an effective community development process.

The finding was that the P+C-index method, as far as the first phase of community development was concerned, applied all the community development principles and reflected the features of effective community development. Although the outcome or characteristics of these applied “principles and features” may not be recognised or measured, this present study has realised these principles and features during the needs assessment phase. The “housing project” has fallen short in applying any of these principles and did therefore fail to reflect any characteristics of an effective development process.

The differences between the two approaches essentially are that the P+C index empowered the community, by allowing the members at “grassroots” level participation in order for them to personally express their “felt” needs during focus group interviews. The ‘housing project’ on the contrary has allowed the community at “grassroots” level participation but only to a certain extent, by filling out questionnaires identifying a “real” need (“top” down need identification). The community leaders, though, were allowed to speak on their behalf.

In conclusion, it may be possible to determine which of the two mentioned approaches have been successful in determining the “felt” needs of the community of Zwelihle and in doing so have been effective, by socially developing the people.

OPSOMMING

Die doel met hierdie studie is om te bepaal watter twee ontwikkelingsbenaderinge, m.a.w., die “bottom-up” benadering of die “top-down” benadering (of sosiaal ontwikkelings en sosiaal manipulasie, onderskeidelik) suksesvol was in die bepaling van die “gevoelde behoeftes” (felt) van die Zwelihle gemeenskap.

Vir hierdie doel is ‘n behoeftebepaling uitgevoer in Zwelihle gemeenskap, aangrensend aan Hermanus, gedurende September 2001. Die behoeftebepalingsprosedure wat gevolg is, is uitgevoer volgens die Prioriteits indeks (P-Indeks) en Gemeenskapsprofielmetode (C-indeks), waartydens ‘n Schutte skaal aangewend is, gedurende semi-gestruktureerde fokus-groep onderhoude.

Voor die aanvang van hierdie studie is ‘n ander gemeenskapsontwikkelingsprojek, bekend as die “behuisingsprojek”, in 1998 in dieselfde gemeenskap uitgevoer. Hierdie projek het ‘n behuisingsbehoefte aangespreek en was meer spesifiek gerig op die woonbuurt, Thambo Square (tans bekend as Airfield) van die groter Zwelihle gemeenskap. Die huidige studie beskou alleenlik die eerste drie fases van die ontwikkelingsproses, nl. behoeftebepaling, probleem identifikasie en beplanning, as toepaslik en is weliswaar deur die genoemde behuisingsprojek uitgevoer en voltooi. Daarenteen, is geen verdere opvolg-fases, na die uitvoering en voltooiing van die P+C-indeks behoeftebepalingsfase, gevolg nie.

Beide hierdie twee betrokke metodes of projekte het verskillende ontwikkelingsbenaderinge gevolg. Eersgenoemde, die P+C-indeks behoeftebepalingmetode het ‘n

sosiaal-ontwikkelingsbenadering (Bottom-up) en laasgenoemde het 'n sosiaal-manipulerings benadering (Top-down) gevolg. Deur die toepassing van 'n meetinstrument, die beginsels en karaktertrekke van effektiewe gemeenskapsontwikkeling (Swanepoel, 1997:3) gedurende die aanvangs, behoeftebepalings fase is 'n poging aangewend om te bepaal watter van die twee benaderinge suksesvol sou wees in die bepaling van die gemeenskap se "gevoelsbehoefte" (felt). In die uitvoering hiervan kan bewys gelewer word dat 'n effektiewe gemeenskapsontwikkelingsproses deurgevoer is.

Die bevinding derhalwe was dat die P+C index metode, ten opsigte van die eerste fase van gemeenskapsontwikkeling, al die gemeenskapsontwikkelings beginsels toegepas het en ook die karaktertrekke van effektiewe gemeenskapontwikkeling, reflekteer het. Alhoewel die resultaat van die genoemde, toegepaste "beginsels en karaktertrekke" nie erken of gemeet kon word nie, het die huidige studie hierdie "beginsels en karaktertrekke" gerealiseer en erken tydens die eerste behoeftebepalingsfase.

Die wesenlike verskil tussen hierdie twee genoemde benaderinge is dat die P+C-indeks metode, die gemeenskapslede bemagtig het deurdat die lede op grondvlak deelname toegelaat is om gedurende die fokus-groepsonderhoude, persoonlik uitdrukking te kon gee aan hul "gevoelsbehoefte". Die "behuisingsprojek" daarenteen het die gemeenskapslede op grondvlak wel deelname toegelaat, maar net tot so 'n mate waar vraelyste deur laasgenoemde voltooi is vir die identifisering van 'n "ware (real) behoefte", ("top-down " behoeftebepaling). Verder is gemeenskapsleiers toegelaat om die gemeenskapslede op grondvlak te verteenwoordig en namens hulle op te tree.

Die gevolgtrekking kan dus gemaak word dat dit wel moontlik is om te bepaal watter van die twee genoemde benaderinge suksesvol was in die bepaling van die gemeenskap van Zwelihle se “gevoelsbehoefte” en gevolglik effektief was om die gemeenskapslede sosiaal te ontwikkel.

DEDICATION

"I am the vine; you are the branches... apart from me you can do nothing."

John 15:5

I dedicate this thesis to my Heavenly Father, without whom nothing is possible.

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CHAPTER 1

INTRODUCTION

"Development depends on partnerships," says Chris Winberg (1996:11).

No development is possible if there is no access to resources and no partnerships with the state. People are then locked into a cycle of poverty, a "deprivation trap" (Swanepoel & De Beer, 2000). Winberg furthermore says that often when development partnerships (community and state) have no fair relationships, it is because one partner is more powerful than the other and "real" development is not possible. Should the powerful party, in this case the government, try to impose values, ideas and ways of doing things, on the other party, the partnership will not be successful.

The government may have its own agenda, which may have little to do with the development needs of the poor. Many would argue today that poverty in South Africa is the result of exploitation by the people in power during a previous government system. Had this not been the case, a more highly skilled workforce would prevail, which would have meant that the people would pay taxes which the state could use to provide free basic services, to more people.

Development should bring about change that will improve the quality of life of people living in an area. Development is about studying and understanding people's needs. Furthermore, it also entails finding out how best to fulfil these needs and judging the effect of actions on the environment and other people. Development should be "people-driven". People need to define their own needs and participate in the development process. "No one can develop you, you have to develop yourself"

(Winberg, 1996:14). Community development is a fairly undefined concept and probably the most used concept in the current political vocabulary. It is basically connected to the idea of "upliftment" in a South African context; community development implies that a specific community (racially based geographical area) is in a state of underdevelopment (Schutte, 1997).

Furthermore, Schutte says that as people's needs develop, they should be allowed to set their own goalposts, accordingly. The poor will generally attempt to first solve those problems which they consider to be the most urgent within the limits of their own resources and capabilities. Agencies that genuinely wish to help people must be willing to respond to these needs.

In terms of the above-mentioned, an empirical study was performed in the community of Zwelihle, which included semi-structured interviews with selected members of different age and gender focus groups. During this first phase of the development process, community needs were identified and prioritised. Community members were allowed to participate and were empowered to articulate their feelings in terms what their needs were and why they were unhappy or dissatisfied.

In the two phases that follow needs assessments (i.e. decision-making and problem-solving), community members should once more be allowed to participate. However, members should not be allowed to participate in an advisory capacity but, according to Swanepoel (1997:6), "communities should also participate during these mentioned follow-up phases; problem identification and the planning phase in order to empower them".

Swanepoel (1997:7) says that participation means having power and is the natural result of empowerment. It is not a means to an end; it is the objective of development. Empowerment does not mean giving people facilities that were previously denied or giving them skills that they lacked; empowerment means the acquisition of power and ability to give it effect. It manifests in groups of people working together (Kent, 1981:36).

The abovementioned is characteristic of a bottom-up approach, which this research study has attempted to fulfil by conducting focus group interviews, and by identifying and prioritising community "felt" needs.

For the purpose of this study a comparison will be made between the mentioned "bottom-up" approach and the "top-down" control approach, of which the latter was applied during a "housing project", executed to the same target community, one year prior to this study. With this comparison, one would be able to determine which one has in fact, and to what extent, succeeded in socially developing the community by applying the principles of community development. In other words, by applying the community development principles, effectiveness will be gained that could be measured against the acquired outcome of community development, i.e., social development. Swanepoel (1997:2) says that community development principles should support and act as guiding lights on the difficult road to development and one would be committed to these principles, should one wish one's efforts to benefit the poor. Benefiting the poor is not only to provide the community with houses and improve their environment, but also to develop them socially.

The bottom-up approach allows community members' participation at "grassroot"

level in order for them to identify their own "felt" needs. A high level of community participation is allowed. Following this route, Schutte (1995) says that communities are socially developed, whereas the other development approach, the top-down control approach, socially engineers people.

The "top-down" control approach in this comparison is regarded as socially engineering communities. Clients (Local Authorities) are eager to see results; that is why results are sometimes "engineered" in delivering the goods and not enough cognisance is taken of the existing underlying social dynamics in the subsystems of the target population (Schutte, 1997). Some organisations are inclined to decide by themselves what the people's needs are and how they should be met. The people are then confronted with a readymade project that they must accept and implement (Swanepoel, 1997:45).

Furthermore, the top-down control approach allows community participation, but only with community leaders, representing the community on an informative level of participation. Prior to meeting with the community leaders, authorities normally would have identified a community need, fulfilling what is perceived externally to be their "real" need and not necessarily a community "felt" need.

Therefore, comparing the bottom-up approach with the top-down control approach, one would measure each approach according to community development principles and features, which would serve as a "measuring tool" (Swanepoel 1997:177). To the extent that these principles have been applied during the community development process will determine the extent of the community development effectiveness.

The more community development principles have been applied, the more effective the outcome will be, i.e., abstract human needs have been fulfilled; social learning has taken place; people have accepted ownership of the community project; people have been empowered and released from the deprivation trap and ultimately people have become self-reliant.

1.1 Problem formulation:

Presently it is generally believed that the state should provide for the social and material wellbeing of its citizens. This can best be achieved under conditions of a high level of legitimacy (Groenewald, 1989:260). Within South Africa, community development is still a relatively recent emerging concept, as community development initiatives only received official status in 1983. From this point on, community development programmes were devised and supervised by central government and activities were filtered down to second and third tier government. The main reason for this "paternalistic" approach was the chaos resulting from the rapid influx of migrants which called for swift action. Political pressure forced the government of the day to deal with the situation in a crisis management manner, providing for communities' "real" needs, basic facilities and services. It seems clear that politicians and administrators sometimes expect too much when they think of the scope of possible outcomes of community development projects.

The possibility of guaranteed outcomes, especially in the case of long-term community projects, is difficult, and often a utopian ideal. In general, and for various reasons, politicians are eager to see results and that is why results are sometimes "engineered" to deliver the goods. Furthermore, Schutte says that it seems that the

time schedule of politicians is more similar to that of engineers and builders designing a township and putting nuts and bolts together, than to that of putting hearts and souls together in building a community. Houses are erected by the hundreds, moving people into these houses literally within days, and then it is expected of them "to be a community" (Schutte, 1995:6). In many instances, people should be socially developed but instead it is things/environments that are being developed (Swanepoel & De Beer, 2000:73) and socially engineered, according to Schutte (1997).

Here lies the core of the problem, which this study will address. Communities are being socially engineered rather than being socially developed. Schutte (2000) believes we need to sharpen the tools to detect the "felt needs" in communities that will show the subtle underlying currents of development potential. Marais et al. (2001:1) regards the purpose of development as achieving the social and economic well-being of communities and meeting basic needs. Furthermore, Burkey (1993:49) says that the poor will generally attempt to first solve those problems which they consider to be the most urgent within the limits of their own resources and capabilities. By means of a "sharp" tool, to detect their "felt needs", communities should be allowed to participate. The value of participation by the poor for development stems not only from such idealistic considerations as basic human rights or the rejection of authoritarian and paternalistic alternatives, but also from the inherent strength of participation as a means of articulating genuine needs and satisfying them through self-reliance and mass mobilisation (Burkey, 1993:56).

Furthermore, and according to Burkey (1997:56), participation is an essential part of human growth: the development of self-confidence, pride, initiative, creativity,

responsibility and co-operation. Without such development within the people themselves, all efforts to alleviate their poverty will be immensely more difficult, if not impossible. This process, whereby people learn to take charge of their own lives and solve their own problems, is the essence of development. Burkey (1993:58-59) furthermore debates that by establishing a process of genuine participation, development will occur as a direct result or end in itself and not a means to achieve development. It also empowers and liberates the poor and leads them to greater control over their own life situation.

Community needs:

According to Schutte (2000:7), it is important to realise that in the context of community development *actual needs* are of necessity needs that are manifest at *a given point in time*. A given service or facility cannot therefore truly fulfil an actual need if it is offered either too early or too late. A need can only be "actual" if it is what a community regards as important for its development at a given time. It is therefore essential that the "actual" need of a community be identified. Swanepoel (1997:111-112) refers to it as the "felt" need, a need identified to be their own. A poor community has very little inclination to do something "nice" or "pleasant" addressing the real need. Should people not feel a need, they would not easily be moved to action. For this reason the "felt" need must receive preference and be regarded as important, even though the authorities do not regard it as the real need. Authorities tend to project typical "real needs" onto local communities, often from a perspective of national development policy or historical trends.

By definition, it is the aim of community development to realise self-identified needs of the target community (Swanepoel, 1985:361). For this reason it is important to

follow a bottom-up approach, assessing the "felt" needs of a community, for instance applying the Schutte scale during focus group interviews. Schutte developed this method, the P+C-index in 1993, and since then it has been applied to many focus groups with good and helpful results.

Once "felt" needs have been identified and prioritised, people need assistance in formulating their felt needs correctly. A vaguely felt or broadly defined abstract need cannot be tackled by a community development project, for instance, "people may define their need as the position their children find themselves in". It is too vague and broad and should be more specific, describing in detail, e.g., "Do the children need care? Are they ill? Are they naughty because of bad influences? Are all, or only some, of the children in need?" (Swanepoel, 1997:110).

According to Swanepoel (1997:2), communities furthermore have physical needs as well as "abstract" needs, which go hand in hand and are present at the same time. The most important abstract human need is dignity (Swanepoel, 1997:3). Dignity is promoted by giving people recognition, by recognising them as capable of making their own decisions and accepting responsibilities for their decisions. Dignity is enhanced when people become self-reliant and self-sufficient and grows as people fulfilling their potential, allowing them to solve those problems that they consider to be the most urgent within the limits of their own resources and capabilities. This is the route to follow for the poor to become self-reliant. **"You cannot make people self-reliant: people become self-reliant"** (Burkey, 1993:50). It is more a question of attitudes than money and materials (for instance providing houses). Too much money and materials from external sources can easily prevent the emergence of self-reliance (Burkey, 1993:50). Self-reliance requires a wide variety of knowledge

and skills. People need to learn how to form and manage their own organisations. People must have confidence in their own knowledge and skills, in their ability to identify problems and find solutions in order to make improvements in their own lives. Self-confidence, leading to self-reliance, can be easily destroyed by outside agents pushing the process too quickly.

Community participation:

Swanepoel (1997) quotes an Indian farmer (quoted by Bhasin (1979)*), "The people do know their problems because they live with them. How can it be that they do not know them? If they do not express their views openly it is because they have no power of an organization behind them. They know they are weak and their frankness will mean further exploitation".

The first step in involving poor people to participate during their own development is what is most often called Participatory Action Research (PAR). The preliminary objectives of PAR should firstly be to increase the development worker's understanding of the local situation and secondly, to increase the insight of the local people, especially the poor, into what factors and relationships are the root causes of, and contributing factors to, their poverty (Burkey, 1993:60).

Community participation evolves as a strategy to involve beneficiaries of development work in the planning, operation and evaluation of development projects. Scholars in the theory of community participation recognise different levels

* Bhasin, K. 1946, *Breaking barriers: a South Asian experience of training for participatory development*. Publisher: Bhangkok, Thailand: Food and Agricultural Organisation of the United Nations, 1979.

of participation, borne out of the degree to which the community is involved in the process (Arnstein, 1969; Wilcox, 1994). Arnstein and Wilcox distinguish eight levels of participation that they rank from high participation to no participation. These are the following (further discussion in Chapter 2):

- Citizen control
- Delegated power
- Partnership
- Placation
- Consultation
- Informing
- Therapy
- Manipulation

Citizen control, the highest level of participation, describes a situation where community projects are governed by beneficiary communities. This leads to what is known as "people driven development" (Arnstein, 1969; Wilcox, 1994).

However, it is noticeable how often during community development programmes authorities tend to participate with communities at any of the other seven participatory levels. At these levels the community does not have full control, but are allowed control to a lesser degree. Arnstein, (1969) furthermore declares that participation without power "is an empty and frustrating process for the powerless". Therefore without empowering communities, they would be unable to govern or drive their own development.

Furthermore, it is becoming more and more apparent that the first step in achieving genuine participation is a process in which the rural poor themselves became more aware of their own situation, of the socio-economic reality around them, of their real problems, the causes of these problems and what measures they themselves can take to begin changing their situation.

This process of awakening, raising of levels of consciousness, constitutes a process of self-transformation through which people grow and mature as human beings. In this sense participation is a basic need. Participation is essentially learning by doing and exercise. Swanepoel describes the above-mentioned basic need as an "abstract" need, which is dignity, self-reliance and self-sufficiency, fulfilling the growth need (Maslow's theory of needs), and furthermore, that participation is an end in itself and is the unavoidable consequence of the process of empowering and liberation. Meaningful participation is concerned with achieving power - power that influences the decisions that affect one's livelihood. Participation leads to greater control by the poor over their own life situation.

Swanepoel and De Beer (2000:80-81) refer to important variables which influence the local situation. These variables are the different environments such as social, cultural, psychological and the natural environment, which influence the actions and decisions of every community member. The natural environment is to a large extent the result of the poverty situation. Because of this continuous mutual influence, one cannot only try to improve the physical environment by, for example, building houses and providing tapped water. Today we should know that development is not the developing of things, but of people; development with a holistic approach (Swanepoel & De Beer, 2000: 73).

If the human being does not benefit from development, no amount of infrastructure or physical development will really free anyone from the poverty trap. All development must be humanistic and have the same focus, which is the human being (Swanepoel, 1997:95). A holistic approach to development touches the human being and simultaneously his/her physical environment, keeping in mind there is a specific dynamism between the two. The dynamics of development derive mostly, but not solely, from the local situation and therefore we can speak of a situational dependency of development. This is the reason why it is impossible to lay down guidelines on how to initiate development. The reason why national development programmes fail in nearly all instances or have a limited success is due to local situations and their specific dynamics are not taken into consideration (Swanepoel & De Beer, 2000:80-81).

In conclusion, therefore, authorities tend to socially engineer communities (Schutte,2000), following a top-down control approach (Swanepoel, 1997:46), not allowing community members participation at "grassroot" level during community projects (Swanepoel, 1997:15), and furthermore, addressing the community's "real" needs (top-down needs identification). Instead, authorities should rather follow a bottom-up approach, addressing communities' "felt" needs (Swanepoel, 1997:111-112), and allowing the beneficiary community "citizen control" (Arnstein, 1969; Wilcox, 1994), taking ownership of their problems and governing their own community projects, having a holistic development approach and ultimately touching the human being.

1.2 Aim and objectives of the study:

The aim of this study is to determine which of the two development approaches, i.e., the “bottom-up” and the “top-down” (or social development and social engineering), have been more successful in determining the felt needs of the community of Zwelihle.

To the extent that either one of these approaches has succeeded in determining the **felt** needs of the community concerned, the chances of effective subsequent community development will be enhanced significantly. The study will therefore select two hypothetical contrasted methodological approaches, each respectively representative of the two development approaches mentioned above, towards the assessment of community needs. The application of each of the two approaches will be tested against the principles of community development in order to determine their respective effectiveness. These principles will be used as a measuring tool that will be applied to both the mentioned comparative approaches to determine the respective community development effectiveness. The comparison will be limited to the assessment of community needs, which is considered as the first, but determining, phase of the community development process.

Following the aim of the study, five objectives are stated for this study:

- 1 To develop a measuring tool for determining community development effectiveness.
- 2 To apply this tool to the needs assessment phase of community development in order to determine to what extent felt needs were identified in Zwelihle.

- 3 To determine the characteristics of two contrasting methodological approaches and their respective abilities to determine community needs.
- 4 To assess to what extent Zwelihle was or was not socially developed by the top-down approach.
- 5 To make recommendations for the further social development of Zwelihle.

1.3 Research layout:

Two methodological approaches for conducting a needs assessment, each representative of one of the development approaches mentioned above, were selected in order to compare the outcomes of needs assessments. This rationale for the research design has been driven by Swanepoel's contention that the outcome of community development projects will be effective only if community development principles are applied (1997:177). In this case it was assumed that application of the principles of community development with respect to needs assessment would lead to the identification of what has been earlier described as **felt needs**.

Both the approaches have a similar objective or intention and that is for the poor to benefit. The question needs to be asked: "how did the poor benefit?" The two approaches, the applied P+C-index and the so-called "housing project" will be discussed and typified as two opposing community development approaches.

1.3.1 P&C-index:

This method is designed to assess the "felt" needs of people. A survey instrument,

the Schutte scale, was applied to random selected members during focus-group interviews. "Qualiquantative" data (quantified, qualitative responses) was gathered from these community members residing in five neighbourhoods of Zwelihle (Schutte, 1994). The outcome of this exercise included a report to the community and other relevant stakeholders, highlighting prioritised community "felt" needs, bonding rates and issues with which the members at "grassroot" level were dissatisfied (community profile). (Refer to Appendix D.)

1.3.2 "Housing project":

Among the community members of Zwelihle, and more specifically Thambo Square, there was a demand for new houses. Some two years prior to the present research study, the local authority appointed a consultant, Urban Dynamics, Western Cape, to liaise with the community members to identify the extent of their housing need. A quantitative survey was executed revealing 1400 households without approved brick and plaster houses. (Refer to Appendix B.) It was then planned that this number of households, living under unhygienic conditions, be resettled in new premises, namely Airfield. Furthermore, during this research study it was revealed during a structured interview with Urban Dynamics (refer to Appendix F), that the people, previously from Thambo Square, demanded new houses because they were dissatisfied with the unhygienic conditions they were experiencing and were desperate to be resettled. The demand for houses was not necessarily the need of all the households, which could be assumed that houses were not the "felt" need of Thambo Square.

Shortly after the P+C-Index survey this was confirmed during a follow-up exercise in Airfield (refer to Appendix E), with a target group who compiled a list of basic

community needs or problems they had experienced during their stay in Thambo Square. From this list of 11 needs, houses were excluded.

Furthermore, all participants responded negatively to the following question: "Were you given a choice whether to stay in Thambo Square or move to Airfield?" The people were left with no choice but had to move to Airfield. A manipulative, participatory level can therefore be identified during this top-down control approach. In the light of this, one could argue that houses were not a community "felt" need but a need identified by the local authority.

Nevertheless, it should be recognised that to a certain extent this approach allowed the community to participate at "grassroot" level, but it was different from the level of participation applied by the bottom-up approach. The authorities applying the top-down control approach had preconceived ideas prior to the need identified. They responded solely to some people's demands. The inhabitants from Airfield remained dissatisfied, which could be due to the provision of a "real" need (houses) while their "felt" need was overlooked. (Refer to the data summary of Appendix E.)

1.4 Division of the thesis into six chapters:

Chapter 1

This chapter introduced the reader to "effective" community development, in other words, the social development of communities. Furthermore, the research problem was described, which explains that many communities today are socially engineered with a subject-object or top-down "blueprint" relationship. Against this background, the following division of chapters will be followed to address the aim of the study stated in paragraph 1.2.

Chapter 2

Guidance from relevant literature is sought to develop a measuring tool for establishing effective community development for application throughout the study. It also clarifies relevant concepts to the study to enhance the understanding of the content.

Chapter 3

The methodology of the "housing project", as representative of the top-down approach to community development, is explained as well as the method of assessment of community needs and the level of community participation that was allowed during the community development process. The research findings produced by this approach are discussed.

Chapter 4

A detailed methodological description of the P+C-index is given. It is a needs assessment procedure that applies the Schutte scale. The chapter also provides an explanation of the different levels of participation and of the level at which the community members were involved during this approach. A discussion of the findings is included.

Chapter 5

An analyses and interpretation of both approaches' findings are presented in view of the principles of effective community development as reflected by the measuring tool for this assessment.

Chapter 6

Finally, an overview of the study, linking assumptions and the hypotheses to the conclusion, are provided. It proposes and recommends that each community development principle should be fully applied in all community development projects to ensure effectiveness.

CHAPTER 2:

LITERATURE OVERVIEW

2.1 Aim:

The aim of this chapter is to define effective community development and how it can be measured. The measurement tool for the study will be developed following literature guidelines on community participation.

2.2 Key aspects of community development:

Community development:

Community development is defined as the process by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress. This complex of processes is, therefore, made up of two essential elements: the participation of the people themselves in efforts to improve their level of living, with as much reliance as possible on their own initiative, and the provision of technical and other services in ways which encourage initiative, self-help and mutual help and make these more effective. This definition was forwarded by the United Nations Department of Economics and Social Affairs (1963, cited by Groenewald, 1989).

Furthermore, in his critical overview of a selection of development theories Coetzee (1996) argued that the concept of development has been defined in many ways over the years. Each "new" theory has borrowed from the past in order to build for the future, thus creating an evolutionary development of the concept. However, we

need to go beyond avoiding the flaws of past theories of development and ask the question: are "development" and "theory" really by definition compatible? Furthermore, it can be argued that if the basic theoretical tools are flawed, then the theoretical perception of social reality, as well as the means and methods, including research methods, needed to change that social reality, will also be flawed. In terms of this argument, theory will be deprived of its functional aims, namely to explain, substantiate and bring change (Fay, 1988; Liebenberg, 1996).

Development theories have been dominated by positivism, the metatheoretical discourse of which has included features such as:

- A belief in a neutral observation language as the proper foundation of knowledge.
- A value-free ideal of scientific knowledge.
- A belief in the methodological unity of the sciences (Fay, 1988:13; Mouton, 1996:23-5).

A primary reason for the failure of these theories was their weak foundation of positivism, which was barely compatible with people's development as a process and people's continually changing social realities.

Berger (1969) argues that there is no ready-made world for people and it is up to them to make the world liveable. People do this by giving things and actions meaning. When these meanings are shared, a social reality is formed. This social reality is continually being formed through a dialogical process. This implies that people can question a given situation, that they are open to alternatives, that they can make choices and that they can revise their life-world in the light of their understanding of alternative positions (Holscher & Romm, 1989). For the

understanding of development, this means "human development can be seen as a process of dialogue" (Holscher & Romm, 1989; Rahman, 1993).

Needs:

By definition, it is the aim of community development to realise self-identified needs of the target community (Swanepoel, 1985:361). Needs expressed by the local community may be perceived "wrongly" as, for example, when community action is directed at symptomatic problems rather than the "real" cause or problem. It may also be that lack of knowledge results in a "wrongly" perceived need, i.e., things people do not know about, cannot be self-identified and therefore needed. Literature therefore distinguishes between "felt" needs and "real" needs (Jeppe, 1995).

Therefore, people who do not feel a need, irrespective of the reality of that need, will not easily be moved to action. For this reason, the "felt" need must receive preference even if the community worker does not regard it as the "real" need (Swanepoel, 1997:112).

Participation and citizen control:

Community participation evolved as a strategy to involve beneficiaries of development in the planning, operation and evaluation of community projects (Wilcox, 1994: 80), and, in fact in the entire process.

Various levels of participation are given in an eight-rung ladder of participation (Arnstein, 1969:216-224). Extracted from this ladder, only the most appropriate levels of participation that apply to this study will be included in this discussion.

These levels are presented in a sequence from most to least effective in terms of community development. The following are the eight levels of participation, stated from the highest level of participation to the lowest level.

(1) Citizen control:

The highest level of participation is a situation where beneficiary communities govern projects or programmes. This leads to what is known as "people driven development", which allows the community full participation during all the community development phases, e.g., need assessment, problem identification, planning, implementing, evaluation, and ultimately the continuation of the project.

Degree of citizen power:

(2) Delegated power:

Here the community is allowed to run the project and is given some control.

(3) Partnership:

A team is formed with the community that allows the community to run some components of the project.

(4) Placation:

The community is pacified and appeased in order to get buying power by placing a few "worthwhile" community members in control of committees.

Degree of tokenism:

(5) Consultation:

The community is allowed to offer some opinions, and to give feedback but not allowed new ideas. Examples are attitudinal surveys.

(6) Informing:

People are merely told what is planned.

(7) Therapy:

In this case, ready-made solutions are presented to perceived problems. The community is informed what their problems are, and "group therapy" is facilitated.

Non-participation:**(8) Manipulation:**

The community is entered with a fixed agenda, and dominated, persuaded and even forced to accept the plan.

Citizen control is regarded as the highest and most effective level of participation that the development agent (e.g., a local authority) should apply during community development. The community members are allowed citizen control, which means that they, the beneficiaries, have the opportunity to govern their own development. This means participation of all, at "grassroot" level throughout the entire process. Often members are involved during the need assessment exercise, but not to the extent of social dialogue and learning for both parties, as for instance where community members fill out questionnaires and are not involved during the remaining phases of the process. In the housing survey to be discussed in Chapter 3, this, for example, was the case. Authorities tend to reason that the poor do not have the ability to make decisions in terms of their own future, although Goulet (1978) and Todaro (1994) are of the opinion that in terms of the core values of development, communities should have the freedom from servitude (the ability to make choices that will influence or determine their future). Levels 5 to 8 listed above would be instances of where authorities do not allow effective participation.

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

The first step in involving poor people in participating in their own development is what is most often called Participation Action Research (PAR), which is a process of conscientisation. The preliminary objectives of PAR should be: (1) to increase the development worker's understanding of the local situation; and (2) to increase the insight of the local community members into what factors and relationships are the root causes of, and contributing factors to, their poverty (Burkey, 1993:60). Furthermore, Burkey says, "the basic tool to participation action is dialogue, an interchange and discussion of ideas based on a process of open and frank questioning and analysis in both directions between the investigators and the people, both individually and in small groups".

Arnstein (1969), furthermore, declares that participation without power "is an empty and frustrating process for the powerless". With reference to the two development approaches distinguished in Chapter 1, social engineering and social development, the difference is that social engineering does not necessarily take enough cognisance of the existing underlying social dynamics in the subsystems of the target population. If development takes the approach of social engineering, it is to be expected that some or other time the target population will reject it. The stage where it is "socially

internalised" into the community will simply not be reached. That much the policy of apartheid proved. The original RDP programme followed the same route and very few projects lived up to expectations. Was it not just another attempt at social engineering as an effort to redress the imbalances that were inherited from the apartheid era, with the same engineering that introduced apartheid? Social engineering is when change is introduced in subsystems that are not susceptible to it at that specific point in time (Schutte, 1995).

Furthermore, social development is well described by Marais et al. (2001:1). They regard the purpose of development as attempting to achieve the social and economic well being of communities, both urban and rural, and to meet the basic needs of society. Not only should development concentrate on the material well being of citizens, but a just and fair development environment should also be created in order to provide equal opportunity for civil society to participate.

What should then be done to execute social development? Schutte believes we need to sharpen the tools to detect the "felt" needs in communities that will show the subtle underlying currents of development potential in targeted communities. This will indicate how the hearts and minds of the people in a specific community "tick" and will pave the way to identify and design sustainable community development projects. If there is no underlying movement for proposed development initiatives, these initiatives or projects are bound to be rejected in time to come. Social development projects should be designed to "piggyback" on an existing social movement in the target community (Schutte, 1995).

2.3 Synthesis of "effective community development" and "community principles":

Development is an "integrated, value-loaded cultural process which encompasses the natural, environmental and social relations" (Hope, 1984). Furthermore, Korten (1990) adds his definition of development: a process by which the members of a society increase their resources to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations. Burkey (1993:48) furthermore states that development involves changes in the awareness, motivation and behaviour of individuals and in the relations between individuals as well as between groups within a society. These changes must come from within the individuals and groups and cannot be imposed from the outside.

The development of people can be seen as a process of dialogue. The "undialogical rigidification of meanings" can be seen as a lack of development of the lifeworld (Holscher & Romm, 1989; Rahman, 1993).

Therefore in the light of the humanist perspectives, the positivist theory is not compatible with the concept of human development. Human development includes that people create their own social reality. Hence, their particular definition of development is also to be located within this social reality. This conceptual picture is shared through dialogical consciousness.

We have seen the importance of participation in the conceptualisation of development. Bryant and White (1982) reason that own development is more than a means to development: it is also an end in itself.

Participation development for the resource-poor should not be a once-off process

because it embraces change, thus requiring that the shared concept of development be continually adopted. This "forever moving the goalposts" highlights the fact that development is a process of continual learning which demands the participation of all, towards self-reliance (Korten, 1990; Oakley, 1991). Currently, development in a broad sense has come to mean a process of social learning leading to empowerment, through people's participation in promoting self-reliance (Burkey, 1993:60; Korten and Klauss, 1984).

Furthermore, according to the RDP White Paper (1994:5), "development is not about the delivery of goods to a passive citizenry. It is about active involvement and growing empowerment. In taking this approach we are building on the many forums, peace structures and negotiations that our people are involved in throughout the land."

People's participation result in their being empowered and self-reliant which may be referred to as the ultimate of community development. This outcome could be regarded as the achievement of effective community development.

2.4 Determining the extent of community development effectiveness:

The extent of community development effectiveness depends on whether the principles of community development were applied during the development process (Swanepoel, 1997:177) and during all the phases of the process ensuring full participation (Wilcox, 1994) of the people at "grassroots" level. The two development approaches, previously discussed, are each measured with a measuring tool, which will be based on principles and features of community development. Compliance with these principles and features will reflect whether the community was effectively or

socially developed.

These principles and features, based on Swanepoel (1997:2-12), are listed and briefly explained.

➤ **Principle of human orientation:**

Swanepoel regards abstract human needs as self-reliance, self-sufficiency and human dignity (1997:3), which in fact go hand in hand with people's physical needs. The most important abstract human need is dignity. This has two implications. Firstly, under no circumstances may basic physical needs be met to the detriment of people's dignity. People may not be ignored, bypassed or be forced into or made dependent on development projects addressing their physical needs. Physical improvements to an area can have negative effects on people. Secondly, any effort to address people's physical needs must simultaneously strive to fulfil the need for dignity. Dignity is promoted by giving people recognition; by recognising them as capable of making their own decisions and accepting responsibility for their decisions. Dignity is enhanced when people become self-reliant and self-sufficient.

➤ **Principle of empowerment:**

If community members act in an advisory capacity to planners and decision makers, we cannot talk of participation. Power must accompany participation (El-Sherbini, 1986:9). Arnstein (1969) declares that participation without power is an empty, frustrating process for the powerless. Community members should be empowered in "citizen control", the highest level of participation, allowing the community full participation in decision-making, planning, implementation, evaluation and ultimately continuation of the project.

> **Principle of ownership:**

Community development projects do not belong to the initiating NGOs or local authorities. They should only act as facilitators for community members, who run their own projects. The developing organisation and its workers should have no authority over a project. Therefore they should have no authority over the people participating in the project (Wisner, 1988:294). The people themselves should therefore be allowed to take ownership of the community project.

➤ **Principle of release:**

The main goal of community development is to eradicate poverty, to free people from the deprivation trap. Conforming efforts try to bring relief to trapped people without freeing them from the trap. Transforming efforts attempt to release people from the trap so that, free and self-reliant, they can gradually improve the situation themselves. Development, therefore, first frees and then improves. If it improves first, it seldom frees (Swanepoel & De Beer (2000:9) quoting Chambers (1983)*.

> **Principle of participation:**

Conceptualisation of participation development for the resource-poor is not a once-off process. Development in itself embraces change, thus requiring that the shared concept of development be continually adapted. This "forever moving the goalpost" highlights the fact that development is a process of continual learning which demands the participation of all towards self-reliance (Korten, 1990; Oakley, 1991).

* Chambers, R. 1983. Rural development: putting the last first. Harlow, Essex: Longman.

➤ **Principle of learning:**

James Yen, as far back as the 1920s, told his reconstruction workers to "learn by doing" Were community members "doing" (Swanepoel, 1997:9).

➤ **Principle of adaptiveness:**

The principle of adaptiveness is closely related to the principle of learning. If the principle of learning is followed, one cannot be anything but adaptive. Adaptiveness is a direct contradiction to blueprint planning. By definition, it implies that the learning takes place before planning begins, and that learning consists of community profiles and feasibility studies. Planning and implementation are the prerogatives of the professional planner and the engineer, the top-down controller.

➤ **Principle of simplicity:**

Big and complex projects limit the potential for learning and participation (Gran, 1983:288). Collective activity is not the action of an individual or a few individuals, but of people sharing a mutual interest. Therefore can it be defined as a group of people who are exclusively and actively involved?

➤ **Feature of "need-orientation":**

Identifying needs are a prerequisite for action, the first step before a project commences. Such a project is aimed at a specific need and not a need which is vague, ill defined or broad.

➤ **Feature of objective orientation:**

Likewise the needs, the objectives, should also be precise and concrete.

➤ **Feature of action at "grassroot" level:**

This is not a level where the elite, government officials, experts or consultants keep the people busy by involving them in worthwhile actions. It is a process in which ordinary people play the leading part with the other stakeholders mentioned, playing a facilitating role.

In order to be applied as a "measuring tool" these principles and features are now reformulated in question format. This constitutes the measuring tool to be applied to the two comparative approaches for measuring community development effectiveness.

The measuring tool:

Community development principles:

- 1 Were the community's abstract human needs fulfilled?
- 2 Were the people empowered?
- 3 Has ownership been established in the community?
- 4 Were the people released from poverty?
- 5 Was it a social learning process for the community members at "grassroot" level?
- 6 Did the local authority adapt to a situation of not having a blueprint, making them available to learning?
- 7 Was the community development project simple or was it rather big, complex, and sophisticated?

Features of community development:

- 8 Were the community members collectively involved in the community

- development project?
- 9 Was a well-defined and specific community need identified, prior to the community project?
 - 10 Because community development is born of a need, it is clear that it must be directed at an objective addressing the specific need.
 - 11 Was the community involved at "grassroots" level?

2.5 Community development process:

Five phases are normally identified to be followed during the community development process. These phases include: needs assessment, problem identification, planning, implementation and programme evaluation. For the purpose of this study only the first phase will be considered when measuring community development effectiveness. This means that effective community development for this phase will be seen as succeeding in identifying felt needs with respect to the relevant community.

The list of questions of the tool developed above will, however, be considered for other phases as well because the "housing project" has completed all the phases except the evaluation phase. Because the initial phase of community development, i.e., needs assessment, constitutes a foundation for the rest of the process of community development, it is crucial to establish whether the principles and features of community development were present from the onset. In comparing the two approaches the emphasis will be on this phase. The P+C-index has only covered the first phase.

These two methodological approaches will now be introduced respectively in the

following two chapters.

CHAPTER 3

"HOUSING PROJECT" AND RESEARCH FINDINGS:

3.1 "Housing project"

3.1.1 Operationalisation:

Quantitative research:

The inhabitants of Thambo Square situated in the centre of Zwelihle, demanded new houses. This was due to the area being overcrowded with no available health services. An unstructured layout with hardly any access for vehicles made it impossible for any vehicle to enter the area. These conditions were the result of uncontrolled squatting which made it unacceptable for the people. After receiving more demands for "new houses", the local authority of Hermanus was obliged to respond and appointed a private consulting company, Urban Dynamics, Western Cape, to determine the extent of the housing need in the community and specifically in Thambo Square.

During this research study the project will be referred to as the "housing project". The aim of this project was to determine the extent of the housing need in terms of the number of houses needed and ultimately to follow a "development" process, resettling many households to a new area, named Airfield. Another aim was to release the people from the slum conditions they were living in. The project was executed during 1999-2000, shortly before the P+C index needs assessment method was executed in Zwelihle community. Official documents (minutes and agendas) of meetings held with the leaders of Zwelihle community were consulted (refer to Appendix A), and an interview was held with the responsible official of the company, who facilitated the housing project (refer to Appendix F for further information regarding the interview).

A quantitative survey was then executed and four local trained "survey assistants" supported the inhabitants of Thambo Square to fill out questionnaires. A total of 1730 questionnaires were handed out for completion; 1400 completed questionnaires were returned. Consulting and informative meetings were held to decide on issues regarding the envisaged resettlement of the concerned inhabitants.

3.1.2 Research design:

The target group included all the residents of Thambo Square and other households squatting elsewhere in Zwelihle. Four local, trained survey assistants conducted the survey and supported the community members, filling out the questionnaires.

The survey revealed 1400 households in need of new houses, and who were to be resettled in a nearby area. The mentioned consultants facilitating the project held several meetings with community leaders and other stakeholders in order to solve the problem, regarding the resettlement of the mentioned community members. Although three sites for resettlement, close to Zwelihle were demarcated for community members to choose from, the local authority only made one site, namely Airfield, available. The building project was contracted to an unknown building company, which was not from the community. No involvement with any community members was encouraged. Months later the process of relocating households to newly built, brick and plaster houses, according to an internal procedure, was performed. Top needs identification was performed, allowing limited participation for the "ordinary" community members.

3.1.3 Sample description:

All the households specifically from Thambo Square, living in an informal settlement

(not a brick and plaster house) were considered to be in need of a "new house". Although a needs assessment, according to the P&C index, was performed for all community members of Zwelihle, only the residents of Thambo Square, residing in "shacks" were considered to be part of the "housing project".

3.1.4 Data collecting technique (questionnaires)

The target group, supported by four local trained survey assistants, completed a one-page questionnaire determining the extent of a housing need. The questionnaire consisted of a number of closed questions grouped into two sections. The one section included questions desiring personal information, e.g., income, occupation, marital status and number of dependants; the remaining questions were concerned with the resident's housing preference in terms of ownership or renting a house.

3.1.5 Data analysis:

According to the data gathered from the target group it was revealed that a total number of 1400 households were identified to be in need of brick and plaster houses. This was the number of completed questionnaires returned.

3.2 Discussions of research findings:

By definition, it is the aim of community development according to Swanepoel (1985:361) to realise self-identified "felt" needs of the target community. Furthermore, Jeppe (1995:29) says: " The impression that plans are imposed from outside and are being decided upon from above must be avoided." By induced needs it is thus implied that the people are stimulated to create desires and to conceptualise a situation in such a way that it becomes a "felt" need.

The development field has experienced an important paradigm shift towards participatory development, which almost all donors and development agencies, whether government or non-governmental organisations (NGOs), are now increasingly embracing. There are countless references to the participation of civil society (a people-driven process) in the Reconstruction and Development Programme (RDP), as well as calls on government departments, local authorities, social workers, development officers and NGOs to change not only their strategies, but also their attitudes, methods and techniques RDP White Paper (South Africa, 1994:8-10; also see (Chambers, 1983; Korten 1990; Burkey, 1993; Rahman, 1993).

Often the change agent (local authority) is in the virtually impossible position of not knowing how, why or when to establish a specific development process. The manner in which development is perceived dictates the methodology used to gather data, both to substantiate the perception and to plan strategies towards its realisation (Mouton, 1996:16-38). The methodology of the "housing project", however, can be associated with the argument Rahman (1993:149) has, in terms of his viewpoint of traditional field research. He states that research is executed by external researchers who have a subject-object relationship or top-down "blueprint" relationship, which assumes and asserts the myth that people are incapable of participating in the research as equals. Burkey (1993:63), adds to this and says: "traditional research in this view makes them (the actors) wait upon elite researchers to come and find the facts about them, to write about them and make policy recommendations for outsiders to solve their problems. This helps to perpetuate domination of the people not only because of their economic dependence, but also because of their intellectual dependence on privileged elite". Chambers (1983) refers to this approach as a one-way learning process. The community is supposed to learn, but he calls for a reversal

in the process, that the change agent becomes the "student".

In the light of the abovementioned, some findings from the sponsored self-help initiative approach (housing project), seem to coincide with what Rahman (1993:149) had said in terms of a subject-object relationship or top-down, "blueprint" relationship. Furthermore, Swanepoel (1997:43-50) refers to policies and practices followed by many organisations that make it extremely difficult for the community members and community workers to apply community development principles (previously discussed in Chapter 1).

Following is a brief discussion of three of the mentioned practices and how they were executed and applied during the housing project.

➤ Centralised planning:

Many organisations see planning as a technocratic exercise, taking place in an office which is then implemented in this way. Planners and planning are removed from "grassroots" action.

Centralised planning was performed in a central or local office with regard to the resettlement of the identified households in need of "new houses", to a nearby area, named Airfield. Thereafter, informative meetings were to be held during the follow-up phases of the development process with community leaders and other stakeholders to discuss the matter.

➤ Production orientation:

It is common for organisations to seek concrete results; therefore they will place

undue emphasis on infrastructure and human development is ignored.

None or little human development took place due to a subject-object relationship or top-down, "blueprint" relationship. The focus seems to be on the infrastructure of the community, irrespective whether houses were demanded. Little participation at "grassroots" level was allowed, resulting in no learning and human development. Houses in fact might not have been the community's "felt" need, bearing in mind the high dissatisfaction rate, currently prevailing in the community of Airfield.

➤ Top-down needs identification:

Some organisations are inclined to decide for themselves what the people's needs are and how they should be met. The people are then confronted with a readymade project that they must accept and implement.

In terms of top-down needs identification, new houses were demanded due to unhygienic living conditions in Thambo Square, but because of a subject-object relationship, between the local authority and the community of Zwelihle, it seems as though a "real" need had been fulfilled. No participation at "grassroots" level has taken place, allowing dialogue for the people to articulate their "felt" need.

A consultant, on behalf of the local authority had performed a quantitative survey in the community, not to assess the community's "felt" need but to determine the extent of the housing need in terms of future planning to resettle the community. Furthermore, no further participation at "grassroots" level was made during the remaining phases of the development process; however, community leaders were involved in several informative and consultation sessions with the consultant and other stakeholders. The local authority should rather have dealt with the community

problem, but instead appointed a consultant which further alienated them from the community, promoting a subject-object relationship.

➤ Participation:

The democratisation of South African society has opened the doors to "participation for all" in all aspects of life, particularly development RDP White Paper, (South Africa, 1994). The abovementioned could not be said of the "housing project" having opened doors to "participation for all". Community leaders, however, represented the community at several informative meetings but no participation was encouraged with community members at "grassroots" level. Refer to Appendix A for an extract from the minutes of the meetings, held in December 1997. Also see Appendix C, a copy of an existing land use and ground plan of the wider area, adjacent to Zwelihle.

According to the RDP White Paper (South Africa, 1994:5), "development is not about the delivery of goods to a passive citizenry. It is about active involvement and growing empowerment". It would therefore appear that the "housing project" has delivered goods (houses), but did not develop the community; the people have been passive, with no or little dialogue, learning or active participation.

Holscher and Romm (1989:111) regard "human development" as a process of dialogue. Romm (1996:160-95), furthermore argues that once the change agents (local authority) understand that people are dialogical beings, change agents must realise that research in order to substantiate, analyse and explain or plan strategies for the realisation of development, cannot be done without the full participation of the local actors and "experts" (community members). They are the ones who create their own social reality and they are thus the ones who can identify it, and through

conscientisation, make choices regarding actions to change it.

Burkey (1993:205) furthermore argues that self-reliant participatory development is an educational and empowering process in which people, in partnership with one another and those able to assist them, identify problems and needs, mobilise resources and assume responsibility themselves to plan, manage, control and assess the individual and collective actions that they themselves decide upon. One could therefore argue that due to no and little dialogue with the community members at "grassroots" level, no human development has been promoted. Furthermore, and according to what Romm has said, it could be argued that the local authority of Hermanus does not yet understand that the people of Zwelihle are dialogical beings. They have not realised that research, in order to substantiate, analyse, explain or plan strategies for the realisation of development, cannot take place without full participation.

The concept of participatory development for the resource-poor should not be a once-off process. Development embraces change, thus requiring that the shared concept of development be continually adapted. This "forever moving the goalposts" highlights the fact that development is a process of continual learning which demands the participation of all towards self-reliance (Korten, 1990:68; Oakley, 1991:2-3). The housing project would appear to have been a once-off process. Since the completion of the project, no further community development, has taken place. No continuation of learning, and a lack of further participation by all towards self-reliance, were identified.

The level of participation applied during this project, varied from consulting and

informing to manipulation. No level of "citizen control" (people-driven development) had taken place. The quantitative survey performed in Thambo Square and executed by the appointed consultant, revealed that people were not allowed any option to remain in Thambo Square but had to move to Airfield. All the building structures, however, had been demolished in this area.

As it is the aim of community development to realise self-identified needs of the target community (Swanepoel, 1985:361) and community development literature distinguishes between "felt" needs and "real" needs it seems that during the "housing project", the local authority projected "real" needs onto the community from a perspective of national development policy.

CHAPTER 4

P&C INDEX AND RESEARCH FINDINGS:

4.1 P&C index (needs assessment):

Introductory overview:

Determining community needs is often based on the preference ranking of the respondents. It may be a fruitless exercise for communities from a low socio-economic level who only have meagre resources to prioritise their needs. These resources are limited to basic survival requirements.

To overcome this problem, a non-verbal response technique, the Schutte scale, has been applied to measure the respondents' perception in terms of the **importance** of a specific facility/service in relation to their **satisfaction** with the same facility. The result may be that a specific facility, regarded as most important, but simultaneously enjoying a high degree of satisfaction, may be listed low on the priority index (P index) as opposed to a facility with a similar importance rating with a low satisfaction measurement. The Schutte scale is applied during focus-group interviews requiring of the respondents to air not only their own viewpoints but also of those community members living in the same geographical area.

Following are a few examples of companies, institutions or communities who have previously introduced this needs assessment method and benefited:

- Price Waterhouse Coopersy (2002, 2003 and 2004).
- Cancer Association (Cansa) (2003).
- Unit for Religion and Development Research (URDR) (2004).
- Communities of: Lebanon (1999), Maclear, Ugie, Elliot, Induwe, Dordrecht,

Barkly East and Rhodes (1996).

- Rwanda (2003).

4.1.1 Operationalisation:

Qualitative/Quantitative research:

This study comprised of semi-structured focus-group interviews with selected members of each of the five neighbourhoods of Zwelihle (Airfield, Mandela Park, White City, 460 Site and Beach House). Six groups were selected from each neighbourhood, comprising of eight members each. (For the composition of groups refer to "Sample description".)

Another separate focus-group interview, consisting of leaders representing the five neighbourhoods of Zwelihle community, was also executed. These results will be interpreted separately from results obtained from "ordinary" community members. The reason is that information generated from leaders, responding on behalf of the community members, may not be valid and a true reflection of what the "felt" needs of the community members may be, because they normally have a different level of needs to those of the members. Leaders may personally want to benefit from community development programmes (refer to 4.2.2).

The recruitment of group members:

A community leader residing in a specific neighbourhood identified a recruiter living in the same area. The recruiter then selected eight members each for the six different age and gender focus groups, which equalled 48 focus group members for each neighbourhood of the five neighbourhoods (refer to 4.1.3.). Recruited members who met the prescribed criteria for a specific data-collection group were allowed voluntary

participation.

The interviewees met the following criteria in order to qualify for the investigation.

> *Eight members per group in terms of age and gender differences, as discussed below, should represent their neighbourhood.*

➤ *Group members should not know one another, or at least not be good friends.*

➤

Data collection groups should be as homogeneous as possible in terms of age and gender in order to obtain a sound knowledge of the community or neighbourhood they represent. It is argued that it is most likely that members of these homogeneous focus groups would not intimidate one another as in the case of members of non-homogeneous groups.

4.1.2 Research design:

A qualitative/quantitative study was undertaken to determine the generic needs of the Zwelihle community. This research exercise consisted of semi-structured interviews, adding to a total of 240 interviewees divided into 30 different homogeneous groups, each data collection group with an equal number of eight interviewees ($30 \times 8 = 240$). Eight interviewers, each assisted by an interpreter, conducted these interviews in a semi-circle and in an undisturbed setting.

According to Schutte (2000:8-9), the Priority Index, commonly known as the P-index, was specifically designed to prioritise the needs of communities or other target groups. It is aimed at (i) determining the actual needs at a given point in time, and (ii) ranking them in order of priority, (iii) without being paternalistic. The latter is because

respondents are not presented with a ready-made list. In fact, the group members are required to verbalise and substantiate their needs themselves, creating their own list of needs.

Simultaneously with the P-index, and making use of the same Schutte scale, the C-index community profile was compiled, measuring the community members' satisfaction rate in terms of facilities and services proposed by the researcher. The latter (following Schutte) are basic facilities and services needed by all communities, rich or poor and through all times to maintain a healthy standard of living. The gathered data will be presented with a graph, the community index wheel reflecting a community profile, clearly emphasising community problems. (Refer to Appendix D and Figure 4.3.)

4.1.3 Sample description:

The community was divided into five neighbourhoods and in total consists of approximately 10 000 residences. Owing to conflicting interests, it was decided to execute a needs assessment in each neighbourhood. A sample of 240 individuals in total for the five neighbourhoods (2,4%, 48 interviewees for each neighbourhood) was needed for the purpose of this assessment. In addition to neighbourhoods, differentiation was also made between gender and age. People from different ages or genders may have different interests and needs and it will more likely be that they will feel free to express their viewpoints and opinions among their own peer group.

The groups were composed in the following manner:

From each neighbourhood:

A group of 8 men aged 45 and older.

A group of 8 men aged 25 - 44 years.

A group of 8 men aged 14 - 24 years.

A group of 8 women aged 45 and older.

A group of 8 women, aged 25 - 44 years.

A group of 8 women aged 14 - 24 years.

4.1.4 Data collection techniques:

This study employed a semi-structured interview technique with each of the 30 focus groups (six age and gender groups x five neighbourhoods). The aim was firstly to determine each neighbourhood's priority "felt" needs (priority index), secondly to identify problems the community of Zwelihle might experience at "grassroots" level (community profile), and thirdly to determine the "bonding" rate; in other words, how well do community members experience a sense of "belonging" or cohesiveness (refer to 4.15).

4.1.5 Measuring instrument:

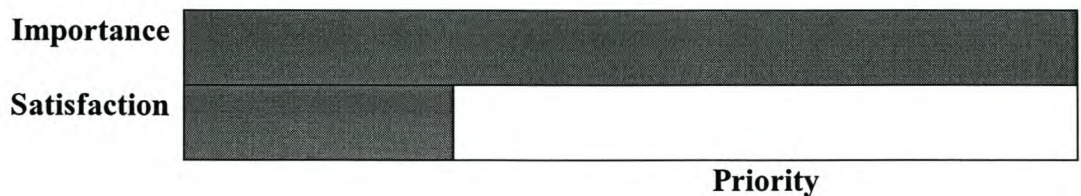
The tool was originally developed to measure attitudes and perceptions on a ratio scale. This tool, the Schutte scale, is in the shape of an upside down "U". The horizontal piece of wood has two sides, one side has numbers ranging from 1-11 (this faces the interviewer) and the other side has circles ranging from pure white to dark green (this faces the respondent). In the middle is an indicator with an elastic band that makes it movable in both directions (left and right), depending on the respondent's answer to the questions. The tool measures importance and satisfaction ratings, ranging from 1 (represents pure white circles) to 11 (represents dark green circles). One (1) represents a low satisfaction and importance

measurement and vice versa.

The tool is claimed to be applied with equal success to any community, whether members are literate or illiterate, and quantifies a qualitative response like perceptions, feelings or opinions. Furthermore, the tool is claimed to produce valid measurements because it measures the human index which implies how important and satisfied the members regard a particular service/facility to be. Hereby, community needs can be prioritised which is not a goal in itself, but a means to a goal, namely the upliftment of the quality of life in a specific community. The inferential validity of applying this tool is ensured, which was demonstrated empirically during previous community needs assessments by Schutte (1996), when community members were willingly participating in community projects, taking ownership and responsibility in solving their own identified problems, knowing that their "felt" needs were being addressed. This needs assessment method, reflects how the members perceive their living conditions, as to what are important and to what extent they are satisfied. This enables the researcher to prioritise community needs with priority defined as the (measured) difference between the importance and current satisfaction with a specific service or facility in a community which makes it possible to do individual rank ordering of items (Schutte, 1994). Qualitative responses are directly quantified and rank ordered without asking the respondent to do the rank ordering.

Should community members be asked to generate a list of items (facilities/services) which are important to them and then place them in ranking order from most important to least important, they may find the task almost impossible; all items will seem to be equally important. The relative rank ordering causes that the first item

plays an important role, as all the items are rank ordered in relation to the one mentioned first. If another item would accidentally be placed on top, a different order lower down the list could result. The P-index, applying the Schutte scale is therefore a viable alternative, specifically developed to prioritise community “felt” needs for planning purposes. (For more clarity refer to Figure 4.2.) Priority is defined as the discrepancy (measured distance) between importance and satisfaction regarding a specific need.



PRIORITY LOW



PRIORITY HIGH



Figure 4.1: P-index needs redefined

During a research project conducted at the University of Missouri; Webb (2001), it was in fact revealed that the visual scaling method developed by Schutte, performs in the same manner as the traditional 9-point hedonic scale and 9-point category intensity scale. As based on previous statements made by Lawless and Klein (1991)*, a scale that is balanced, bipolar, and contains a neutral point is assumed to

* In: (Webb, 2001), *A comparison of the nine-point hedonic scale, categorical scale, and the Schutte visual scale using consumer panels*. University of Missouri-Columbia

have equal spaces or intervals of which the Schutte scale has all these characteristics. Although the Schutte scale allows for an 11-point measurement, starting with 1, one would regard a neutral point to be six (6), regarding measurements below six to reflect feelings of dissatisfaction and above six feelings of satisfaction. In other words, one may also refer to the former measurement as a low satisfaction and the latter as a measurement reflecting highly satisfied feelings.

Visual or pictorial scales are often used when researchers are working in testing situations with children or panellists that have limited reading or comprehension skills (Stone & Sidel, 1993)*. This type of scale was created under the impression that these specific types of panellists may not be able to understand, or discriminate among the anchors used on traditional verbal scales (Kroll, 1990)*. Prior to the research project conducted at the University of Missouri all of the pictorial scales had the same characteristics. Based on this study, it can be concluded that the Schutte scale adds another option for researchers wanting to use a visual scaling method. It is, in fact, a visual scale that uses dots, rather than facial expressions, to indicate different degrees of liking (important and satisfied) for a product. According to Moss (1996)*, this Schutte scale is a visual scaling method that introduces minimal levels of bias. This scale is effective in testing situations to communicate with people that have underdeveloped reading or vocabulary skills, or in situations where languages often create barriers to data collection.

The results of the Schutte scale indicated that when panellists were scoring samples for their degree of liking, there was no significant difference detected between the different scaling methods. It was found by Webb (2001)* that when scoring the

degree of liking, the two different scaling methods (Schutte scale and the paper ballot containing a 9-point hedonic or a 9-point category scale) performed in the same way. The degree of liking also refers to the degree of feeling or opinion, as is the case of the P+C index needs assessment, measuring satisfaction or dissatisfaction.

Furthermore, comparing the results of the two abovementioned scales, the results seem to be internally valid. When examining the degree of external validity that these scales possess, although the scales do not seem to be performing in exactly the same way in some situations, they do appear to be consistently performing in a similar manner. Because the scales seem to be performing in a similar manner, researchers who encounter literacy or lingual boundaries could consider the Schutte scale as an option when it is desired to obtain similar, albeit not identical, results to the traditional 9-point hedonic, or 9-point category scale (Webb 2001).

P-index (Priority needs):

Rating the importance of needs, interviewees were posed the following questions:

"What services or facilities do you think the people of your neighbourhood think they need?"

Each of the group members were allowed to air his/her views regarding the above mentioned, listing all the important facilities and services. The mentioning of each item was followed by the question, "Why do the people think that way?" With the aid of the Schutte scale, each item was quantitatively determined how important these services and facilities were for the people. This was done by referring to each of these needs listed (items), and posing the following question: ***"How important or unimportant do the people in your neighbourhood consider, e.g., Item***

no.1 to be?" This question was repeated for the entire given list of items. Each item now had an importance measurement and a rationale as to why the particular item was regarded by the people as to be important.

Thereafter, applying the same scale to measure the satisfaction rate for each item, the following question was posed: ***"Indicate how satisfied or dissatisfied the people in your neighbourhood are with, e.g., Item no 1?"***

On completing the interview, one would have two sets of information articulated by the interviewees: those items and their respective evaluations of importance and the same items and their evaluations of satisfaction. The satisfaction value for each item was now subtracted from the importance value that equals a P-index value.

C-index (Community profile):

After completion of the P-index, a listing of 13 services or facilities, e.g. Shelter, health care, sanitation, availability of water, food supply, energy, income, education, religion, recreation, welfare, safety, transport was provided by the facilitator for a satisfaction rating and not by the group members. These are all basic services and facilities considered by Schutte to be important to all communities to exist as a community (Schutte, 2000).

By means of the Schutte scale, community members should indicate their satisfaction or dissatisfaction with these mentioned services and facilities provided. An average of the ratings gathered from all interviewees per facility is plotted on a graph (community index wheel) depicting the extent of satisfaction to which these

basic community needs are being met. The closer to the centre of the graph, the more satisfied the members are. In addition to this, they should also provide reasons for their answers (feelings and opinions). These reasons will guide and direct all actions to rectify the problematic areas in the community. Problem areas can be identified immediately with the relevant reasons available (refer to Figure 4.3).

Community bonding:

Simultaneously with the C-index, community "bonding" was determined. Community "bonding" refers to a sense of "belonging" which is well explained by Bopape (1993) in an HSRC research paper, *"Social networks and social support as a basis of community development in Lebowa"*. She points out that social communication is an important element in the establishment of a community. Without social communication, no "bonding" or ultimately, community involvement and "belonging", a prerequisite for community development, can occur.

Furthermore she identifies two forms of social communication crucial to bonding. Firstly, a social support system within a community whereby members assist one another to cope with problems. Secondly, social networking, i.e., the way in which people influence each other while participating in social events. Furthermore, community "bonding" also includes the individual's sense of home which will be determined by the extent of the individual's "uprootment" from his/her previous place of home. The following three questions posed to the interviewees determined the extent of the community's "bonding".

> *"To what extent do the people of your neighbourhood consider this*

community to be your "home?"

"Why do the people feel this way?"

> *"How "close" do you feel to your friends in the community? "* *"Why do the people feel this way?"*

> *"To what extent can you rely on the rest of the neighbourhood to come to your "aid" should you have any problems?"*

"Why do the people feel this way?"

4.1.6 Data analysis:

Calculations of the P-index:

After the data was collected, the P-index was calculated. This was done in the following manner. All the items were listed as the respective data-collection groups articulated them. All the importance and satisfaction values per item given by the group members were taken down. The P index for each item was calculated by subtracting the mean of all the satisfaction values (\bar{X}_b) per item from the mean, of the same item's importance values (\bar{X}_a). ($\bar{X}_a - \bar{X}_b = \text{P-index}$). These calculations per item reflect the Priority index values. P-values per item were ranked in order of priority, from the highest to the lowest value (refer to Figure 4.1).

Calculation of the C-index (community profile):

The mean of each item was calculated. This was done by adding the satisfaction values for each item, and dividing the total by the number of interviewees.

Calculating the extent of "bonding" in a community:

The totals of the abovementioned three questions' means were added and the total

divided by 3. The higher the score, the better the level of "bonding". The value was then plotted on the circular diagram and presented by a circle. The P index (priority needs), the C-index (community profile) and a bonding rate were calculated for each of the 30 focus groups. (Six groups per neighbourhood x 5 = 30 groups.)

4.1.7 Research presentation:

The C values for each of the given 13 items were plotted onto a circular diagram (Community index wheel) (refer to Figure 4.2 and Appendix D). Scoring started on the circumference with 1 and ended in the centre with 11. This means that the closer the item scored to the centre, the less problematic and satisfied were the people in terms of the particular item, but the closer to the circumference, the more dissatisfied the people were in terms of the specific item. Furthermore, the size of the inner-circle would also represent the level of "bonding" in the community. The smaller the circle, the higher the sense of bonding prevailing in the community and vice versa.

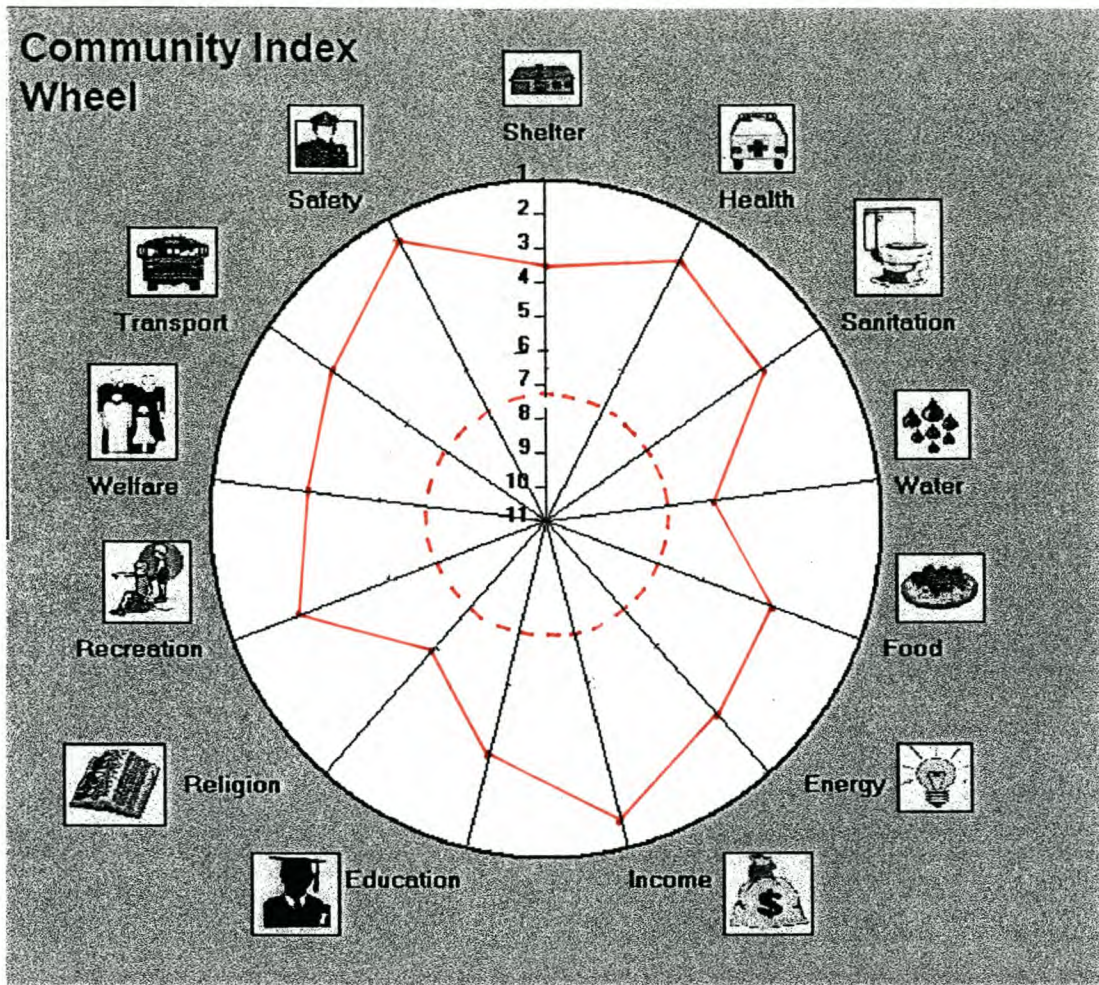


Figure 4.2: Zwelihle community, index wheel:

values for each of the following physical and social services:

Shelter	-	3.7	Income	-	1.8
Health	-	2.4	Education	-	3.6
Sanitation	-	3.1	Religion	-	5.8
Water	-	5.8	Recreation	-	3.0
Food	-	3.7	Welfare	-	3.7
Energy	-	3.2	Transport	-	3.1
			Safety	-	1.7

Average C value - 3.4
Level of community bonding - 7.5

4.2 Research findings:

Schutte believes that we need to sharpen the tools to detect a community's "felt" needs in order to show the subtle underlying currents in a community. This is the main reason why the P+C indices were initiated and applied in this study.

It is a bottom-up approach, allowing the poor at "grassroot" level the opportunity to participate in the process, identifying and prioritising their own community needs, taking "citizen control" and therefore being enabled to govern their own community projects.

As previously discussed, only the initial needs assessment phase of the community development process was executed in Zwelihle community during this research study.

Following are some findings from this study, applying the mentioned indices to all five neighbourhoods of Zwelihle community. These neighbourhoods are: Airfield, 460 Site, Beach House, Mandela Park and White City (Refer to Appendix D.)

4.2.1 Zwelihle community:

Satisfaction rate versus the bonding rate of Zwelihle community:

An interesting observation was made which is; although the community reflected a satisfaction average of as low as 3.4 (C-value), on all 13 items it maintains a relative high bonding rate of 7.5. (Refer to figure 4.3.)

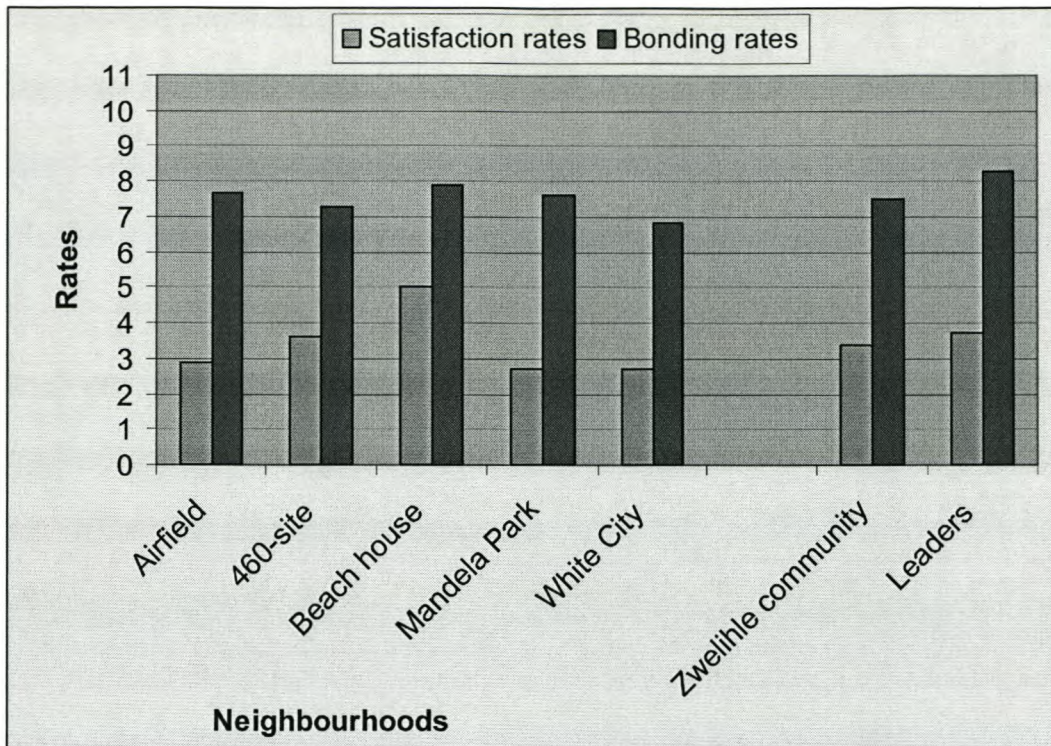


Figure 4.3: Satisfaction and bonding rates for each neighbourhood, Zweilhle community and the community leaders.

Table 4.1: Priority of needs and P values for the neighbourhood of Mandela Park.

	Priority needs	P index	-2 -1 0 +1 +2 +3 +4 +5 +6 +7 +8 +9 +10
1	Less expensive food	10.0	_____
2	Welfare	10.0	_____
3	Income	10.0	_____
4	Ambulance	10.0	_____
5	Water	9.8	_____
6	Job creation	9.7	_____
7	Housing	9.6	_____
8	Sponsors	9.5	_____
9	Churches	9.1	_____
10	Clinic	9.0	_____
11	Refuse dump	9.0	_____
12	Mix with other youth groups	8.6	_____
13	Sport facilities (outdoor)	8.5	_____
14	Police station	8.1	_____
15	Community centre	8.0	_____
16	Flea market	7.8	_____
17	Street lights	7.5	_____
18	Waste removal	7.0	_____
19	Bushes	7.0	_____
20	Drainage	6.4	_____
21	Park	6.2	_____
22	Transportation (train)	6.1	_____
23	Streets	5.3	_____
24	Public telephones	1.7	_____
25	Electricity	-1.3	_____
26	Swimming pool	-1.8	_____

Furthermore, a negative C-Index average was also reflected for each of the five neighbourhoods. Although the community leaders reflected a similar significant correlation, they of all the mentioned groups, were the most well bonded group with a rate of 8.3 (Refer to Figure 4.3.)

Furthermore, in terms of the mentioned satisfaction rate of 3.4, one could ask the

question, "Is there something the community members are happy or satisfied with?" Comparing the lists of needs of these five neighbourhoods, it was only Mandela Park (the oldest and most established neighbourhood) which indicated negative P-values for two items, which are electricity and a swimming pool with ratings, -1.3 and -1.8, respectively. From this we can derive that although electricity and a swimming pool are important to them; they in fact are more satisfied with these services or the lack thereof, compared to the other facilities mentioned (the satisfaction rating is higher than the importance rating). (Refer to Table 4.1.)

Poor communities belonging to a low socio-economic status have an extended number of physical and social needs that are also experienced by the Zwelihle community. They are highly dissatisfied (a measurement ranging from a P value of 10-6.6), which may not necessarily be due to a lack of money or possessions but due to the non-fulfillment of "felt" needs. Cameron and his colleagues (1974:63-64) asked a large sample of people to report their feelings of happiness or unhappiness. (For the purpose of this reasoning, happiness could be regarded as similar to the emotion of satisfaction and vice versa.) They found that happiness did not vary according to the presence or absence of physical handicaps or mental impairment. Neither was it affected by age, for the old are happy as often as the young. Of all the factors they studied, social class seemed to have the strongest relationship. Data showed no relation between the wealth of a country and the happiness of its citizens. Furthermore, there was an indication that the population of the United States was no happier in 1970 than in 1940, although real income was 60% higher in 1970. International comparisons show that citizens of wealthier industrialised countries are no happier than those of poorer, less developed countries. It is not absolute income but the ratio between income and needs that is

important.

The more prosperous people in that society are better able to meet their needs and thus more likely to be happy than those who are less prosperous. But in the more prosperous societies, the standard of "need" is higher. Thus, it is relative advantage rather than absolute amount of money which makes for happiness.

The C index, according to Schutte considers thirteen specific physical and social services/facilities to be essential for the survival of communities.

In an assessment of thirteen coastal communities, executed by Schutte (2000:23), the communities identified certain services/facilities as being of crucial importance to them. These ideas were generated by focus groups with the aid of the P-index technique. The facilities identified by the respondents in each of the communities were analysed and clustered into 13 basic needs. These needs are considered to be the basic corner stones necessary for the survival of any community. Combining these 13 facilities or items with Maslow's theoretical point of departure, every individual has basic needs which must be satisfied. In order to **physically** survive, an individual requires:

Shelter, Health care, Sanitation, Water, Food and Energy.

For successful interaction with other humans (in a community), the following basic **social** needs must be satisfied:

Safety, Income, Education, Recreation, Religion, Welfare and Transport.

The items from the following table (table 4.2) were therefore categorised, accordingly.

4.2.2 Community leaders:

Table 4.2: A comparison between the needs in terms of physical and social services of the community members to that of the community leaders.

No.	Zwelihle community members	Phys. + Soc. services	P-value	No.	Community leaders	Phys. + Soc. services	P-value
1	Adult education	Soc	10	1	Pavements	Soc	9.4
2	Police	Soc	10	2	Tar roads	Soc	9.2
3	Dumping site	Phys	10	3	Training centre	Soc	9.1
4	Sewerage dam	Phys	10	4	Subsidy for houses	Soc	8.8
5	Jobs	Soc	10	5	Taxi rank	Soc	8.7
6	Ambulance	Phys	10	6	Job creation	Soc	8.7
7	Fire brigade	Soc	10	7	Police station	Soc	8.5
8	Toilets	Phys	10	8	Day hospital	Phys	8.5
9	Roads	Soc	10	9	Own land	Soc	7.9
10	Electricity	Phys	10	10	Recreation centre	Soc	7.7
11	Waste removal	Phys	10	11	Old age home	Soc	7.3
12	Indoor sports facilities	Soc	10	12	Hospice	Phys	7.3
13	Grocery deliveries	Soc	10	13	Soccer stadium	Soc	7.2
14	Crèche	Soc	10	14	Building construction body	Soc	7.0
15	Less expensive food	Soc	10	15	Develop tourist attraction	Soc	6.6
16	Welfare	Soc	10	16	Bigger houses	Phys	6.4
17	Income	Soc	10	17	Cinema	Soc	5.2
18	Speed bumps	Soc	10				
19	Day hospital	Phys	10				
20	Water	Phys	9.8				
21	Youth talent promotion	Soc	9.8				
22	Bigger houses	Phys	9.8				
23	Sports field for high school	Soc	9.8				
24	Street lights	Soc	9.8				
25	Food shop	Soc	9.8				
26	Clinic	Phys	9.8				
27	Parks +playgrounds	Soc	9.7				
28	Jobs creation	Soc	9.7				
29	Transport (long distances)	Soc	9.7				
30	Housing	Phys	9.6				
31	Pension	Soc	9.5				
32	Small business loans	Soc	9.5				
33	Sponsors for cultural activities	Soc	9.5				
34	Tertiary education facilities	Soc	9.5				
35	Shopping centre	Soc	9.4				
36	Public phones	Soc	9.3				
37	Schools	Soc	9.3				
38	Safety	Soc	9.2				
39	Churches	Soc	9.1				
40	Recreation centre	Soc	9.1				
41	Training centre (skills)	Soc	9.0				
42	Social services	Soc	9.0				

43	Storm drainage water	Phys	9.0				
44	Municipal service charges	Soc	8.7				
45	Finishing school	Soc	8.7				
46	Mix with other youth groups	Soc	8.6				
47	Swimming pool	Soc	8.6				
48	Bushes	Soc	8.6				
49	House rent	Phys	8.5				
50	Open field	Soc	8.0				
51	Flea market	Soc	7.8				
52	Soccer stadium	Soc	6.6				

The following was reflected, comparing the total number of 17 priority needs (P-values, rating from 9.4 - 5.2), of the community leaders to the first 19 priority needs, of a total number of 52 needs of the "ordinary" community members. These 19 needs each were rated with a P-value of 10. Community members reflected a higher rating for the first 19 priority needs (P value of 10), while the leaders listed 17 needs in total, with the highest P-value rating 9.4. Owing to a higher rating, it would appear that the members considered these 19 basic needs more urgent and vital than the leaders considered their (one) priority need.

Furthermore, in terms of validity, one may compare these two independent lists of priority needs, because both groups originate from the same community, were subjected to similar conditions, and were granted similar opportunities to identify their needs during the same period of time.

Although, comparing all the listed priority needs of the "ordinary" people to all the listed priority needs of the leaders, a resemblance is noted. In spite of the resemblance, the needs were placed in a different priority order (similar needs with different P values). The fact of the matter is, that what is regarded as priority needs for the one group, are not necessarily priority needs for the other group.

However, both groups (the “ordinary” members and leaders) may be experiencing similar living conditions but it may be that they also have different expectations. The expectations of the community leaders are reflected in the level or standard of priority needs which are not as basic and fewer in number than those needs identified by the “ordinary” people (refer to Table 4.2). The different and higher expectations the leaders may have could be due to a higher educational level or particular leadership characteristics, the reason why they have been selected as leaders.

On the other hand, it could be reasoned that leaders in general may enjoy a higher socio-economic status than the “ordinary” members, notwithstanding the fact they enjoy similar living conditions. According to Schutte (2000:10), people from different SES (socio-economic statuses) have different priority needs and needs of a different level or standard.

Although the leaders should have responded to the abovementioned questions (refer to 4.1.5) posed to them (during the P+C index exercise) and articulated the needs of the community members and not their own, it was obvious that they were reflecting their own needs according to their personal expectations.

For instance, the community members regarded adult education as a priority, but for the leaders, pavements were most important and crucial. The P values of the two above-mentioned priority needs reflected the seriousness of the matter. Adult education, as the priority need, with a higher P-value of 10 for the community members was regarded more serious and more dissatisfied than pavements with a P-value of 9.4 for the community leaders. Therefore the higher the discrepancy

between the level of importance of a particular need and the level of satisfaction of the same need, the higher the priority of such a need. For instance, the "ordinary" people regarded pavements as highly important (value of 11) and being highly dissatisfied (value of 1), therefore $(11-1=$ P-value of 10). The greater the discrepancy between "importance" and "satisfaction", the higher the priority value. The same scale was applied measuring both groups' P indices, the discrepancy between what in terms of facilities and services is important to them and how satisfied they are with these facilities (refer to Figure 4.1).

According to Maslow's theory of needs (Maslow, 1968), pavements can be regarded as a basic physical need (first and lowest in the hierarchy of needs) and adult education, a self-actualisation need (the fifth and highest need), for all people. From this, one can gather that because the leaders regard a basic physical need as a higher priority than a self-actualisation need (education), they are probably more skilled people with a measure of educational training.

One may furthermore compare similar needs from the two mentioned groups which may confirm that leaders normally maintain and have a desire for the fulfilment of a higher level of needs than that of "ordinary" people. For instance, police services, as a safety need, were identified by the community members/ "ordinary" people with a P value of 10, whereas the leaders who obviously feel safer, identified the need for a police station, with a P-value of 8.5. Although the latter group also regarded a police service as important, but less important than the "ordinary" people, they are strongly dissatisfied with the service, although more satisfied than the "ordinary" people, for example an average value of 10.5 for importance is measured to an average rate of 2 for satisfaction $(10.5 - 2 =$ P-value of 8.5). The former group rated

police service a P value of 11 (very important) and are more dissatisfied with the service, rating the P-value on 1 ($11-1 = 10$) (refer to Table 4.2 and figure 4.1). Leaders therefore regard safety to be a lower priority than "ordinary" people.

One may furthermore argue that apart from adult education, the "ordinary" people indicated 18 other needs from a total of 52 needs with similar strengths, a P-value of 10, which may seem that the "ordinary" group experienced their living conditions to be poorer and that they had stronger opinions and feelings of dissatisfaction than the leaders had experienced (Refer to Table 4.2).

Furthermore, it would appear that the listed needs of the community leaders, except for job creation, police station, day hospital, and bigger houses, showed little resemblance to the first 24 priority needs of the "ordinary" community members. From this we may also argue that the leaders have a different level or standard of needs to that of the "ordinary" members. These latter members' needs were basic (deficiency needs), which included needs like waste removal, electricity, roads, day hospital, police station, etc., compared to the leaders who saw a need in pavements, tarred roads, subsidy for houses, own land, building construction body, development of tourist attraction and training centre (growth needs according to Maslow (1968)). The leaders therefore identified a higher level of needs from of the "ordinary" people.

Bearing this in mind, it was the leaders who represented the community members and spoke on their behalf during the "housing project". This proves that community leaders in this case, could not be regarded as valid informers and should not represent "ordinary" community members during a needs assessment exercise, and

should not be regarded as people from "grassroots" level.

Furthermore, 13 items (facilities and services) according to the C-index were proposed by the researcher, which are regarded of paramount importance to any community, rich or poor (Schutte, 2000). These items could be divided into physical and social services of which the former are more basic or primary in nature (refer to Table 4.3).

It was revealed that the "ordinary" members of the community identified 52 needs of which 25% were of a physical nature. On the other hand comparing their concern with physical needs to that of the leaders, it was discovered that the leaders' concern with physical needs was 18% which is not significantly different. One can therefore argue that both groups were far more concerned about and regarded social services as of a higher priority (refer to Table 4.2).

Furthermore, considering the community members' vast number of needs and the extent of these needs, compared with the leaders' needs, it becomes quite clear why the community members' satisfaction rate (C-value) was rated at 3.4 (refer to Figure 4.3).

With regard to the Schutte scale there is one comment:

The fact that community members identified 19 needs, each with a similar P-value of 10, should not be regarded as an inability of the Schutte scale to discriminate between the strengths of these needs (refer to Table 4.2). The emphasis is not placed on the ranking of needs but on the priority of needs which is regarded as a different construct. It is possible for community members to identify 19 needs,

evenly urgent as priority, ensuring a valid priority placement of needs.

4.2.3 The neighbourhood of Airfield:

➤ **Satisfaction rates (C values) of the physical and social services:**

The residents of Thambo Square, living under slum conditions at the time, were resettled in new premises, to the present Airfield. The resettlement was executed during the "housing project".

Table 4.3: C-values for physical and social services, identified for the people of Airfield.

Physical services		Social services	
Shelter	2.6	Safety	1.6
Health care	1.5	Income	1.0
Sanitation	3.2	Education	1.4
Water	5.5	Recreation	2.8
Food	3.2	Religion	8.1
Energy	2.6	Welfare	2.3
		Transport	2.5
Average rate for the environment (physical services – shelter excluded)	3.2	Average rate for social services	2.8

It was remarkable to note that the inhabitants of Airfield, irrespective of age and gender, raised 37 problems/needs in terms of social services compared with the 23 problems/needs that are physical in nature during the calculation of the P index (refer to Table 4.4). Their concern and high rate of importance in terms of social services, outweighed the concern and importance of the physical services, which may be due to the fact that they are living in a new house and in a newly established neighbourhood, which provides these services. One would expect people who have been resettled from "slum" conditions to conditions with newly built, brick and plaster houses, to be satisfied. To the contrary, the opposite occurred and the inhabitants of Airfield indicated a low satisfaction rate with an

average C-value, of 2.9 ($3.2+2.7=2.9$) for both the physical and social services. Each of the above-mentioned services, except for religion that is not rendered by a local authority but generated by voluntary faith, institutions had a disappointing C-value, indicating the dissatisfaction of the inhabitants (refer to Table 4.3).

For the sake of this argument, to explain this situation, a distinction should be made between shelter and the environment. Shelter refers to the residence and the environment refers to the immediate surroundings and neighbourhood one would reside in. Physical services in this case include houses but it is the other five services i.e., health care, sanitation, water, food, and energy that have a direct effect on the appearance and condition of the environment should it be rendered effectively/ineffectively or not at all. This effect may cause the environment to be either acceptable or unacceptable. An acceptable environment will certainly result in people being satisfied in terms of its condition or dissatisfied in terms of an unacceptable environment which may be due to a lack of ineffective physical services. Therefore, an acceptable environment would result in satisfied residents and an unacceptable environment would cause the residents to be dissatisfied.

To conclude, one may argue that the residents' dissatisfaction may be due to a lack of effective physical services. Furthermore, it would appear that having identified an average C-value of 2.7 for social services, these services are not only regarded as more important than the physical services but are also experienced to be lacking or effective.

Table 4.4: P indices for the different age and gender groups of the Airfield community

Men (14 – 25 years)	P values	Physical services	Social services
Better roads	10.0		X
Poor refuse removal	10.0	X	
Adult education	10.0		X
Training centre (skills)	9.7		X
Playgrounds – parks	9.7		X
Clinics	9.2	X	
Housing construction (poor)	8.5	X	
Men (26 – 44 years)			
Police station	10.0		X
Clinic	9.8	X	
Public phones	9.3		X
Indoor sports building	9.1		X
Streets	9.1		X
Toilets	9.0	X	
Dustbins	8.9	X	
College	8.5		X
Open field (health hazard)	8.0	X	
Electricity	7.6	X	
Soccer stadium	6.1		X
Tar roads	5.0		X
Men (45 years and older)			
Police station	10.0		X
Dumping site	10.0	X	
Electricity	10.0	X	
Hospital/clinic	9.8	X	
No jobs	9.8		X
Fire brigade	9.7		X
Traffic signs and speed bumps	9.7		X
Sanitation	9.5	X	
Pension	9.5		X
Small business- loans	9.5		X
Houses too small	9.4	X	
Social services	9.2		X
Securing of stadium	8.2		X
Schools and crèches	8.1		X
Women (14 – 25 years)			
Job creation	10.0		X
Shelter for street children	8.9		X
Service charges	8.7		X
Primary school	8.5		X
Childcare	8.3		X
Tar roads	7.5		X
Soccer stadium	5.5		X
Toilets/sanitation	4.9	X	
Storm-water-drainage	4.8	X	
Women (26 – 44years)			
Job creation	9.6		X
Refuse dumps	9.5	X	
Rubbish bins	9.4	X	
Tar roads	8.5		X
Pre-school facilities	8.5		X
Training centre	8.4		X
Clinic	8.2	X	
Draining system	6.1	X	

Toilets	3.1	X	
Women (45 years and older)			
School	10.0		X
Soup kitchen	9.0		X
Workshop	9.0		X
Clinic	8.7	X	
Transport	8.7		X
Crèche	8.1		X
Drainage	7.5	X	
Employment	7.0		X
Waste removal	1.0	X	
Total number of needs in terms of physical and social services		23	37

➤ **Environment of Airfield (physical and social services):**

For clarity, when referring to the environment of these residents, it will only include the five abovementioned physical services, excluding houses. Following is a comparison of the new neighbourhood of Airfield and the existing community, which includes the four other neighbourhoods in terms of their environment (neighbourhood).

Like the four other neighbourhoods of Zwelihle, the residents of Airfield identified a low satisfaction rate for the environment (C value of 3.2). The former revealed an average C-value of 3.8 (refer to Table 4.5). A resemblance however, exists for physical services reflecting both groups' dissatisfaction, nevertheless the water service to both groups, is the only service with an average score (C-value of 5.5 + 5.9) reflecting satisfaction (refer to Table 4.5). Being fairly satisfied with water is due to the availability of running water in close proximity to residents' homes in Airfield, compared with the circumstances in Thambo Square where no running water in close proximity was available.

The residents of Zwelihle furthermore articulated many reasons indicating that health services (clinic and ambulance) were insufficient, and in addition to this, Airfield

residents also found them to be distant. In terms of sanitation, they responded that not all households had access to toilets and those that were available were insufficient. Owing to inadequate toilet facilities, toilets would block, resulting in a health hazard and discomfort. The unavailability of affordable food is due to an inadequate number of shops in close proximity. Electricity is not available to all households and those who had the service, complained of lights going out in windy weather, which indicates that this service may be ineffective.

A resemblance was noted between these two groups in terms of reasons for dissatisfaction with physical services. Furthermore, the Airfield residents explained their dissatisfaction in terms of social services rendered, with the following reasons: They felt unsafe and threatened because of prevailing health hazards, the unavailability of a police station and a fire brigade. A high rate of unemployment existed owing to many residents being unskilled and, too few job opportunities. No crèches or other educational facilities existed for children nearby; there was also a lack of adult education and skills training. Recreation facilities were only limited to a soccer field, while parks and other facilities were inadequate to prevent children from loafing and being involved in gangsterism. Welfare services in terms of caring for the old and handicapped were lacking and insufficient. Lastly, expensive transport rates with no shelters was their concern and no available pavements with tarred roads resulted in a lack of effective storm water drainage, causing health hazards.

To conclude, it may be that physical and social services rendered to the residents of Zwelihle and to Airfield in particular are either lacking or are insufficient, resulting in a general sense of dissatisfaction (refer to Table 4.5).

Table 4.5: The C-value of Airfield compared with the community of Zwelihle (also available on index wheels, refer to Appendix D)

Physical needs	Shelter	Health care	Sanitation	Water	Food	Energy
Rest of the community	3.6	2.4	3.4	5.9	3.9	3.3
Airfield	2.6	1.5	3.2	5.5	3.2	2.6

Social Needs	Safety	Income	Education	Recreation	Religion	Welfare	Transport	Average
Rest of community	1.7	1.6	3.4	3.1	5.7	3.6	3.0	3.1
Airfield	1.6	1.0	1.4	2.8	8.1	2.3	2.5	2.8

A follow-up exercise to the P+C-Index executed in Airfield for a selected number of residents previously living in Thambo Square:

The present living conditions in Airfield were compared with the previous living conditions in Thambo Square.

A community leader from Airfield was requested to recruit 16 residents presently living in Airfield and previously residing in Thambo Square for focus-group interviews. This exercise was executed shortly after the P+C-Index survey. No differentiation in terms of age and gender was made but the interviewees were divided into two groups of eight members each. Two trained students from the same culture as the interviewees each facilitated a focus group, supporting the interviewees filling out questionnaires. Relevant open-ended questions revealed information that was unknown to the researcher and which made a valuable contribution to the research (refer to Appendix E).

The P+C-Index gave rise to a follow-up exercise that was conducted in order to

gather additional information from those who had previously lived in Thambo Square. It was this data that enabled the researcher to get a clearer understanding of the circumstances and living conditions of the residents at the time. Furthermore, it was valuable for the researcher to gain insight into their feelings and experience during their stay in Thambo Square and thereafter their resettlement to Airfield. It was furthermore revealed that a "real" need (identified from the top) and not a "felt" need (identified at "grassroots" level) had been fulfilled during the "housing project".

Moving from Thambo Square in 2001, the target group (16 interviewees) acknowledged the duration of their living in Thambo Square to be between 2 and 17 years. After such a long period of time, all claimed to be happy when they heard that they were moving to Airfield, and in response to why they were so happy, they answered: "Better living conditions, recognition by others, own running water and new houses." A small number (13%) acknowledged the fact that new houses caused them to be happy whilst the remaining number (87%) of interviewees referred to the improved environmental conditions causing them to be happy.

To a further question as to how they liked the idea of having a new brick and plaster house in Airfield, they said, "Good, I like it because of the warmth and security and I am happy." Notwithstanding this positive response a satisfaction rate of 2.6 (C value) was identified for these newly built houses during the P+C-Index exercise (refer to Table 4.5 and section 4.2.3). The reasons for being dissatisfied referred mainly to the construction, e.g., the houses are too small, are unsafe, houses are in a poor condition and they are not allowed to extend

these houses. It may be argued that the dissatisfaction may be due to the fact that the husband, or father of the family, was not responsible for building his own house but it was built by someone else and now he, the father, was obliged to pay monthly for this “unwanted shelter/structure”. Bearing this in mind it was revealed during the P+C-Index exercise, that jobs were rated a P-value of 9.1 and income a C-value of 1.8, which confirms why the men were so highly dissatisfied with their newly built houses (refer to Table 4.6 and Figure 4.2, respectively). Having identified jobs as a high priority need and also residents being highly dissatisfied with a limited income, it is clear that houses may have been the least important monthly payment they have had to make, because for many years (2 - 17 years) while residing in Thambo Square, they had no obligation to pay monthly for houses.

The residents referred to their poor living conditions at the time of living in Thambo Square, by compiling a list of items which all described the poor state of the environment. However, while living in Airfield, they now complained and were dissatisfied with their newly built brick and plaster houses. They particularly referred to the structural defects of these houses, for example: houses were unsafe, too small and there were other defects due to poor craftsmanship. The only aspect in terms of their houses in Thambo Square that was considered to be a problem and raised was leaking roofs and overcrowding. It may be argued that their satisfaction rate, regarding the construction and size of their Thambo Square house, was because the husband or father of the family had built his own house, gathered and selected his own building material, and therefore did not regard his shelter to be part of the poor and unhealthy living conditions. Although these houses were not brick and

plaster, or built according to national building regulations, yet they were regarded safe, comfortable and suitable for their needs.

According to their perception and definition of unacceptable and poor living conditions, one can infer that these mainly referred to environmental conditions (physical services) and not to shelter. Furthermore, to highlight this interpretation of the information, a further question was posed requesting them to list five problems they had experienced in Thambo Square, of which 13 items were listed, once again no complaint was raised in terms of shelter. One can now argue that these residents were not in need of newly built, brick and plaster houses, but in need of efficient services assuring a healthy and nuisance-free environment. According to the latter question, the following are some of the listed problems they experienced in Thambo Square: a lack of available water, refuse removal services, sewerage, electricity, a clean environment for their children to play, a day care centre and storm-water drainage.

In conclusion, the majority of the interviewees regarded the improved living conditions as a result of improved physical services and not solely because of new houses. In reply to the question why they wanted to move to Airfield, they responded because of the improved living conditions and that the residents of other areas would "recognise" them.

It could be assumed that the majority of residents regarded the poor living conditions as due to an unhealthy, unsound environment and not due to the structure or condition of their houses (shelter). When the residents were asked why they were dissatisfied with living conditions in Thambo Square, they listed many

problems, which all referred to the unsound environment, the result of no physical services. Houses in Thambo Square were not considered to be a health threat and the cause of their dissatisfaction (refer to Appendix E).

Table 4.6: The priority index of Airfield

No	Priority needs	P value	0	1	+2	+3	+4	+5	+6	+7	+8	+9	+10
1	Adult education	10.0	=====										
2	Police station	10.0	=====										
3	Dumping site	10.0	=====										
4	Playgrounds – parks	9.7	=====										
5	Fire brigade	9.7	=====										
6	Traffic signs + bumps	9.7	=====										
7	Pension	9.5	=====										
8	Small-business loans	9.5	=====										
9	Public phones	9.3	=====										
10	Clinic service	9.1	=====										
11	Indoor sport facilities	9.1	=====										
12	Jobs	9.1	=====										
13	Training centre	9.0	=====										
14	Social services	9.0	=====										
15	Soup kitchen	9.0	=====										
16	Houses	8.9	=====										
17	Electricity	8.8	=====										
18	Service charges	8.7	=====										
19	Transport	8,7	=====										
20	Schools + crèches	8.5	=====										
21	College	8.5	=====										
22	Roads	8.0	=====										
23	Open field (health hazard)	8.0	=====										
24	Refuse removal	7.2	=====										
25	Toilets	6.6	=====										
26	Soccer stadium	6.6	=====										
27	Storm-water drainage	6.1	=====										

An attempt can now be made to answer the following question: "Although demanding new houses, did the residents from Airfield really want houses, or was it a sound and healthy environment they wanted?" Although the houses in Airfield have a brick and plaster construction and are not "shacks" or informal shelters, as the case in Thambo Square, one would have expected the house to be the main reason for the improvement of their living conditions. On the contrary, shelter was identified with a C value of 2.6 (refer to Table 4.7).

Why did they then initially demand new houses while they would rather have preferred sound and healthy living conditions (environment)? It can be assumed that this misunderstanding could have been solved had the developers, who implemented the housing project, followed a bottom-up approach, allowing residents at "grassroots" level to participate and identify their "felt" needs beforehand. From this one can deduce that houses were not the issue or cause of dissatisfaction why the residents of Thambo Square wanted to move, rather it was the poor living conditions due to an unsound and unhealthy environment.

One may furthermore argue that had health services (physical services) in Thambo Square been rendered at the time, an acceptable sound environment would have prevailed, expecting to measure a higher satisfaction rate than the present C-value of 3.2 (refer to Table 4.7).

The living conditions in terms of housing (shelter) in Airfield:

An unexpected C-value of 2.6 was indicated for houses. The following were reasons provided by the residents for being so dissatisfied (refer to Table 4.7 and Appendix D):

Shelter:

"Our houses are unsafe.

Our houses are in a poor condition.

Our houses are too small.

We are not allowed to extend the RDP houses; they say the houses burn down all the time".

At first it may come as a surprise and may be an unexpected response for someone to be happy and satisfied with shacks and be dissatisfied with a formal brick and plaster dwelling. However, it may also be considered a natural response and it may be inevitable that people complain and are dissatisfied with a house which is, after a short period of time (two years), regarded as unsafe and in a poor condition. Furthermore, the residents are now responsible for a monthly home payment, and the fact that they were not allowed any involvement in planning and erecting their own houses may be reasons for their dissatisfaction. For many, and particularly the unemployed, it may have been a surprise and shock to realise the extent of the financial responsibility and implications that go with the new brick and plaster houses in Airfield. All this may contribute to their low satisfaction rate (C value of 2.6): (Refer to Table 4.7.)

However, the residents of Airfield are not an exception; the other neighbourhoods, except for Beach House, also indicated their dissatisfaction with houses. Beach House residents had similar reasons as Airfield residents in terms of houses, but with a surprisingly high satisfaction rate with a C-value of 7.6. On the other hand, the residents of White City were highly dissatisfied with a C-value of 1.0 for houses which may be due to the fact that the majority of residents are presently still living in shacks (informal settlement) and an unsound environment which is due to a lack of or ineffective health services. They soon may be provided with new houses as was the case with the residents of Thambo Square, who also believed these new houses would bring them a sound and safe environment. The residents of the other two neighbourhoods, 460 Site and Mandela Park complained about poor building

material, houses being too small, not being allowed to extend these houses and squatters moving into the area, and using their toilets, which cause blockages in the drainage system (refer to Table 4.7).

Table 4.7: Comparing the five neighbourhoods, in terms of their satisfaction rates (C-values) for shelter and environment (physical services)

Neighbourhood	Airfield	Mandela Park	White City	460 Site	Beach House
Shelter	2.6	3.4	1.0	4.0	7.6
Health care	1.5	1.0	2.0	2.5	5.2
Sanitation	3.2	3.9	2.3	1.2	5.3
Water	5.5	3.1	6.0	7.8	6.8
Food	3.2	3.6	1.8	4.6	5.5
Energy	2.6	5.7	1.0	2.4	4.3
Average rate for Environment (shelter excluded)	3.2	3.5	2.6	3.7	5.4

The bonding rate in Airfield:

Notwithstanding the fact that the residents of Airfield indicated a low satisfaction (C value) rate for physical and social services, they reflected a high bonding rate with a C-value of above 7. The other four neighbourhoods also reflected a similar pattern. In terms of establishing community development projects, one could be sure in the case of Zwelihle community of successful results are likely to voluntarily participate in projects to address and solve community problems, because residents are well bonded (refer to Figure 4.4).

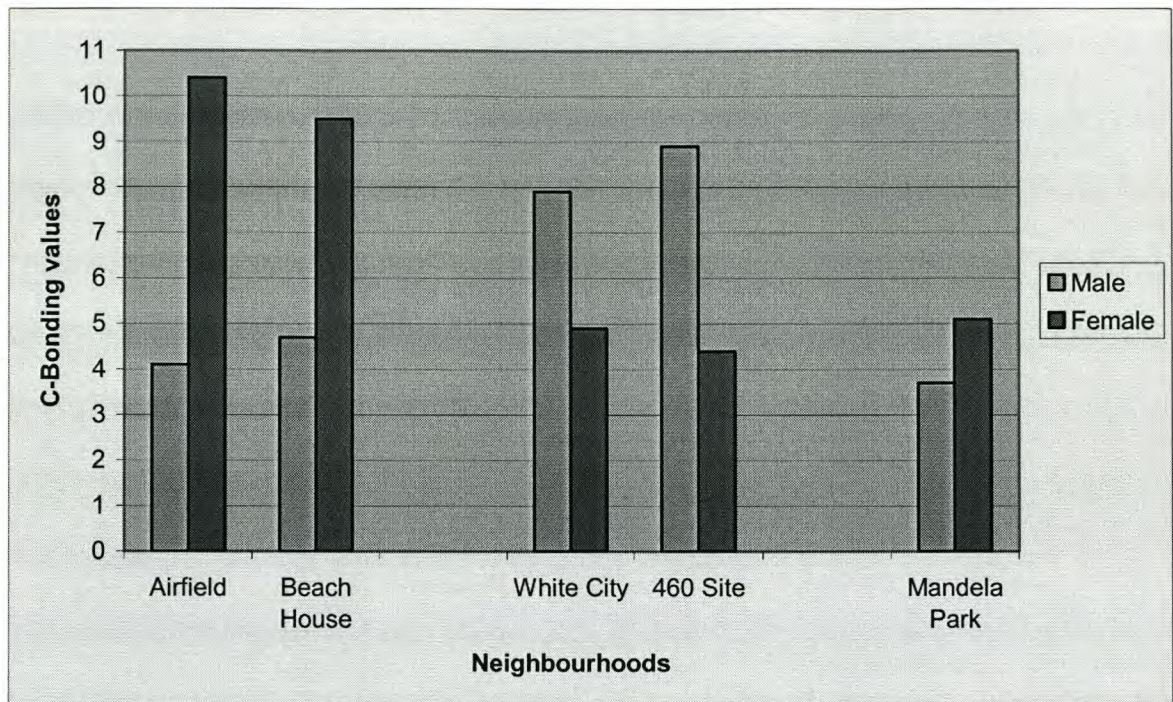
According to Schutte (2000), a community which has united through value fusion are more likely to participate in community projects. Furthermore, it is expected that people who have a strong sense of belonging or co-responsibility will easily be moved or inspired to take care of or improve their living conditions in the area.

Differential community bonding (C-bonding) values for males and females in terms of Airfield to be their "home".

Measuring "home", as was previously discussed, can be identified by considering the results of the first question where bonding was determined. The question was: "To what extent do you consider this community to be your home?" It was remarkable to note the difference in scores between the male and female respondents in terms of how they both experienced Airfield to be their home. The women scored a C-bonding value of 10.4 compared with the males reflecting a value of 4.1 (refer to Table 4.8 and Figure 4.4). With a C-bonding value of 11 regarded as high, the residents being highly satisfied, whereas 1 is regarded as low, with the residents dissatisfied and not feeling at "home". The centre of the index graph is numbered 11 and on the opposite end, numbered 1; therefore the smaller the circle the higher the score and higher the bonding rate (refer to Figure 4.2).

Table 4.8: Comparing gender bonding-rates of all neighbourhoods of Zwelihle in terms of the first question, measuring bonding: "This neighbourhood to be my home"

Neighbourhoods	Male	Female	Average rating for "home"
Airfield	4.1	10.4	7.2
Mandela Park	3.7	5.1	4.4
White City	7.9	4.9	6.4
460 Site	8.9	4.4	6.7
Beach House	4.7	9.5	7.1

Figure 4.4: Comparing gender-bonding rates of all Zwelihle neighbourhoods

4.2.4 Gender, C-bonding values for the remaining neighbourhoods in terms of the particular neighbourhood to be their "home"

A similar pattern as the abovementioned occurred in the neighbourhood of Beach House where the females were recorded as being satisfied and feeling at home, while the males were dissatisfied. These residents in fact, were also living in fairly "newly" built, brick and plaster houses (refer to Table 4.9 and Figure 4.5). However, an inverse pattern is noticed among the residents of White City and 460 Site (refer to Figure 4.5). Here the males identified a high rate of satisfaction regarding their particular neighbourhood to be their "home", compared with the females being dissatisfied (a low C-bonding rate).

Contrary to the abovementioned four neighbourhoods, a unique pattern reflected a

positive correlation for C bonding values for male and female residents of Mandela Park. Both males and females reflected an average and lower C bonding value (5 is regarded as average). (Refer to Table 4.9 and Figure 4.5.)

Furthermore, although similar reasons were articulated by the residents of all the neighbourhoods, regarding their particular neighbourhood to be their "home" or not, and being dissatisfied, a distinction could be made between the reasons articulated by the males and females of the particular neighbourhoods.

Airfield and Beach House reflected a similar pattern and reasons (females reflected a high C bonding value and males a low C-bonding value). The females regarded the environment positively (safe, happy, "have a yard"). The males not feeling "at home" referred particularly to the construction of their houses (poor house construction, leaking roofs, rent too high, can't financially maintain the house, no jobs).

The inverse pattern of White City and 460 Site (males reflected a high C bonding value and females a low C bonding value), compared with the abovementioned neighbourhoods, had similar reasons for feeling "at home" with the difference that it was reflected by the males and not the females. Feeling "at home" was because they liked the area, although no facilities were available for initiation and there were no opportunities to compete with other strong soccer teams. The females particularly referred to the poor, unsafe house construction and also the unsafe area.

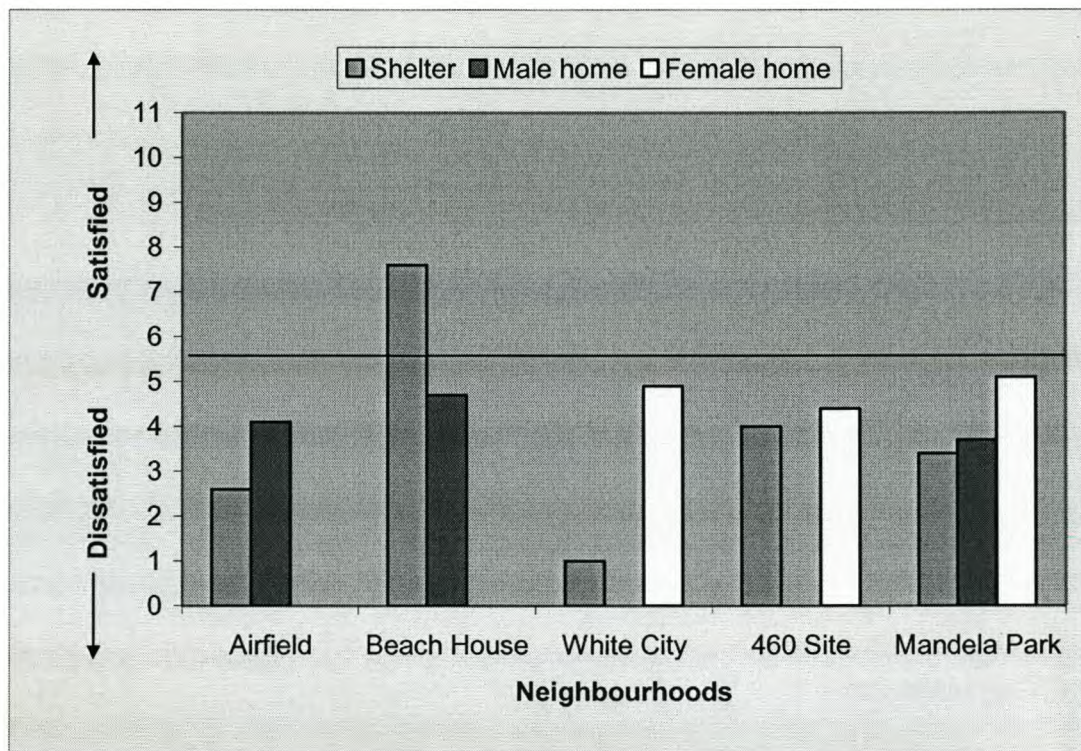
On the other hand, the males and females of Mandela Park both reflected feelings

of dissatisfaction and articulated the following reasons. The males felt the neighbourhood was too unsafe and the construction of the houses were poor, therefore not feeling "at home" while the females with an average C-bonding value of 5.1, also said that they lived in fear because of a dangerous environment and that they could not uphold and maintain the old rented houses belonging to the local authority. Both genders referred to environment and houses as reasons for not feeling "at home" (refer to Table 4.9 and figure 4.5). Furthermore, the young women said that there was no other place to go because many of them were born in Mandela Park.

To conclude, it is described that in terms of the abovementioned, it would appear that environment and houses are determinants for either feeling "at home" or not. Furthermore, it appears that a positive correlation exists between residents who are dissatisfied (measurement below an average C value of 5) with their houses and people who do not consider their neighbourhood to be their "home", irrespective the gender. Nevertheless, both the males and females of Mandela Park particularly referred to houses being the cause of dissatisfaction and not feeling "at home", with a low P value of 3.4 for shelter. The residents of Beach House are the only ones who indicated a negative correlation in terms of the abovementioned indicators (refer to Figure 4.5).

Table 4.9: Comparing C-values for shelter with the C-bonding values for both genders of all neighbourhoods

Neighbourhoods	Airfield	Beach House	White City	460 Site	Mandela Park
C values for Shelter	2.6	7.6	1.0	4.0	3.4
C Bonding rate for "home" Males	4.1	4.7	7.9	8.9	3.7
Females	10.4	9.5	4.9	4.4	5.1

**Figure 4.5: Comparing C-values for shelter with the C-bonding values in terms of "home" of all neighbourhoods for males and females**

4.2.5 Gender and age as significant variables in terms of the P+C-index applied in Airfield:

The gender groups raised a number of concerns in terms of physical and social services. By concern is meant the number of times complaints or feelings regarding these services were raised. The more complaints of a particular service that were raised, the more concerned and dissatisfied the residents were and vice versa. Except for water and religion measuring a C value of 5.3 and 7.7 respectively, all

other services were measured negatively, that is below average (C-value of 6). The latter measurements may be interpreted as strongly dissatisfied. With reference to the physical and social services, the males and females of Airfield revealed the following: (refer to Figure 4.6 and 4.7):

- Each of the three male groups indicated a high average, P-value in terms of **social services** (strong feelings of dissatisfaction). From the young to the old age group, the P-values were respectively, 9.9, 8.2 and 9.3.
- Furthermore, in terms of **physical services** each of the three male groups also revealed a high average P-value, from young to old, 9.2, 8.6 and 9.7, respectively. From the abovementioned one could derive that all men and particularly the young and old men are experiencing strong feelings of dissatisfaction with all services.
- In terms of **physical services**, it was noticeable that the middle-aged women (average P-value of 7.2), compared to the two other age groups (similar gender) (young and old group, measured, 4.9 and 5.7, respectively) were more concerned with the physical services (dissatisfied). It could be reasoned that these women as the homemakers, unemployed and mothers with young children still attending school had high concerns (dissatisfied) in respect of health services (refer to Figure 4.6 and Table 4.4).
- In terms of **social services**, it was remarkable to note that each of the female age groups reflected a high, average P-value of 8.2, 8.8 and 8.6, respectively which is similar to the male groups. The needs raised in

terms of social services reflected by the females were mainly focused on job creation (employment) and education for the children, with an average P-value of 8.8 and 9, respectively. To conclude, one may argue that the women (mothers) are highly dissatisfied and most concerned with the high rate of unemployment and inadequate educational facilities for their children. When comparing the women's concern or priority need with that to the men, one notice that the middle age and old men feel unsafe (wanting a police station) (P-value of 10) whereas the young men are concerned with adult education (P-value of 10) (Refer to Figure 4.6, 4.7 and Table 4.4.).

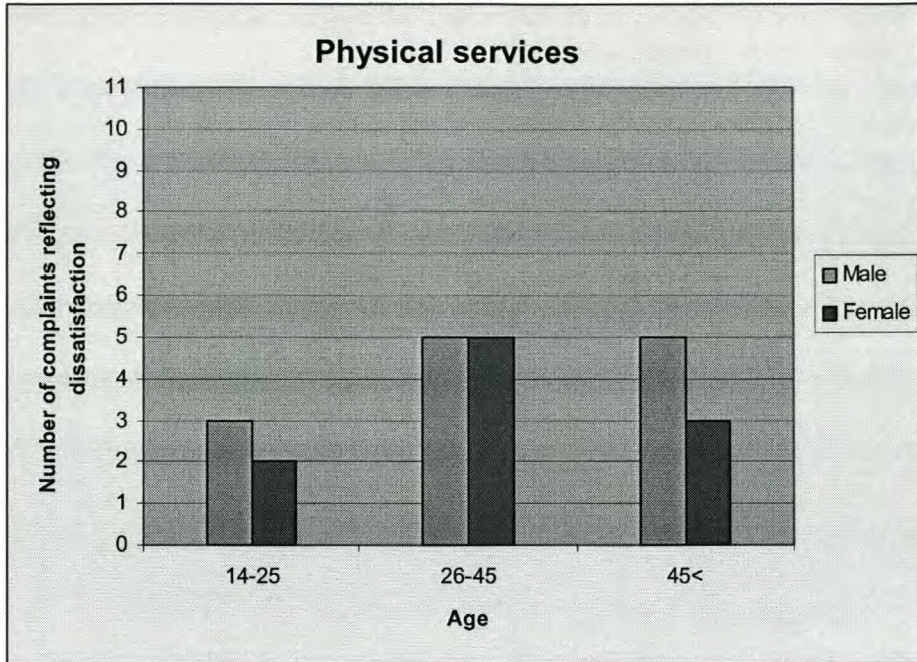


Figure 4.6: The number of needs/complaints raised in terms of physical services, by gender and age groups, residing in Airfield

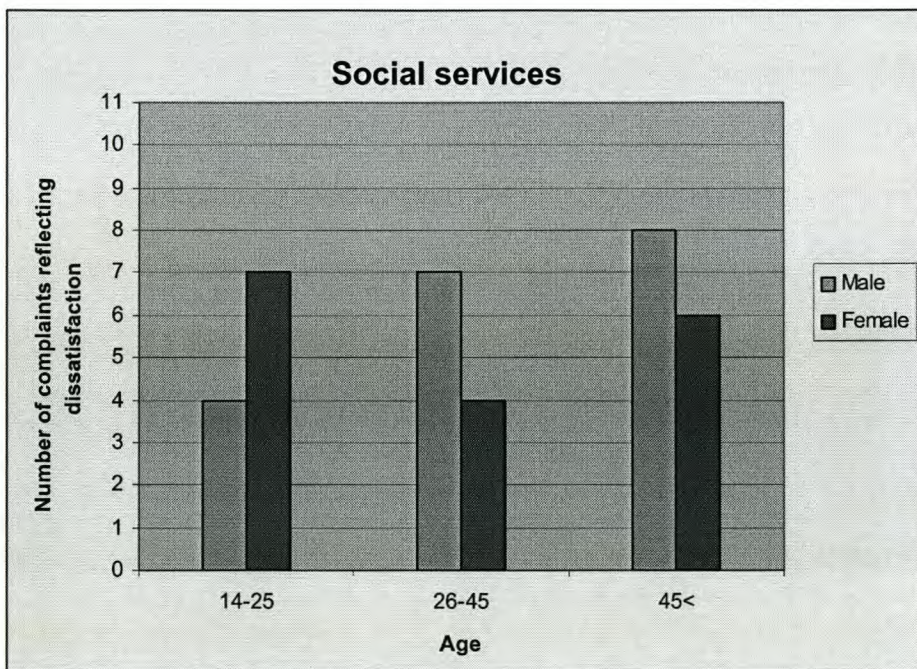


Figure 4.7: The number of needs/complaints raised in terms of social services by gender and age groups, residing in Airfield

CHAPTER 5

ANALYSIS and INTERPRETATION:

5.1 Introduction:

The aim of this chapter is to reveal whether the objectives set and specifically, objectives 2 and 4, were met by the study (refer to 1.2 on page 13).

By means of the P+C-Indices, the follow-up exercise and the housing project, considerable data was collected, giving expression to what the residents of Zwelihle have and are experiencing. In analysing the data, many questions came to mind, for instance: which of the two community development approaches (bottom-up or top-down approach) performed during the needs assessment phase has been successful in determining the "felt" needs of the Zwelihle community, and in doing so, which approach have been effective?

To what extent has the top-down control approach as executed socially developed Zwelihle?

During the P+C-Index survey, a differentiation was made between male and female satisfaction rates from Airfield in terms of houses, and it was revealed that the old and young male groups responded negatively. The middle-aged group showed no response in respect of their houses. Furthermore, it was revealed that no single women from the three age groups had any complaints with respect to the houses they occupied in Airfield, but in fact the complaints, mentioned above, were solely those of males. One can argue that for the black male, it is traditionally a cultural custom to build and provide a house for his family, now currently he is not allowed to

build his own house, but had to accept what was given to him. Apart from this, he as the breadwinner, now had to bear the burden of a monthly payment, which he most probably could not afford; this was reflected by a C-value of 1.8 for income and jobs were rated a P value of 9.1 (refer to Figure 4.2 and Table 4.6). Added to this, the above-mentioned C value of 2.6 for houses (refer to Table 4.7), was only the reflected feelings of the males having the females feeling secure, warm and safe in their newly built houses. The females, in fact, reflected these feelings during this survey and none reflected any feelings of dissatisfaction. In conclusion, one may argue that owing to the females' positive feelings in terms of their newly built shelters, they accepted and preferred the modern, non-traditional, urban brick and plaster homes.

5.2 P+C-Index:

This needs assessment method applied during the initial phase of the community development process allowed community members at "grassroots" level to participate during interviews in different age and gender focus groups, articulating their needs in terms of community services and facilities. They explained the reasons for having these needs/problems, and by applying the Schutte scale, it was possible to quantify and prioritise their "felt" needs.

Actual needs were identified, that is needs that the community regarded as important for its development at a given time, needs identified to be their own. Swanepoel refers to actual needs as "felt" needs, which are appropriately referred to during this survey. According to Swanepoel (1985:361), it is by definition the aim of community development to realise self-identified needs. For the community of Zwelihle, in terms of self-identified needs the P+C-Index method made it possible to distinguish

between the five different neighbourhoods, three different age groups and gender groups. No significant differences between neighbourhoods in terms of these felt needs were revealed, but in terms of gender and age groups, significant differences were identified.

Young male and female groups showed little concern (they were satisfied) for physical services such as houses and environment which include sanitation, water, food, energy and health care. These groups were more concerned (dissatisfied) with social services which include having a job, guaranteeing an income, adult education, crèches, schools and recreation, i.e., playgrounds, parks and a soccer stadium (refer to Figure 4.7).

The general concern (dissatisfaction) of this age group (young male and female), but particularly of the females, was the wellbeing of their children in terms of education and recreation; and secondly, in terms of self-actualisation, i.e., adult education which would ensure an improved income. The young age groups (male and female), as well as the old aged male and female groups were also more concerned in respect of social services. It could be said that a correlation exists between aging and an increased concern for own safety and security which include education, income, religion, welfare, transport and personal health (refer to Figure 4.7).

Furthermore, allowing the people of Airfield the opportunity to express and identify their own needs, participating at "grassroots" level, this bottom-up approach ascertained "felt" needs identification. The qualitative response of the residents was quantified by means of the Schutte scale which enabled the researcher to place their felt needs in order of priority. Other than an involvement in the needs assessment

phase, no further involvement in any of the other community development phases was made, which is due to external factors and not due to the inefficiency of the P+C-Index method.

Data gathered during this needs assessment phase revealed that the bottom-up approach has been successful in identifying "felt" needs, firstly because one can assume needs listed and substantiated by people themselves at "grassroots" level, are their actual needs. Secondly, it was discovered during this exercise that the comparative, top-down control approach was not successful in fulfilling the people's "felt" needs. They were provided with houses that were assumed to be a "felt" need, but in fact it was a "real" need, a need identified from the "top". It may have been that the authority, at the time of the "housing project", had assumed they were fulfilling a "felt" need of the Airfield residents because they, the people themselves, then demanded houses. The interpretation of the gathered data, discussed in 4.2.2 following, would remind us as to why this research concluded by arguing that the "housing project" had failed to provide in the "felt" needs of the Airfield residents.

One may furthermore argue that the residents, previously from Thambo Square, were in fact resettled, although they were satisfied with the condition of their homes. They described their poor and unacceptable living conditions in Thambo Square at the time as due to a lack of running water, electricity, storm water drainage, sewerage and other related conditions like gangsterism, theft, bad roads and an unhealthy area. No complaint or feeling of dissatisfaction in terms of the house construction was raised; however their only complaint in this regard was, roofs that were leaking and that the houses were overcrowded. This meant they were happy with the construction of their houses at the time; it was the environment, due to the lack of physical services

rendered (excluding houses) that caused them to be dissatisfied.

Posing the question to the abovementioned interviewees, whether they were happy at the time of the resettlement to Airfield, they all acknowledged being satisfied. 87% of the 86% admitted the conditions in Airfield to be an improvement to their previous living conditions; these conditions were, however, due to available physical services, for instance, running water in close proximity, waste collection, safer environment, improvement of children's health and no stagnant water. The remaining 13% revealed the improved living conditions were due to the new brick and plaster houses. No mention was made that they might be due to the nature of their houses' construction or perhaps the improved accommodation. In conclusion, the majority therefore mentioned that the improved living conditions were due to improved physical services rendered and not solely new brick and plaster houses.

Demanding new houses at the time prior to the resettlement to Airfield, one would now expect a high satisfaction rate, especially in terms of houses; this is what they so persistently demanded. According to the improved living conditions as described above, one would also expect a high C value for the environment (physical services) and social services. On the contrary, it was discovered during the P + C index needs assessment that the C value for houses reflected a high rate of dissatisfaction (2.6), an average for physical services (3.2) and an average for social services (2.8). (Refer to Table 4.5 and 4.7.) One could clearly infer from this analysis that the great demand was actually for effective physical and social services in Thambo Square, it was not houses that they really wanted at that point in time.

Not one of the three female age groups during the needs assessment exercise raised any complaint or measure of dissatisfaction in terms of their existing houses in Airfield. One could argue that they were well satisfied with their new houses. It was the older and young men who had complaints and reflected the low satisfaction (dissatisfaction) in respect of houses in terms of construction and accommodation. (Refer to Table 4.4.) All the female interviewees were therefore excluded from the low satisfaction rate of 2.6 in terms of houses, and findings were solely indicative of the feelings of the men.

As previously discussed in Chapter 4, the residents of Thambo Square were dissatisfied with their living conditions which referred to the environment with no or inefficient physical services. This can be regarded as a "nuisance", a condition described by the Health Act, 63 of 1977 (refer to Appendix G). Nevertheless, 87% of interviewees of the follow-up interviews revealed the living conditions in Airfield to be an improvement to those of Thambo Square, although indicating a satisfaction rate of 3.3 (C value) for environment in Airfield (refer to Table 4.5). The residents' description of the poor environmental conditions, mainly referred to physical services, i.e., water, sanitation and electricity, although now in Airfield it mainly refers to social services which reflect their need for educational, recreation facilities, safety measures, i.e., police station, fire brigade services roads, public phones, etc.

Previously in Thambo Square, the men were the house builders and the women were not complaining about the house construction and size. Now having the newly built, "warm and secure" brick and plaster houses, the women, as the household managers, were satisfied and the husbands, dissatisfied. One may now argue that these men were not allowed full participation during the decision-making process and

neither were they allowed to assist or build their own houses. It can furthermore be argued that men may not necessarily regard a house, even though a permanent structure of brick and plaster, to be an improvement, to those houses prior to the resettlement. This proves without doubt that houses were not regarded as a community "felt" need, but in fact were only regarded as a "real" need determined from the "top".

One may argue also that the residents were at the time of the survey not in need of new houses, but rather for healthy living conditions, i.e., a sound and secure environment with well-rendered physical as well as social services. The reason for the people demanding new houses, although wanting a sound and clean environment, may have been because new houses elsewhere were thought to encompass a sound and nuisance-free environment. This argument was supported by responses to the question to the residents to list five needs/problems they had experienced in Thambo Square. The responses listed 13 needs/problems that excluded houses as being a problem or need.

One can furthermore argue that although men were dissatisfied with the houses provided, they unexpectedly did not regard houses as a high priority. With reference to the P values (refer to Table 4.8), houses in Zwelihle community were rated the 16th priority need from a list of 27 needs, and therefore regarded it a lower priority than 15 other needs. Furthermore, one may argue that the residents of Thambo Square were in need of a sound, clean and healthy environment. Although considering the environment of Airfield to be an improvement, they rated it with an average C value of 3.3 (refer to Table 4.5). One may deduce that this poor environmental condition could be due to a lack of effective physical services, rendered.

The question could now be asked: "Why were health or other physical services rendered ineffective, causing the community members to be so highly dissatisfied?" It is possible to supply more than one answer to this question. Could it perhaps be due to poor, disorganised waste removal services, unable to remove the amount of waste on a regular or weekly basis? This results in a backlog causing the environment to become a "health nuisance" and unacceptable. One could reason that the accumulation of waste may be due to an established behavioural pattern that is culturally prescribed. A value system that may believe it is acceptable to litter not placing waste into a receptacle. By littering, community members may believe that they are creating jobs, ensuring workers and employees of the local authority, an income. This workforce could soon be without an income and responsibility, should the community refrain from littering, releasing the worker from keeping the environment waste-free and clean. Without any doubt, effective health education may be the only solution to change this behavioural pattern or custom, which in this case is detrimental to the community's health. In fact, the answer was found, articulated by the community members, in the reasons of the P-Index items which was due to a poor and ineffective waste removal system.

Research findings of the P+C index revealed information generated by the leaders, responding on behalf of the community members, not to be a true reflection of community "felt" needs and therefore not valid. Leaders, as previously discussed, indicated a higher and different level of needs than that of the community members (refer to Table 4.2).

To conclude, one may argue that by applying a bottom-up approach, the P+C index enabled the researcher to initiate an effective community development process

during the initial phase, identifying the communities' "felt" needs. Schutte (1994) believes this is the route to follow, detecting community "felt" needs that will show the subtle underlying currents of development potential in targeted communities. This will indicate how the hearts and minds of the people in a specific community "tick", and will pave the way to identify and design sustainable community development projects.

This achievement, identifying community "felt" needs, was due to the abilities and qualities of this approach and needs assessment method mainly because community members were granted the opportunity, at "grassroots" level, to participate and enter into dialogue, articulating their "felt" needs. People should determine their own needs and as these needs develop, they ought to be allowed to set their own goalposts, accordingly. According to Burkey (1993:56), human growth then takes place, which is the development of self-confidence, pride, initiative, creativity, responsibility and cooperation. People furthermore learn to take charge of their own lives and solve their own problems. The focus of the bottom-up approach is not primarily only on physical needs but also on "abstract" human needs, which go hand in hand (Swanepoel, 1997:2). The most important "abstract" human need is dignity, which is promoted by giving people recognition, by recognising them as capable of making their own decisions and accepting responsibility for their decisions. Interviews that were conducted also reflected community members' feelings and experiences concerning their existing needs and problems that furnished valuable information for further phases of the development process.

An attempt was made here to instigate social development. Marais et al. (2001:1) refer to social development and says the purpose of development is to achieve the social and economic wellbeing of communities and to meet the basic needs of

society. They say that development should not only concentrate on the material wellbeing of citizens, but a just and fair development environment should also be created in order to provide equal opportunity for civil society to participate. This, in fact, is the approach's aim, to allow community members full participation, "citizen" control, fulfilling their "abstract" human needs and not only concentrating on material well-being.

One may now ask the question: to what extent has this approach been successful in socially developing the community? The extent of community development effectiveness will depend on whether the principles of community development were applied during the development process (Swanepoel, 1997:177), and during all the phases of the process ensuring full participation (Wilcox, 1994) of the people at "grassroots" level. Compliance with these principles and features will reflect whether the community of Zwelihle was effectively or socially developed. (For a discussion on the principles of community development, refer to 2.4.)

Owing to the fact that only the initial phase of the process has been completed according to the bottom-up approach as discussed, the outcome of this phase can be measured against some of these principles and features. It may not have been possible to make clear measurements and identify the principles and features of effective community development, but the needs assessment method has realized these principles and features during its application, making a way to social development.

It can be acknowledged that the P+C index made it possible to assess and prioritise community needs during the first phase of a community development process.

This needs assessment method has succeeded well in laying a sound and correct foundation for the follow-up phase in the development process, ensuring that social development will be accomplished.

- In terms of human orientation, the focus was on the human being that will build self-reliance, self-sufficiency and human dignity. People at "grassroots" level were considered important and their participation significant to "felt" needs identification. They were, in fact, allowed to take control of their own needs assessment while the researcher was facilitating the process.
- The community was put on the road to self-empowerment by being allowed participation from the outset, which according to (Swanepoel, 1997) must accompany participation.
- Development is a process of continual learning, demanding participation of all interviewees towards self-reliance (Korten, 1990; Oakley, 1991:2-3). The initial phase was the introductory phase to learning, where the residents expressed their feelings and articulated their felt needs in an environment free from external intimidation. The process of needs assessment was well explained prior to the application, ensuring that all interviewees were fully aware of and understood the purpose of the exercise.
- The principle of adaptation is a contradiction to blueprint planning and closely related to learning. By definition, adaptation implies that learning takes place before planning begins, and that learning consists of community profiles and feasibility studies. This is what the P+C index thus far has achieved. It should not be what one can teach the community, but rather what one can learn from them.
- A collective activity has taken place in terms of interviewing community members who were recruited from five predetermined neighbourhoods, according to three

different age and gender groups. The community was well represented by the interviewees and were exclusively and actively involved, identifying community "felt" needs.

- The survey dealt specifically with community needs ensuring "felt" needs that were well defined and justified by facilitating the process, and asking a few predetermined open questions, the interviewees were granted the opportunity to express their needs and feelings.
- Lastly, the people at "grassroots" level were allowed participation, personally articulating their own "felt" needs and were not represented by community leaders. They were put on the road to become self-empowered by being allowed participation from the outset.

The ultimate aim of social development is to develop the human being and supporting this was the P+C index needs assessment, taking cognisance of and realising the principles of community development during the initial phase. This would ensure changes in awareness, motivation and the behaviour of community members and in the relations between members as well as between groups within a society. These changes must come from within the individuals and groups, and cannot be imposed from the outside (Burkey, 1993:48). "Development is not about the delivery of goods to a passive community. It is about the active involvement and participation of the members, allowing them to take ownership of their own community problems".

5.3 Housing project:

It would appear that the bottom-up approach has been successful in identifying the community's "felt" needs. On the contrary, the "housing project" (top-down control approach) has been unsuccessful in providing community's "felt" needs, and instead

provided the community with a "real" need (houses).

Why was the latter approach unsuccessful and not able to provide in the community's "felt" needs?

As discussed in 5.2, the authority following the "top-down" approach neglected to engage in dialogue with the residents of Thambo Square, and therefore misinterpreted their demand for houses, thereby leaving the community, and specifically the men, dissatisfied (C value of 2.6). The authority furthermore lacked the opportunity to engage in dialogue with the people at "grassroots" level in terms of their "felt" needs. The residents were living under conditions described by the Health Act, 63 of 1977 as a "nuisance", and it was these conditions that would appear to have been the residents' concern and cause of their dissatisfaction, although they demanded new houses.

In response to the people's demands, the authority has, without allowing them effective participation and dialogue, complied with their request and granted them houses. Filling out questionnaires is a limited and inadequate method of ensuring effective community participation. Community leaders in fact represented the "ordinary" people and spoke on their behalf, but prior to discussions on issues regarding the resettlement to Airfield, a "top-down" need was identified. "Ordinary" people were in fact allowed participation, but only during the initial, needs assessment phase, during which a quantitative survey was conducted, determining the extent of the number of houses needed. At no further stage were any community members allowed any further involvement and therefore lacked full participation (refer to Chapter 1 and 2 for further discussion) or "citizen control".

One may therefore reason that the low satisfaction rate of the men from Thambo Square goes hand in hand with the fact that an abstract human need, dignity, was not provided (Swanepoel, 1997:3). Dignity is promoted by giving people recognition and is enhanced when people become self-reliant and self-sufficient (Swanepoel, 1997:3). As already stated, Burkey says, "You cannot make people self-reliant: people become self-reliant" (Burkey, 1993:50). It is more a question of attitudes than money and materials. Too much money and materials from external sources can easily prevent the emergence of self-reliance. People must have confidence in their own knowledge and skills, in their ability to identify problems and find solutions, in order to make improvements in their own lives. Self-confidence, leading to self-reliance, can easily be destroyed by outside agents pushing the process too quickly.

One may argue that due to the top-down need identification, not allowing the men in particular any involvement or any recognition during the project, human dignity was not established or promoted. An authority that pushed the development process too quickly, wanting to achieve quick-fix results and in the process destroyed the community's self-confidence which might have lead to self-reliance, a situation that at the time prevailed in Airfield.

To conclude, it seems that without dialogue with the community at "grassroots" level, one should not assume that an identified need, although it has been demanded, is a "felt" need. Berger (1969:3-13) reasons that a person is born as an incomplete or unfinished being. There is no ready-made world for people and it is up to them to make the world liveable. People do this by giving things and actions meaning. When these meanings are shared, a social reality is formed. This implies that people can question a given situation, that they are open to alternatives, that they can make

choices, and that they can revise their life-world in the light of their understanding of alternative positions (Holscher & Romm, 1989:110). For the understanding of development, this means that "human development" can be seen as a process of dialogue, and that the undialogical rigidification of meanings can be seen as a lack of development of the lifeworld.

According to Rondinelli (1993:3-4), certain development approaches often maintain that development can be attained through carefully planned projects based on statistically reliable base-data studies, detailed project plans and budgets. Furthermore, and according to Burkey (1993:121), this belief is fuelled by donors, who frequently require a form of reference for implementation, based on rapid diagnosis through feasibility studies, followed by a master plan, usually more rigid than flexible. The same criticism can be made of the allocation of RDP moneys and the set guidelines established by the government in April 1996 for RDP business plans and reporting RDP White Paper (South Africa, 1994: 44-47). Fehnel (1995:382) furthermore argues that the donor approach frequently disregards the principles of sustainable development. In the light of the above, one may argue that the housing project could also be regarded as a carefully planned project, based on statistically reliable base-data studies, detailed project plans and budgets that disregarded the principles of community development (Swanepoel, 1997:3).

A similar situation prevailed during the housing project which is well described by Coetzee (1989:5) when he argues that rapid-appraisal studies, plans and proposals are developed by professionals and outside "experts" sitting in offices, who are far removed from the "actors" of such "development" projects and are insensitive to specific contexts and social realities.

Leger (1993:121) points out that the non-participatory planning approach or the top-down control approach, which is applicable to the housing project, has three methodological implications which almost inevitably result in failure, namely:

- The planned project has a limited lifespan necessitating readily attainable quantitative objectives that do not always respect the rate of evolution of the development environment.
- Final choices on types of evolution, technological models and activities involved in a project are made on the basis of available data that are static and make no allowance for socio-cultural variables (social realities) or continuous change.
- The implementation phase must follow a predetermined project design based on assumptions concerning environmental behaviour that often prove to be incorrect.
- The concept of development is continually changing and so too must development research towards an approach that supports the notion of development as a participatory process, defined and determined both by people inside target group communities and by outside experts (Smith, 1989:2).

The conclusion Schutte (2000) reached after studying community development projects in practice, is that there seems to be a lack of understanding of the difference between social development and social engineering among some development practitioners, especially consultants and politicians. For various reasons, this group of people are eager to see results and that is why results are sometimes "engineered" to deliver the goods. They also in general equate social

engineering with the traditional input-output model of social change, which in turn gives them the impression of the unlimited possibilities of social engineering which can be applied to serve their purposes (Schutte, 1996).

The conceptualisation of participatory development according to Korten (1990:68) and Oakley (1991:2-3) for the resource-poor is not a once-off process. Development in itself embraces change, thus requiring that the shared concept of development be continually adapted. This "forever moving the goalposts" highlights the fact that development is a process of continual learning which demands the participation of all towards self-reliance. This is surely not the way the "housing project" had followed.

In terms of determining the extent of community development effectiveness, the top-down approach appears to have measured the following, according to compliance with development principles and features for the first three phases of the process:

- The focus was not on the resource-poor and was barely compatible with people's development as a process, and people's continually changing social realities. People caught in the deprivation trap, i.e., with unfulfilled, basic physical needs, have needs that are not strictly speaking, physical. Swanepoel (1997:3) here refers to abstract needs of which human dignity is the most important. Furthermore, he refers to two implications: firstly, that under no circumstances should basic physical needs be met to the detriment of people's dignity. People may be ignored, bypassed or be forced into or made dependent on development projects addressing their physical needs. In some instances, physical improvements to an environment can have negative effects on people.

- Participation of the people at "grassroot" level was ignored and therefore failed to empower the resource-poor.
- Not allowing "citizen control", but instead managing and taking own decisions. The housing project belonged to the local authority, thereby depriving the resource-poor of ownership.
- The main goal of development is to eradicate poverty and free the poor from the deprivation trap. Were they in fact freed? The community of Airfield regarded jobs or income as high priority, identifying a P value of 9.1. A low income, unemployment, no and few job opportunities, single women, without an income and having no support for their children, were some of their motivations. Could we regard the provision of houses and the supposed improvement of the environment to be a release from this trap, or is it another attempt to relieve the poor from their circumstances? Swanepoel (1997:8) furthermore says that the humanistic, holistic approach to development forces us to look at more than only relief or improvement. Development aims to meet the poor's abstract needs of self-reliance and dignity, which is more than a relief operation. It becomes a total transformation, releasing the whole person from the jaws of poverty.
- One may ask the question: were the poor in this one-way learning process granted the opportunity to learn? The answer to this question may be found in the fact that it is not possible for learning to take place in the absence of participation.
- By not adapting to learn from the community, the top-down approach has promoted blueprint planning which consequently excluded possible learning. The local authority did not engage itself in any dialogue with the poor and was therefore unable to recognise the wealth in people's and

communities' own knowledge and understanding. In order for this to be achieved, the researcher needs to be sensitised, in order to remain in touch with the ever-changing community and its needs.

- The housing project was a big, complex and sophisticated project, allowing no opportunity for the "ordinary" community member to be involved and to learn, thereby promoting self-reliance, self-sufficiency and human dignity.
- No collective activity among the community members with mutual interests was promoted. Instead, a few community leaders were involved during a few informative meetings with relevant stakeholders.
- The housing project did in fact, provide and address a community need; this was not a community "felt" need, but a self-identified "real" need.
- Instead of playing the facilitating role and the people taken the leading part, the leaders and the elite took the lead, excluding the people at "grassroot" level.

CHAPTER 6

6.1 CONCLUSION

With reference to the "housing project", one should ask the following crucial question: **"Did the provision of a brick and plaster house to those without houses improve or upgrade them as human beings, or was it an improvement or upgrading of their environment"**? This study argues that the environment was improved and the people "socially engineered" through a top-down approach. Many local authorities tend to conduct a top-down control approach following a blueprint, without the necessary participation and ownership of the people at "grassroots" level. People were removed from their self-erected houses (shacks), and resettled in new brick and plaster houses which they, particularly the men did not perceive as their property. For them, these houses belong to and are the property of the government; nevertheless they are compelled to contribute a monthly payment. The people mainly refer to these houses as the "RDP" houses or the "government houses". This in itself signals a lack of a "sense of ownership".

A needs assessment in Zwelihle community revealed the fifth priority need from a list of 52 identified needs to be jobs, a priority need which presently also prevails in Airfield. Job creation and unemployment in the latter neighbourhood enjoys a high priority (score 9.1). Whether receiving a low or no monthly income, the owner is nevertheless responsible for the monthly house payments. The individual did not choose to inhabit this new residence, but was compelled, by command of the authorities, to resettle. Furthermore, the measure of participation by the authorities with the "ordinary" members during the "housing project" was limited to filling out questionnaires. A small number of interviewees (13%) during the follow-up exercise,

which was conducted after the P+C-Index, affirmed that they were satisfied with their houses in Airfield, while the majority of the mentioned interviewees acknowledged being satisfied with the healthier living conditions (refer to 4.2.2).

Instead of increasing the quality of life in communities step by step, and according to their own "felt" needs, the community of Thambo Square was given newly built houses and thrown into the deep end, without putting them in a position to be able to swim. It may seem that the South African concept of "community development" for communities residing in informal settlements is to grant them brick and plaster houses, while in actual fact only the environment was upgraded and improved. In this case little was done to "uplift" or "empower" the human being, and furthermore, to address the abstract human needs of the poor (self-reliance, self-sufficiency and human dignity).

Swanepoel (1997:3) adds that all development must have a single focus and that focus should be the human being, which will result in fulfilling the human's most important abstract human need, which is dignity.

This has two implications. Firstly, under no circumstances may basic physical needs be met to the detriment of people's dignity. People may not be ignored, bypassed or be forced into or made dependent on development projects addressing their physical needs. Physical improvement to an area can have negative effects on people. Though it would seem, that the improvements to the neighbourhood of Airfield, namely houses, did not only have a negative effect on the residents but also left them without self-reliance, self-sufficiency and human dignity.

Nevertheless, should one take a closer look at the 27 priority needs listed during the needs assessment in Airfield (refer to Table 4.6), one would then discover that basic needs like adult education, playgrounds, poor refuse removal, training centre, sanitation, etc., are needs of people longing for acknowledgement and dignity.

6.2 Are the inhabitants of shacks, necessarily underdeveloped?

What could be more detrimental to human dignity than lacking the abovementioned, being unemployed and yet being responsible for a monthly house payment?

Furthermore, any effort to address physical human needs must simultaneously strive to fulfil the need for dignity. Dignity is promoted by giving people recognition; by recognising them as capable of making their own decisions and accepting responsibility for their decisions. Dignity is enhanced when people become self-reliant; when they become capable of organising themselves.

I refer to what Schutte (2000) previously has said. A specific community (in a racially based, geographical area), living in shacks, is in a state of under-development, but under developed in relation to what? Is under development measured in the material used for building their houses? It is obvious that some or other state of development acts as a norm in this regard, especially in the context of the development of communities. Does such a norm really exist, or is the housing style of the whites the norm?

Nevertheless, in another instance, the base poverty line or the Poverty Datum Line

have previously been developed and is set as a norm to earmark the poor. This line identifies the level of income or expenditure which considers a person below this line to be poor. This quantitative measure is based on a calculation of the minimum income per adult an average family will need to meet its expenditure on basic requirements. This type of calculation gives what is called the "minimum living level". Therefore, according to the BPL (base poverty line), 44,7% of South Africans can be considered to be living below the poverty line (RDP White Paper, 1994:8, South Africa).

6.3 Poor people also have "felt needs":

Which criteria should be used to determine a developed South African citizen?

Would the criteria perhaps be a brick and plaster house?

In South Africa, a brick house seems to be the yardstick for a developed community, probably referring to white settlements. Setting this norm does not make provision for cultural values and socio-economic differences that may exist between people staying in a specific residential area.

Therefore this argument postulates, for example, that squatting, as means of shelter, is totally unacceptable in South Africa, whereas in other Third World and developing countries it could be termed measurable as an expedient for the very poor, caught up in the deprivation trap (Schutte, 2000). Nevertheless, the majority of community development projects known to us follow the same route that the "housing project" in this study has followed, leaving people "underdeveloped" with developed, upgraded and improved environments. By definition, it is the aim of

community development to realise self-identified needs of the target community. Swanepoel (1985:36) and Julius Jeppe (1995:29) show that those needs expressed by local communities may be perceived wrongly, for example, when community action is directed at symptomatic problems rather than the real causes of the problem. (For instance, the inhabitants of the previous Thambo Square demanded new houses, but in actual fact they desperately needed effectively rendered health services resulting in a sound healthy and safe environment.) Finally, it may also be that the lack of knowledge resulted in a "wrongly" perceived need, i.e., things people do not know cannot be self-identified and therefore needed.

The fact that the Zwelihle community compiled an extended list of 52 priority needs, expressing their dissatisfaction, with a measurement ranging from a P value of 10 - 6.6, indicated the extent of their needs and its seriousness. Despite the fact that formal settlements have been established, the high rate of unhappiness and dissatisfaction indicates the extent of the non-fulfilment of "felt" needs.

The following case study explains and supports the above-mentioned situation where a community may have a certain perception in terms of community needs. This perception may be based on a lack of knowledge which may result in, them, wrongly expressing a community need. During 1997, a needs assessment exercise in the Heinz Park community revealed that the community demanded roads. On closer investigation it was discovered that they actually needed storm-water drainage because they experienced their houses to be damp after rain due to stagnant water. The inhabitants argued that should the local authority provide tar roads, a storm water drainage system would simultaneously be established, thereby solving their real "felt" problem.

Therefore, this argument postulates that a community's perceived or felt need could easily be misinterpreted by authorities, not applying an effective needs assessment method, as was the case with the residents of Thambo Square. These were people who were provided with houses but who in fact needed a healthy and safe environment at this point in time.

Furthermore, and according to Burkey (1993:51), the development of self-reliance begins within individuals through a process of human development. Outside attempts to promote self-reliance, but wishing to ignore the process, will ultimately fail. Should the poor be allowed to manage and control their own development, they will gain self-confidence, learn to be assertive, have faith in their own abilities and trust in their comrades.

According to Groenewald (1989:256), development is said to be for people, therefore the approach needs to be humanistic in nature. In essence, community development as an approach to development emphasises humanistic and people-centered values. The principle of human worth, the right of self-actualisation, democracy, participation and cooperation are all values typical of community development efforts.

With regard to the community development process, and according to Swanepoel (1997:31-33), we find a group of people within the larger community, taking the necessary action. This group is called the action group. We find two types of groups, i.e., the interested group (community members having the same interest, with an existing organisational structure), and an ad hoc group (community members with a common need and concern). It is with both of these action groups

that the community worker will closely work.

Furthermore, Swanepoel argues that community workers, apart from the set of skills they need for the job, also need to know and understand the basic principles underlying their work. These principles, representing ideals that community workers must strive towards, should be non-negotiable. Although realising the ideals will be a process, those involved in development must accept the principles as given.

6.4 Apply community development principles:

Community workers, organisations and even local authorities must dedicate and commit themselves to these principles if they want their efforts to benefit the poor (Swanepoel, 1997:3).

In fact, these principles and features, which were applied to measure the effectiveness of community development, were all basically ignored during the "housing project", initiated by the local authority.

It seems obvious that the people had no choice whether to move to Airfield or rather stay in Thambo Square, and were unaware of future financial expenses awaiting them in Airfield (see Appendix A). Although all the interviewees were happy to be resettled to Airfield, the majority was unaware that in future they had to pay for services rendered. Poor communication is often a characteristic of the top-down control approach with the people at "grassroots" level.

With regard to the residents' needs while living in Thambo Square, compared with

their present needs in Airfield, one notices the difference in the level of needs. The needs they experience in Airfield are of a higher level (social services), e.g., adult education, police station, playgrounds, fire brigade, etc., and those needs which they experienced before were physical services, e.g., a lack of electricity, water, toilets, stagnant water, dirty environment, overcrowding, etc. From this one may postulate that the extent of physical and social services now being rendered in Airfield may have resulted in an increase in their social-economical status, confirming their present living conditions as previously acknowledged, to be an improvement (refer to Table 4.6).

Furthermore, it may be argued that huge amounts of money, time and energy could have been saved had the people, previously from Thambo Square, rather been involved and empowered in making their own decisions with regard to their existing community problems. During a slum improvement project implemented in the community of Hyderabad, India, similar conditions prevailed, but with one significant difference from that of Thambo Square. The difference was revealed to be a community development process with a different approach followed by the authorities. According to Vasudeva (1992:12-23), a small community of a few hundred people was living under unhealthy "slum" conditions. The authority, together with the community members, decided to upgrade the environment. Because of limited space, new brick and plaster houses were to be provided on the existing premises. Only 200 households could be accommodated in a house/flat on ground level; a further 200 households could be accommodated on a second level and even on a third. The decision was left to the community members to decide whether they wanted one, two or three levels, and to identify the excess families who needed to be resettled elsewhere. The authorities followed a bottom-up approach, empowering the

people, allowing them self-need identification, deciding on matters of community concern, and in the process, promoting self-reliance and human dignity. Local authorities should understand that the "felt" needs of communities should be addressed at all times. The only way to identify these needs is through participation with the people at "grassroots" level, and by making use of an effective needs assessment method.

In conclusion, another remark in terms of the Airfield community could be raised:

The C-index revealed a satisfaction rate of 2.9 for the community and a bonding rate of 7.7. This bonding rate could be regarded as above average, notwithstanding strong feelings of unhappiness or dissatisfaction. From this it could be gathered that people regard Airfield as their home and that they experience support and good communication among one another (refer to 4.1.5). This is a positive community characteristic which should ensure, community participation, a strong interest in overcoming community problems and the probability of being actively involved in any community project.

Furthermore, an interesting tendency is identified in 4.2.2 and 4.2.3. With reference to the first question of the "bonding construct", it was found that the males of Airfield scored a bonding value of 4.1 in terms of Airfield being their "home". The concept of "home", in this instance, refers to the house (shelter), including the environment he may find himself in. The females on the other hand scored a remarkably higher rate of 10.4 for the same question. From this information it could be concluded that the male inhabitant of Airfield does not regard houses to be his "home", probably for the following reasons (refer to

Appendix D):

- He did not build or erect his house in Airfield and for this reason he does not regard himself as the owner of this new property. On the contrary, he most probably took pride in his previous home in Themba Square because he had personally erected it with great difficulty.
- He could be the only breadwinner and is now forcibly bound to pay an unexpected monthly house payment.
- This situation could cause much stress, as a high percentage of unemployment prevails in the community of Zwelihle and, specifically, Airfield. He runs the risk of losing this house, should he find himself in arrears with monthly payments.
- Finally, the male is responsible for the maintenance of his house, which requires skills and finances. Both these necessities are likely to be out of his reach, and therefore it would be his preference to have stayed in Thambo Square. (He has received no "house education" thus far, and it seems that there is a lack of knowledge in this regard.)

The females, on the other hand, are much happier ("bonding-value" of 10.4) with their new houses, probably for the following reasons:

- They are the managers of the households and prefer to clean and decorate this improved, structured house.
- They might regard their children to be safe from dangers, for instance, fires and gangsters, as previously experienced in Thambo Square.
- They are not stressed with regard to accepting the responsibility of financially supporting the monthly house payments.
- Finally, as managers of the household, they could take pride in their new home, especially when inviting visitors over.

- The Xhosa women seem to have adapted to the modern, urban, formal dwelling, compared with the traditional informal settlement.

Communities should be allowed full participation, and to set their own goalposts at times when they are ready and prepared to do so. By following this route of community development, one would elevate the community, allowing the human being to grow, improve, be upgraded and evolve in his own time. Communities should not be left unsupported with brick and plaster houses, a lifestyle they are presently unable to manage and maintain.

One would prefer authorities to address these felt needs in a practical manner, for instance, in the case of the Thambo Square community, which at the time, was in need of better living conditions. Firstly, to address and provide health services, and make waterproof material available for house owners to secure their houses (shacks) from leaking, or to allow them to upgrade their shacks with provided building materials. Allow and support people to be personally responsible for the waste removal in the area and by doing so promote entrepreneurial skills and job creation.

A set of different building requirements to the *National Building Regulations and Building Standard Act* for informal settlements may be laid down to ensure the community can build their own houses according to building requirements and family needs. Following this route will surely promote self-reliance and human dignity, happiness and satisfaction for many South African citizens. This would also pave the way to combat and address the problem of overcrowding and the huge backlog of houses the South African government seems to have, feeling

obliged to grant each South African household a brick and plaster house, leaving many people in debt, dissatisfied and unhappy. The rate brick and plaster houses are presently being built in a short period of time, is causing many more people to be dissatisfied with poorly built houses and insufficient accommodation. Another question arises: **“What should one regard as best: to have all citizens living in brick and plaster houses or to be happy citizens?”**

Furthermore, community members should be allowed to take responsibility to decide who prefer to be resettled or who prefer to stay and build their own houses as mentioned above.

6.5 The dignity of the poor should also be promoted:

People are thus empowered and human dignity is promoted, which will be intrinsic to an effective community development process.

Another aspect causing the people of Zwelihle and more specifically the residents of Airfield to be highly dissatisfied, was the unacceptable, polluted and unsafe environment of Thambo Square. The polluted area is normally referred to as a condition caused by a lack of or ineffective health services, although it is also observable that many communities do not have knowledge of or insight into the result of littering.

Health education programmes will ensure that community members understand the consequences of an unsafe and littered environment, which is a risk to them and their children's health. They should also learn the conditions of keeping the

environment safe and healthy by making use of provided waste receptacles that will ensure an understanding of the usefulness of these receptacles and their purpose. Furthermore, workers collecting household waste would be assured of a job and monthly income. The authorities can only render an effective service on condition that the community members utilise the provided waste receptacles and that they, the local authority, undertake to provide the necessary waste receptacles at all times, so ensuring that informed community members refrain from littering, setting an example for fellow-community members.

It is also well known that many communities do not have healthy relationships with their local authorities, which may be due to poor communication as it was recently reflected in a survey done in Stellenbosch (Schutte, 2004). The community is divided and has a poor relationship with the authorities, even being antagonistic in some instances. Therefore, the community regards the provided waste receptacles as the property of and an extension to government. They are therefore not well received and respected by many community members, and are normally misused for other purposes, resulting in environmental pollution and feelings of dissatisfaction.

A probable solution to the abovementioned problem would firstly be to improve and become engaged in healthier relationships with community members by allowing them participation through taking ownership of their community projects, and secondly allowing them ownership of the household waste receptacles. The latter is a strategy that previously has been applied to a community in close proximity to Hermanus (1993) and which was engaged in a similar problem situation, allowing the children ownership of the receptacles. The local schools were involved

facilitating these projects, engaging the community children to work in groups, each painting their own receptacle or container. As a witness and personally participating in this mentioned project, it could be confirmed that it was a promising and successful outcome. No receptacles were subsequently removed or misused, and community members were more willing to support the anti-litter campaign.

The action groups proposed by Swanepoel that have previously been discussed (refer to page 114), should soon after the needs assessment phase meet in order to brainstorm related priority needs and possible solutions. A problem-solving technique could be applied which identifies alternative strategies to address the existing problem or need.

Voluntary, trained community leaders or other members could facilitate these action groups, assisting well-bonded community members to take charge of their own community problems. From this platform, requests would flow for financial and other assistance to the local authority and other sectors to provide in their needs that would place the latter in the supporting role and the community in the leading role. Following this route, one could refer to a community as being socially developed.

6.6 Follow a “bottom-up” approach:

One final remark in terms of the approach authorities normally follow during a community development project.

A report was compiled, consisting of data gathered from the P+C-index needs assessment, together with its findings and recommendations. This report was

delivered to the Zwelihle community and the local authority in February 2003. Since then, one year or longer has passed, and no further involvement in the community has been noticed. This discontinuation of the community development process cannot benefit the community's morale; in fact it is detrimental to building their dignity and ensuring a trustworthy relationship. The elapsed period of time is not due to the ineffectiveness of the bottom-up approach, but to external circumstances. It is important, though, to render guidance and to facilitate the community development project soon after the onset of the process in order to ensure continuation of community participation.

One could postulate that the authority in this regard is inexperienced and does not have the tools or skills to apply a bottom-up approach when dealing with the poor, allowing the latter to take ownership of their community problems. This is normally a lengthy process, which causes the local authority to under-spend available funds for community projects. Therefore, in order to spend the funds allocated to the particular community, within the given "budget year", the authority will automatically follow a community development process with little or no community participation, which enables the authority to determine the duration of the project. Authorities are compelled to allocate designated funds during that specific financial year; otherwise the funds may be reallocated to another community. For this reason, authorities are often focused on the product (in this case, houses), and not on the process, which is to develop the human being. This latter cannot easily be measured and therefore cannot justify the money spent (Swanepoel, 1997:181).

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APPENDIX A

Official minutes and agenda of the meetings held by Urban Dynamics with
Zwelihle community leaders and other stakeholders.

Annexure 1:
Minutes of Meeting

The social compact reported that the following three areas could be utilised for housing:

- Airfield
 - ▶ agreed that this area was a long term option as a new airfield would have to first be identified and constructed before this area could be considered for other land uses.
- Area adjacent to the Swartdam Road.
- Coastal land between Zwelihle and the sea.

After discussion, it was agreed that no land identification process could begin until a full socio-economic survey had been undertaken for the whole of Zwelihle. Once the need had been established the planners (Urban Dynamics) would then only be able to identify appropriate land to address the need.

3.2. NAFCOOC: Request for Business Sites

- NAFCOOC requested that in any future planning adequate provision be made for formal Business sites and Community facilities. This request was acknowledged by the townplanners (Urban Dynamics) who indicated that this request was noted and would be addressed.

3.3. Socio-Economic Survey


After discussion, it was agreed that a Socio-Economic Survey for the whole of Zwelihle must be undertaken on an urgent basis by Urban Dynamics.

This survey would be co-ordinated and managed by Urban Dynamics, but undertaken by six fieldworkers nominated by the social compact. The process agreed to being that

- Urban Dynamics would hold a workshop on Thursday 4 September at 17h00 in the Municipal Office Zwelihle. At this workshop, Urban Dynamics would explain the process with regard to the survey forms and the specific areas with the six survey co-ordinators (field workers) nominated by the social compact from the Zwelihle community.

It was noted and agreed that after completion of the socio-economic survey a land identification process would be undertaken following which an application would be compiled by Urban Dynamics on behalf of the social compact/local authority to the Housing Board for state housing subsidies.

The meeting was closed by the chairman at 19h30.


Recorded by P. Olden
Urban Dynamics Western Cape

Zwelle

28/8/97.

NAME

W. HERBERT

P. Oude

W. Coetzee

A-F. NGQAMENI

M. Makwana

T.H. Makwina

S-Z. MZILIKAZI

M. A. PHATSE

M.A. FAKU

DY-A. MAKATA

T.S. MUYIYA

N. AHAMAM

L.E. PONDANE

M. ALAM

P.N. JIMLONGO

G. VANTO

B. VON DURICH

M. TSHABALALA

M. U. PANG

ORGANISATION

URBAN DYNAMICS

RD L

Councillor

Social Impact

Councillor

S COMPACT

NAFCEC

Councillor

Mayor

Social compact

Social compact

welfare

Councillor

Social compact

HERMANUS MUN

NAFCOC

CH.



ZWELIHLE AIRFIELD EXTENSION

30 MARCH 1999 AT 18H00 AT THE ZWELIHLE MUNICIPAL OFFICES

AGENDA

1. Welcome
2. Apologies
3. Zwelihle Extension
 - Discussion of new layout based on conventional concept.
 - Compare quad concept vs conventional concept.
 - Cost implications (Gibb Africa).
 - Report back: information management and process (M5 Development or Gibb Africa)
 - Report back: Transit camp.
4. Process ahead

ZWELIHLE EXTENSION

1. CONVENTIONAL LAYOUT

TOTAL AMOUNT OF RESIDENTIAL ERVEN: **1578 (53 MORE THAN QUAD)**

AREA + %	AREA (ha)	%
Residential	23.44	59.0
Schools	3.77	9.5
Community Facilities	1.62	4.1
Business	0.26	0.7
Roads	8.27	20.8
Public Open Space	2.36	5.9
TOTAL	39.72	100

LANDING STRIP = **36.28 ha**

TAMBO SQUARE = **3.44 ha**

APPENDIX B

Questionnaire compiled by Urban Dynamics and used during a survey in
Thambo Square.

**ZWELIHLE SOCIAL COMPACT:
SOCIO-ECONOMIC SURVEY**

**URBAN DYNAMICS WESTERN CAPE
TOWN AND REGIONAL PLANNERS**



SEPTEMBER 1997

QUESTIONNAIRE FOR PERSONAL DETAILS
Please complete in print. Please complete all items or mark with a "X" where applicable

SUB TENANT

AREA

--

A: PERSONAL DETAILS	BREADWINNER		SPOUSE	
1. SURNAME				
2. FIRST NAME/S				
3. SEX	MALE	FEMALE	MALE	FEMALE
4. DATE OF BIRTH	Date of birth / /19		Date of birth / /19	
5. IDENTITY NO				
6. MARITAL STATUS	Single	Married	Traditional	Divorced
7. RELIGION (in full)				
8. TEL. NO. - Work TEL. NO. - Home	() ()		() ()	
9. PERMANENT STREET ADDRESS POSTAL CODE			
10. NAME OF EMPLOYER				
11. EMPLOYER'S ADDRESS				
12. INCOME	R per week	R per month	R per week	R per month
13. OCCUPATION				
14. NUMBER OF DEPENDENTS			include spouse and children	
15. TOTAL INCOME OF DEPENDANTS	R per week	R per month	R per week	R per month

B. CAR OWNERSHIP	YES	NO
-------------------------	-----	----

C. HOUSING PREFERENCE: Indicate your choice of housing	OWNERSHIP	RENT
--	------------------	-------------

D. PREVIOUS STATE HOUSING SUBSIDY: Have you received any previous state housing subsidy?	YES	NO
--	-----	----

E. HOW LONG HAVE YOU BEEN A RESIDENT OF ZWELIHLE?	
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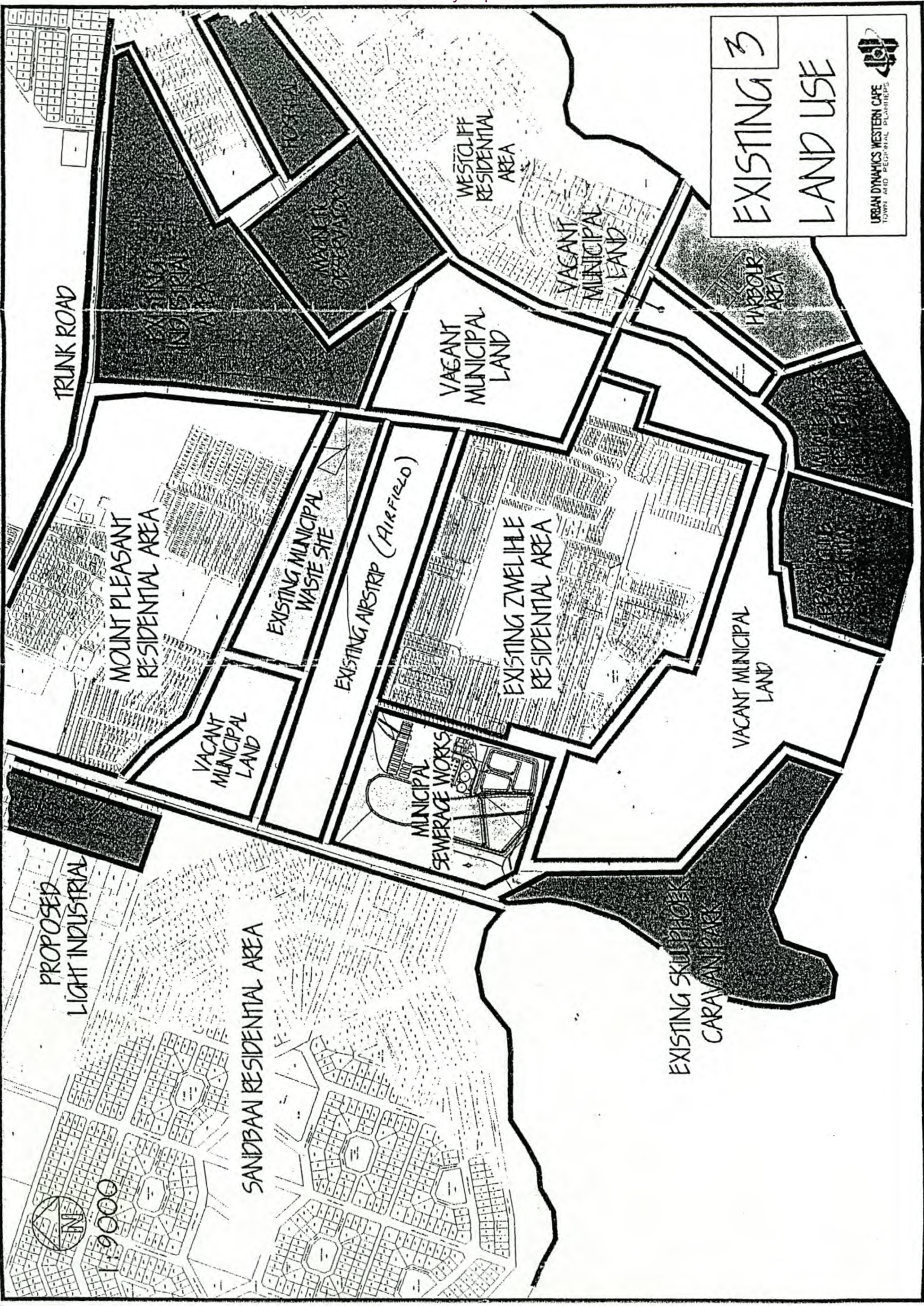
Applicant's signature

SURVEYOR'S SIGNATURE

APPENDIX C

Ground plan of Zwelihle

EXISTING 3 LAND USE



APPENDIX D

P+C indices of the five neighborhoods of Zwelihle. (Refer to attached document)

**A NEED
ASSESSMENT
[P + C INDEX]**

FOR THE

**ZWELIHLE COMMUNITY
HERMANUS**

**COMPILED BY ANTON BOUWER
CAPE TECHNIKON
DECEMBER 2001**

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 - The neighbourhood
 - Gender and Age groups
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 - The neighbourhood
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5 Community Bonding

- 6 A comparison between the P-indices of the inhabitants of Zwelihle and the Community leaders of Zwelihle**
- 7 Community bonding rates amongst the neighbourhoods of Zwelihle**
- 8 A comparison of the satisfaction rates between the neighbourhoods of Zwelihle community**
- 9 Proposed recommendations and comments for the inhabitants of Zwelihle in terms of those community needs with the highest scores.**

INTRODUCTION

After various visits to Zwelihle community five interviewers and myself, each assisted by two students from the Cape Technikon, whom served as scribes and interpreters officially started our interviews in the community on the dark day of 11 September 2001. We completed our community interviews with follow-up interviews on 3 October. A separate interview session was performed with the community leaders, earlier in August 2001.

On each occasion we were welcomed by a excited community, few though with doubt as to what our aim with these interviews were and some others with great anticipation. Vivian Owen from Rainbow Trust and Angela Heslop from the Red Cross, Hermanus have been so supporting and assisting the community members responsible with all the necessary arrangements during these interviews. I would therefor like to take the opportunity the express my appreciation for their assistance and support during that time.

These mentioned focus-group interviews were executed with community members from different age, gender and neighbourhoods in order to prioritise the needs of these various groups. The community of Zwelihle is divided into five neighbourhoods namely; *Airfield, 460 Site, Beach House, White City and Mandela Square*. The community leaders appointed recruiters from the various areas whom selected volunteers for the interviews from the following gender and age groups.

The age groups were as follows:

Men	-	(14 - 25 years)
		(26 - 44 years)
		(45 years and older)
Women	-	(From the same age groups)

These interviews were performed according to the focus-group interview method (P and C index) of Dr. de Wet Schutte applying a survey instrument, the Schutte scale. The results of this well proven process is with no doubt the voice of the inhabitants of the community of Zwelihle. Except for Beach House all the other neighbourhoods was well represented in their various gender and age groups.

According to Dr. de Wet Schutte he once asked the question; "Community development - where should one start?" and I quote him:

"In order for a community to thrive, basic individual and social needs must be satisfied. Community development addresses the fulfilment of these needs.

It is common cause that one should know the extent of a problem before one can successfully address it. Anybody involved in the development of a particular community should therefore first determine which basic needs are not being satisfied.

It is fatal for any community developer to determine the conditions within a particular community "from the outside." If a community determines its own needs and decides on its own course of action, they would be more likely to approve of the result.

A method to audit the current state of affairs within a community is therefore very beneficial to successful community development. The "**P-index**" and the "**C-index**" are two methods or "tools" for identifying aspects in a community in need of development. These two methods can be used separately, or in conjunction with one another.

THE PROGRAMME FOR THE NEED ASSESSMENT PROCESS FOR THE COMMUNITY OF ZWELIHLE:

PHASE 1

- ***P-INDEX*** (Priority needs)
- ***C-INDEX*** (Community profile)

PHASE 2

- ***STRATEGIC PLANNING TO IMPLEMENT RESULTS***

PHASE 3

- **MONITORING of IMPLEMENTATION**

**Anton Bouwer
(11 December 2001)**

P-INDICES

(PRIORITY NEEDS) of:

- * **ZWELIHLE COMMUNITY**
- * **COMMUNITY LEADERS of ZWELIHLE**

NEIGHBOURHOODS of ZWELIHLE

- * **AIRFIELD**
- * **460-SITE**
- * **BEACH HOUSE**
- * **MANDELA PARK**
- * **WHITE CITY**

COMMUNITY OF ZWELIHLE

PRIORTIY NEEDS	P	1+2+3+4+5	+6	+7	+8	+9	+10	+11
1 Adult education	10,0	████████████████						
2 Police station	10,0	████████████████						
3 Dumping site	10,0	████████████████						
4 Sewerage dam	10,0	████████████████						
5 Jobs	10,0	████████████████						
6 Ambulance	10,0	████████████████						
7 Fire brigade	10,0	████████████████						
8 Toilets for squatters	10,0	████████████████						
9 Roads	10,0	████████████████						
10 Electricity	10,0	████████████████						
11 Waste removal	10,0	████████████████						
12 Indoor sport facility	10,0	████████████████						
13 Grocery delivery service	10,0	████████████████						
14 Creche	10,0	████████████████						
15 Expensive food	10,0	████████████████						
16 Welfare	10,0	████████████████						
17 Income	10,0	████████████████						
18 Speed bumps + road signs	10,0	████████████████						
19 Hospice day hospital	10,0	████████████████						
20 Water	9,8	██████████████						
21 Youth talent promotion	9,8	██████████████						
22 Bigger houses	9,8	██████████████						
23 Sports field for high school	9,8	██████████████						
24 Street lights	9,8	██████████████						
25 Food shops	9,8	██████████████						
26 Clinic	9,8	██████████████						
27 Parks + playgrounds	9,7	██████████████						
28 Job creation	9,7	██████████████						
29 Transport (long distance)	9,7	██████████████						
30 Housing	9,6	██████████████						
31 Pension	9,5	██████████████						
32 Small business loans	9,5	██████████████						
33 Sponsors (cultural act.-crisis centre)	9,5	██████████████						
34 Tertiary education facilities	9,5	██████████████						
35 Shopping centre	9,4	██████████████						
36 Public phones	9,3	██████████████						
37 Schools	9,3	██████████████						
38 Safety	9,2	██████████████						
39 Churches	9,1	██████████████						
40 Recreation centre	9,1	██████████████						
41 Training centre (skills)	9,0	██████████████						
42 Social services	9,0	██████████████						
43 Storm water drainage	9,0	██████████████						
44 Municipal service charges	8,7	██████████████						
45 Finishing school	8,7	██████████████						
46 Mix with other youth groups	8,6	██████████████						
47 Swimming pool	8,6	██████████████						
48 Bushes	8,6	██████████████						
49 House rent	8,5	██████████████						
50 Open field	8,0	██████████████						
51 Flee market	7,8	██████████████						
52 Soccer stadium	6,6	██████████████						

P-INDEX
COMMUNITY OF ZWELIHLE

{All measurements are according to the Schutte scale – (scores 1 – 11)}

1	Adult education	(10)
2	Police station	(10)
3	Dumping site	(10)
4	Sewerage dam	(10)
5	Jobs	(10)
6	Ambulance	(10)
7	Fire brigade	(10)
8	Toilets for squatters	(10)
9	Roads	(10)
10	Electricity	(10)
11	Waste removal	(10)
12	Indoor sport facility	(10)
13	Grocery delivery service	(10)
14	Creche	(10)
15	Expensive food	(10)
16	Welfare	(10)
17	Income	(10)
18	Speed bumps and signs in roads	(10)
19	Hospice day hospital	(10)
20	Water	(9,8)
21	Youth talent promotion	(9,8)
22	Bigger houses	(9,8)
23	Sports field for high school	(9,8)
24	Street lights	(9,8)
25	Food shop	(9,8)
26	Clinic	(9,8)
27	Parks and playgrounds	(9,7)
28	Job creation	(9,7)
29	Transport (long distance)	(9,7)
30	Housing	(9,6)
31	Pension	(9,5)
32	Small business loans	(9,5)
33	Sponsors (cultural act.-crisis centre	(9,5)
34	Tertiary education facilities	(9,5)
35	Shopping centre	(9,4)
36	Public phones	(9,3)
37	Schools	(9,3)
38	Safety	(9,2)

39 Churches	(9,1)
40 Recreation centre	(9,1)
41 Training centre (skills)	(9,0)
42 Social services	(9,0)
43 Storm water drainage	(9,0)
44 Municipal service charges	(8,7)
45 Finishing school	(8,7)
46 Mix with other youth groups	(8,6)
47 Swimming pool	(8,6)
48 Bushes	(8,6)
49 House rent	(8,5)
50 Open field	(8,0)
51 Flee market	(7,8)
52 Soccer stadium	(6,6)

P-INDEX FOR THE COMMUNITY OF ZWELIHLE

[A composition of all the highest priority needs (scores - 10) of the 5 neighbourhoods]

1 ADULT EDUCATION

- We would like to complete school or further our studies
- Many people amongst us did not have the chance to complete or attend school

2 POLICE STATION

- We do not have a police service
- We are afraid and feel unsafe
- We need a police station for safety
- We are afraid because crime is escalating in our community - rape robbery and car hijacking
- The police station must come back to eradicate crime
- Our children are unsafe
- Child abuse and rape is too high
- We want our own police - the police from Hermanus are not concerned with our problems

3 DUMPING SITE

- This site is too close to our houses
- It is very smelly and dangerous for our children - they play there

4 SEWERAGE DAM

- We want the dam to be removed
- It is smelly and causes deceases
- This sewerage system is not working well - it has a bad smell and is dangerous for our health
- Toilets are always blocking - The Municipality does not clean or open the drains

5 JOBS

- The Government must create jobs
- We have no income and future
- There is no creation of jobs in our area - only a few factories and they are far from us
- No and poor industrial

6 AMBULANCE

- We don't have this facility and need it desperately
- We must pay a high fee to be taken to hospital
- There is no transport available for the sick
- In case of emergency we have to call Caledon for an ambulance
- It is too far our people cannot survive
- It is a struggle without this service

7 FIRE BRIGADE

- Our houses burn down and we don't have this service or any other help

8 TOILETS FOR SQUATTERS

- The squatters don't have any toilets -we have to use the bush
- Those of us who have toilets have to pay a lot of money to the Municipality to come out and fix our toilets

9 ROADS

- The roads are wet and muddy after rains
- We need tar roads with robots in order for the cars to drive slowly
- Our roads are dirty and need cleaning

10 ELECTRICITY

- We are often without electricity
- Extensions to the existing electricity service often causes a cut out
- Although prepayments are made - electricity are cut off
- We need street lights - it is too dark and dangerous - we get stabbed in the dark and are unable to recognise the attacker

11 WASTE REMOVAL

- We have no proper removal system - rubbish is thrown all over the place
- Waste should be taken to a nearby rubbish dump
- This condition causes illnesses
- Our area is very dirty
- We don't have bins at our houses
- There is no rubbish collection - rubbish is thrown all over
- We have few bins - it is overflowing and is very dirty

12 INDOOR SPORT

- We need a hall to gym
- We want to play other sports like tennis
- We are bored and want to stay away from alcohol
- We need an athletic club

- We want to compete with other groups/teams.

13 GROCERY DELIVERY SERVICE

- Our old people cannot walk to the shops because it is too far

14 CRECHE

- It is too far from our area

15 EXPENSIVE FOOD

- We want our own big shopping centre – the existing one is too far in town
- Our shops are very expensive

16 WELFARE

- There is no available social worker to help us with our disabled children

17 INCOME

- Our income is inadequate – our pension is R580 per month

BONDING

1	This <u>COMMUNITY</u> to be your <u>HOME</u>	(6,3)
2	How <u>CLOSE</u> are you to your <u>FRIENDS</u>	(9,0)
3	The <u>COMMUNITY SUPPORTING</u> you	(7,0)
	<i>AVERAGE</i>	(7,4)

LEADERS OF ZWELIHLE:

PRIORITY NEEDS	P	0+1+2+3+4+5+6+7+8+9+10+11
1 Pavements	9,4	=====
2 Tarred roads	9,2	=====
3 Training centre	9,1	=====
4 Subsidy for houses	8,8	=====
5 Taxi rank	8,7	=====
6 Job creation	8,7	=====
7 Police station	8,5	=====
8 Day hospital	8,5	=====
9 Own land	7,9	=====
10 Recreation centre	7,7	=====
11 Old age home	7,3	=====
12 Hospice	7,3	=====
13 Soccer stadium	7,2	=====
14 Building construction body	7,0	=====
15 Develop tourist attraction	6,6	=====
16 Houses	6,4	=====
17 Cinema	5,2	=====

**LEADERS of ZWELIHLE
P-INDEX**

PRIORITY NEEDS and their REASONS

{All measurements – according to the Schutte scale – (scores 1 –11)}
(6 – 9 RESPONDENTS)

- | | | |
|----------|---|--------------|
| 1 | Pavements
It would look beautiful | (9,4) |
| | <ul style="list-style-type: none">• We do not have proper stormwater drainage• Rain water flows into our houses | |
| 2 | Tar roads
We need tar roads for proper drainage | (9,2) |
| | <ul style="list-style-type: none">• We cannot walk in the mud after rains | |
| 3 | Training centre
We need a place where we can be taught skills like
bricklaying, electrician, plumbing | (9,1) |
| | <ul style="list-style-type: none">• We don't have skills to earn a living | |
| 4 | Subsidy for house owners
House owners also want a housing subsidy to build their
own houses according to their own house plans | (8,8) |
| | <ul style="list-style-type: none">• We would like to live a luxurious life | |
| 5 | Taxi rank and taxi stops
We need a taxi rank under cover
With stops on a taxi route with shelter | (8,7) |
| | <ul style="list-style-type: none">• There is no route or time to catch taxi• We have no place under shelter to wait for the taxi | |
| 6 | Job creation
We have many people who are unemployed | (8,7) |

- 7 Police station (8,5)**
We need a police station because we feel unsafe
- The closest station is Hermanus
 - In time of emergency it take them too long to reach us
 - We have to solve our own problems
 - We have a high crime rate
- 8 Day hospital (8,5)**
We need a place where the sick can find immediate attention any time of the day
We the sick can be cared for and stay
- 9 Own land close to sea (7,9)**
Were we can run our own hotels, guest houses and restaurants
It will draw many tourists
Our community need to be uplifted
- 10 Recreation centre (7,7)**
A place where our children can socialise
A place where our youth can be stimulated – indoor sport
- Our existing community centre is too small, need to be enlarged
- 11 Old age home (people must stay – 20-22 beds) (7,3)**
In our community we have many aged people who are not taken care of – are neglected by their family members
We need a home with 20 to 22 beds
- Our existing old age centre is inadequate
 - The aged have no other place to stay
- 12 Hospice (7,3)**
Where the patients with incurable diseases can be supported by caregivers from the community
- 13 Soccer stadium (7,2)**
The existing stadium must be upgraded in order to promote other sports, eg. cricket, rugby

- 14 Building Construction company (7,0)**
Owned by the community bricklayers – to ascertain building jobs our own people
- We don't have the money to start such a company
 - We don't have the necessary equipment
 - There is no one to take initiative and leadership
- 15 Develop tourist attraction (6,6)**
To upgrade Zwelihle to show the world that our area is beautiful
To entertain the tourist with African flair
By doing this we can create many jobs for our people
- 16 Houses**
We need bigger houses
People must be allowed to own their own houses
- We have a shortage of houses – we need another 300 plots
Additional to Themba Square's 1500 plots, to build houses
We don't want hostels – there is no control (6,4)
- 17 Cinema (part of the recreation centre)**
Our kids needs more stimulation after school and weekends
A place where our children can have fun and entertainment
- Our children is bored during the afternoon and weekends and
Attend the shebeens where they are badly influenced (5,2)

BONDING

- | | | |
|---|---|--------|
| 1 | This <u>COMMUNITY</u> to be your <u>HOME</u> | (5,0) |
| 2 | How <u>CLOSE</u> are you to your <u>FRIENDS</u> | (9,0) |
| 3 | The <u>COMMUNITY SUPPORTING</u> you | (11,0) |

AVERAGE (8,3)

**P-INDEX for the NEIGHBOURHOOD of
AIRFIELD**

1 Adult Education (10)

To complete schooling

- A lot of us did not get a chance to complete school

2 Police station (10)

We do not have a police service

- We are afraid and feel unsafe
- We need a police station for safety
- We are afraid because crime is escalating in Air Field - rape ; robbery; and car hijacking

3 Dumping site (10)

Too close to our houses

- The dump is very smelly
- It is dangerous for our children - they play there

4 Playgrounds/parks (9,7)

There id no swings and structures for our children to play

- Our children has no place to play

5 Fire brigade (9,7)

This service is very poor and we have a lot of houses burning down

- People were trained to be fire brigades but the trucks are not here in our community

6 Traffic signs and bumps (9,7)

These signs and bumps must be put in our residential area

- It will protect our children
- Taxi drivers is reckless in their driving

7 Pension (9,5)

Most of our people is^{un} employed - they have no income

- The Municipality does not grant pension to the elderly
- Most of the youth are unemployed
- The Municipality employs only people from one area and it is not working effectively (nepotism)

8 Small business - loans (9,5)

We want the Government to assist us with small business loans

- We have no income

9 Public phones (9,3)

We need these facilities

- We want to report accidents

10 Clinic service (9,1)

We need more clinic facilities

- It must stay open during the night
- Nurses are unsympathetic with the patients
- Many people are injured at night
- We need 24 hour medical services
- We can't get medical attention during weekends
- We don't receive proper attention from the hospital because we are not from a good area
- So we need our own day hospital
- We want our own clinic
- We must walk too far
- The clinic has got bad management
- The clinic is open only for 3 and a half days a week - Fridays it is closed
- The staff do not care or respect us - they ill treat us
- There is no medication at times
- Some patients need an ambulance to take them to hospital - no ambulance
- Too many patients - too few nurses
- Our pregnant mothers; sick children; and other assaults need medical attention after hours and at night
- The overflow of patients are sent to another clinic but they cannot always help us

11 Indoor sport facilities (9,1)

We have only one sport to play - soccer

- We would like to learn other sports

12 Jobs (9,1)

We don't have jobs

- Here is no opportunities
- The Government must assist us with loans to start our own small business
- We have a small income
- We would like a better living
- The Government must create jobs
- I have many children to feed with no income
- I am a widow with 4 children and no income

- I have 5 children and my husband has no job
- A single mother has given her children away - she has no income to support them

13 Training centre (9,0)

The adults need skills to earn money for a living

- There is no job opportunities here or nearby
- We need a centre we could be taught skills to earn money

14 Social services (9,0)

This service is poor

- Officials from Home Affairs do not visit us regularly to render services like, marriage and birth certificates ID's etc
- We have many street children who need care and love
- There is no shelter and food for these kids

15 Houses (8,9)

Our houses are unsafe

- The houses are in a poor condition
- Our houses are too small
- We are not allowed to extent the RDP houses - they say the houses burn all the time

16 Electricity (8,8)

Our houses are dark

- We don't like to stay in dark places
- Electricity is needed in certain areas
- Where we have lights it is very weak - it does not work in certain places
- When the wind blow the lights will go out

17 Service charges (8,7)

We cannot afford municipal service charges

- It is too expensive
- We have to a small income

18 Transport (8,7)

Our transport is an inadequate service

- No transport is available when patients are released from hospital
- When working far we must travel
- We have no transport for long distances
- We cannot hick - it is too dangerous - criminals will kill you
- The available transport have fixed times - it is difficult

- Women in labour have a problem to get to hospital

19 Schools and creches (8,5)

There is a need for schools and creches in our new area

- The existing one is too far for our children to walk
- We need our own schools - closer to our home
- We don't have child care facilities
- Our children is unsafe to leave at home when we are looking for a job
- Our children must be taught skills while we are at work
- Our children need creches
- A place of safety for our children when mothers are working - child must be cared for
- Our small babies need care when we are working
- No education, no jobs, no future
- We adults had no education with no future
- Schools are too expensive
- Crime rate will reduce - because the schools will keep our children occupied

20 College (8,5)

We have no tertiary education facilities in our vicinity

- It is too expensive for our children to go so far

21 Roads (8,0)

After rain we cannot walk in the streets

- It is too slippery and wet
- We want more streets and it must be tarred
- There is too small spaces between our houses
- When it is raining the streets overflow and water floods our houses
- We are struggling when it rains
- Our roads must have stop signs - it is dangerous without it - taxis races down the road
- The cars cannot drive safely in our streets during rain - it is dangerous for our children
- The tar roads will determine where the cars can drive and where our children can play
- There is currently many potholes in our streets - it catches the rainwater and stinks
- This water is dirty and unhealthy for our children

22 Open field (8,0)

The Government must build houses on this open field

- It is a vlei and dangerous for our health

23 Refuge removal (7,2)

Rubbish bins are not enough - rubbish blocks the drains and is an unhealthy condition

- The system is poor and not working
- The refuse dump must be removed
- Our children play there and fall sick
- We want rubbish bins at our houses
- People through rubbish in the streets
- We need a good working w.r. system
- The rubbish stinks and we cannot open our windows and doors
- Mosquitoes and flies breed in the rubbish dumps
- Our children and dogs play and eat from the rubbish dump and fall ill
- We don't want the rubbish to be thrown near our houses

24 Toilets (6,6)

People living in the squatter houses - have no toilets

- They have to use the bush
- We have inadequate toilet facilities for our visitors from rural areas
- The standard of the service is poor
- It smells a lot
- We need toilets because it is more hygienic
- It is unsafe for our women and children to use the bush - they are raped

25 Soccer Stadium (6,6)

We need a soccer stadium/field for the youth to entertain the community

- The existing stadium should be secured with fencing
- One soccer stadium for our community is inadequate - we want a second stadium
- We need a new stadium in our new area
- We all have to share the one stadium
- They can build a second stadium on the dumping field

26 Storm water drainage (6,1)

We need this service desperately

- Our kids play in the dirty water in fall ill
- The rain water floods into our houses
- We cannot walk in the streets when it is raining
- We have a poor drainage system
- Our house become damp and wet which causes diseases and cold feet
- During winter times we have to go to bed early because of the dampness

and cold

27 Soup kitchen (9,0)

We need this service for our hungry children who are eating dumped food

**AIRFIELD -ZWELIHLE
P-INDEX**

MEN -(14 - 25 years)

1	Better roads	10
2	Poor refuge removal	10
3	Adult education	10
4	Training centre - skills	9,7
5	Playgrounds - parks	9,7
6	Clinics	9,2
7	Housing construction - poor	8,5

MEN - (26 - 44 years)

1	Police station	10
2	Clinic	9.8
3	Public phones	9.3
4	Indoor Sports building	9,1
	Streets	9,1
5	Toilets	9,0
6	Dustbins	8,9
7	College	8,5
8	Open veld	8,0
9	Electricity	7,6
10	Soccer stadium	6,1
11	Tar roads	5,0

MEN - (45 + older)

1	Police station	10
	Dumping site	10
	Electricity	10
2	Hospital/clinic	9,8
	No jobs	9,8
3	Fire brigade	9,7
	Traffic signs + speed bumps	9,7
4	Sanitation	9,5
	Pension	9,5
	Small business - loans	9,5
5	Small houses	9,4
6	Social services	9,2
7	Securing of stadium	8,2
8	Schools and creches	8,1

WOMEN - (14 - 25 years)

1	Job creation	10
2	Shelter for street children	8,9
3	Services charges	8,7
4	Primary school	8,5
5	Childcare	8,3
6	Tar roads	7,5
7	Soccer stadium	5,5
8	Toilets/sanitation	4,9
9	Storm-water drainage	4,8

WOMEN - (26-44 years)

1	Job creation	9,6
2	Refuge dumps removed	9,5
3	Rubbish bins	9,4
4	Tar roads	8,5
	Pre-schools	8,5
5	Training centre	8,4
6	Clinic	8,2
7	Draining system	6,1
8	Toilets	3,1

WOMEN - (45 years + older)

1	School	10
2	Workshops	9,0
	Soup kitchen	9,0
3	Clinic	8,7
	Transport	8,7
4	Creche	8,1
5	Drainage	7,5
6	Employment	7,0
7	Waste removal	1,0

**P-INDEX of the GENDER and AGE GROUPS of
AIRFIELD -ZWELIHLE**

PRIORITY NEEDS and their REASONS

{All measurements according to the Schutte scale –scores (1-11)}

MEN –(14 – 25 years) - (8 RESPONDENTS)

- 1 Better roads (10)**
After rain we can't walk in the streets
 - It is too slippery and wet

 - 2 Poor refuse removal (10)**
Rubbish bins are not enough – rubbish blocking drains – our children get sick
 - Rubbish blocking drains
 - Our children get sick

 - 3 Adult education (10)**
To complete schooling
 - A lot of us did not get a chance to complete school

 - 4 Training centre – skills (9,7)**
The adults need skills to earn money for a living
 - There is no job opportunities here or nearby

 - Playgrounds – parks (9,7)**
There is no swings nor slides for our children to play
 - Our children have no place to play

 - 5 Clinics (9,2)**
We need more clinic facilities
 - Too many sick people – standing in long queues

 - 6 Housing construction (8,5)**
Our houses are unsafe
 - Houses are in poor condition
-

MEN – (26 – 44 years) - (8 respondents)

1 Police station (10)

We don't have police services

- We are afraid and feel unsafe

2 Clinic (9.8)

We want a clinic to stay open at night

- Nurses are unsympathetic
- Many people get injuries at night

3 Public phones (9.3)

We need these facilities

- We want to report accidents

4 Indoor Sports building (9,1)

We have only one sport to play - soccer

- We like to learn other sports

Streets (9,1)

We want more streets

Our streets must be tarred

- There is little spaces between our houses
- When it is raining the streets overflow into the houses

5 Toilets (9,0)

People living in squatter houses - have no toilets

- We have to use the bush

6 Dustbins (8,9)

No dustbins

- We don't want the rubbish to be thrown near our houses

7 College (8,5)

No tertiary education

- To expensive for our children to go so far

8 Open veld (8,0)

Government must build houses there

- It is a vlei and dangerous for our health

9 Electricity (7,6)

Houses are dark

- We don't like to stay in dark places

10 Soccer stadium (6,1)

We want a second stadium

- We all have to share one stadium
- They can build a second one on the dumping site

11 Tar roads (5,0)

We are struggling when it is raining

- Roads overflows
- Our roads must have stop signs - it is dangerous

MEN - (45 + older) - (7 respondents)

1 Police station (10)

We need a police station for safety

- We are afraid crime is escalating in Air Field - rape; robbery; car hijacking

Dumping site (10)

Too close to our houses

- The dump is very smelly
- Dangerous for our children health - they play there

Electricity (10)

Electricity is needed in certain areas

- Where we have lights, it is very weak - it does not work in certain places.
- When the wind blow the lights go off.

2 Hospital/clinic (9,8)

We want 24 hour medical services

- We cant not get medical attention during weekends
- We don't get proper attention when you get to the hospital, because you don't come the same area
- So we need our own day hospital

Jobs (9,8)

We don't have jobs

Here is no opportunities

- The Government must assist us with loans to start our own small business

3 Fire brigade (9,7)

This service is very poor and we have a lot of houses burning down

- People were trained to be fire brigades but the trucks are not here in the community

Traffic signs + speed bumps (9,7)

These signs and bumps must be put up in our residential area

- It will protect our children
- Taxi drivers drives is reckless

4 Sanitation (9,5)

The standard of the service is poor

- It smells

Pension (9,5)

Most of our people is unemployed - no income

- The municipality does not grant pension to the elderly
- The youth are unemployed
- The Municipality employs people only from one area and it is not working effectively. (Nepotism)

Small business - loans (9,5)

We want the Government to assist us with small business loans

- We have no income

5 Houses (9,4)

Our houses is too small

- We are not allowed to extent onto these RDP houses
- They say the houses burn all the time

6 Social services (9,2)

This service is poor

- Officials from home affairs do not come regularly to us to render services like, marriage and birth certificate; ID's etc.

7 Soccer stadium (8,2)

The stadium needs to be secured with fencing

- One soccer stadium for our community is inadequate
- We need a new stadium in our new area

8 Schools and creches (8,1)

There is a need for schools and creches in the new area

- It is too far for our children to walk to school

WOMEN - (14 - 25 years) - (8 respondents)

1 Job creation (10)

No job opportunities here

- Very little income
- For a better living

2 Street children (8,9)

We have a lot of street children who needs care.

- There is no shelter, food and love for these kids

3 Services charges (8,7)

We cannot afford municipal service charges

- It is too expensive
- We have little income

4 Primary school (8,5)

We need a school closer to our home

- The existing one is too far for our children

5 Childcare (8,3)

We don't have these facilities

- Our children is unsafe to leave them at home when we look for a job
- They must also be taught skills when we work

6 Tar roads (7,5)

For the protection of our children

- These roads are slippery when it rains
- Cars cannot drive in these conditions - it is dangerous for our children
- Tar roads will determine were cars can drive and our children can play - that will be much safer.

7 Soccer stadium (5,5)

We need a soccer stadium/field for the youth to entertain the community

8 Toilets/sanitation (4,9)

We need toilets for it is more hygienic

- We have to use the bush
- It is unsafe for our children and women

9 Storm-water drainage (4,8)

We need this service desperately

- Our kids play in the dirty rain water in the streets and get sick
- The rain water floods into our houses

WOMEN - (26-44 years) - (8 respondents)

1 Job creation (9,6)

The Government must create jobs

- We have little and no income

2 Refuge dumps (9,5)

These dumps must be removed

- Our children play there and get sick

3 Rubbish bins (9,4)

We want rubbish bins at our houses

- People throw rubbish in streets
- Rubbish causes diseases to our children - they play there

4 Tar roads (8,5)

We need tar roads

- A lot of potholes - catches up the rainwater
- Water dirty and unhealthy for our children

Pre-schools (8,5)

Our small babies need care when we are working

5 Training centre (8,4)

We want to learn skills to earn money

6 Clinic (8,2)

We want our own clinic

- Now we must walk too far
- The clinic must be open 24 hours a day
- We need attention at night

7 Draining system (6,1)

The streets are wet when it rains

- We cannot walk in the streets when it is raining

- 8 Toilets (3,1)**
Inadequate toilets facilities for our visitors from rural areas
-

WOMEN - (45 years + older) - (8 respondents)

- 1 School (10)**
We want our own schools to educate our children
- No education, no jobs, no future
 - We had no schooling, no jobs, no future
 - Schools to expensive, we cannot afford it
 - Crime rate will reduce - because schools will keep our children busy
- 2 Workshops (9,0)**
We need a training centre to teach us skills for us to earn money
- Soup kitchen (9,0)**
To feed our hungry children who are eating dumped food
- 3 Clinic (8,7)**
Bad management
Clinic must be open 24 hours a day
Clinic is open only for 3 and half days per week - Fridays are closed
- The staff don't care or respect us - they ill treat us
 - No medication at times
 - Some patients need a ambulance to take them to clinic/hospital
 - Too many patients - too little nurses
 - Our pregnant mothers; sick children; and other assaults need medical attention after hours and at night.
 - The overflow of patients are sent to another clinic, but they cannot always help us.
- Transport (8,7)**
Inadequate service
- No transport is available when released from hospital
 - When working far we must travel
 - No transport for long distances
 - We cannot hick - too dangerous - criminals kill you
 - The available transport times are fixed - very difficult
 - Women in labour have a big problem
- 4 Creche (8,1)**
We needs creches for our children

- A place of safety for our children when mothers work- child must be cared for

5 Drainage (7,5)

Poor drainage system

- Houses are damp -causes diseases and cold feet
- Have to go to bed early because of cold and dampness

6 Employment (7,0)

We have no jobs

I have lot of children to feed

I am a widow with 4 children with no income

I have 5 children and my husband has no job

Single mother has given children away - no income to support them

7 Waste removal (1,0)

We need a good w.r. system

- The rubbish stinks and we cannot open our windows and doors
- Mosquitoes and flies breed on the rubbish dumps
- Our children play in the dirty water and on rubbish heaps - they get skin and other deceases.
- Our animals eat the rubbish and get sick

BONDING

- 1 This COMMUNITY to be your HOME
- 2 How CLOSE are you to your FRIENDS
- 3 The COMMUNITY SUPPORTING you

(The average of the 3 abovementioned questions determined the score for each group)

MEN (14 -25)	(2,1)	WOMEN (14-25)	(10,3)
MEN (26-44)	(9,3)	WOMEN (26-44)	(8,0)
MEN (45 +older)	(6,0)	WOMEN (45 +older)	(11,0)
<u>Average</u> - [5,8]		<u>Average</u> - [9,7].....	<u>(7,7)</u>

	Q1	Q2	Q3
MEN (14 - 25)	3	1,2	2,3
MEN(26 - 44)	7,2	11	9,8
MEN(45 older)	2,1	9,8	6,1
Average per question	4,1	7,3	6

	Q1	Q2	Q3
WOMEN (14 - 25)	9,3	10,8	10,8
WOMEN(26 - 44)	11,0	6,6	6,6
WOMEN(45 older)	11,0	11,0	11,0
Average per question	10,4	9,4	9,4

Reasons given for the 3 different questions measuring the community bonding:

Question 1:

- Some people feel home others not
- They use to live on farms and were happy
- Had nice yards now they are in shacks
- Due to the lack of jobs - this is not our home
- Feel like home especially if it could be secured
- We love this place
- Apartheid still exists, there is no services available when you need to go to hospital

Question 2:

- There is a lot of new people and we don't know one another
- We are happy in our community as one
- We have goods friends whom help each other
- We help one another with the washing
- Give each other food supply
- Share everything
- We have many friends
- No friends to support them to share problems

Question 3:

- A lot of new people
- People are there for each other
- When our children are naughty we assist one another to solve the problems
- We have the support of the community
- No structure like street committees
- We don't have a formal structure

THE NEIGHBOURHOOD OF 460-SITE:

PRIORITY NEEDS	P	1+2+3+4+5+6 +7 +8 +9 +10 +11
1 Sewerage dam	10,0	=====
2 Jobs	10,0	=====
3 Ambulance	10,0	=====
4 Fire brigade	10,0	=====
5 Toilets for squatters	10,0	=====
6 Roads	10,0	=====
7 Electricity	10,0	=====
8 Speed bumps in roads	10,0	=====
9 Waste removal	10,0	=====
10 Hospice/Day hospital	10,0	=====
11 Police station	9,8	=====
12 Clinic	9,8	=====
13 Transport – long distance	9,7	=====
14 Tertiary education	9,5	=====
15 Houses	9,5	=====
16 Shopping Centre	9,4	=====
17 Creche	9,4	=====
18 Playground/Park	9,1	=====
19 Schools	9,0	=====

P-INDEX for the NEIGHBOURHOOD of 460-SITE

1 Sewerage dam (10,0)

We want the dam to be removed
It is smelly and causes diseases

2 Jobs (10,0)

The Government must create jobs
We have no income and future

3 Ambulance (10,0)

We have no ambulance service and we need it desperately
We must pay a lot of money to go to hospital
There is no transport available for the sick

4 Fire brigade (10,0)

Our houses burn down and there is no help and fire brigade services

5 Toilets for Squatters (10,0)

The squatters don't have any toilets
They have to use the bush
We have to pay a lot of money for the Municipality to come out and fix our toilets

6 The Roads (10,0)

The roads are wet and muddy after rains
We need tar roads with robots for the cars to drive slowly
Our roads are dirty and need cleaning

7 Electricity (10,0)

We are very often without electricity
Extensions causes a shut down
Although prepayments - electricity get cut off
We need street lights -it is too dark and dangerous

8 Speed bumps in the road (10,0)

It will slow the cars down
Our children like to play in the street and on the pavement

9 Waste removal (10,0)

The system is not effective
The Municipality does not collect the waste properly
Bins are old and damaged

Waste is all over the place

We need plastic bags

10 Hospice/Day hospital (10,0)

There is no place for our people who are ill to be taken care of

11 Police station (9,8)

We have no police station and are afraid

There is a high crime rate in our area

The police can stop the crime

The existing station is too far from our area

It takes the policemen too long to assist us in times of need

We are afraid and want protection

Some policemen are good friends with robbers

Some policemen also drink on duty

We do not know why the previous station was closed down

12 Clinic (9,8)

This clinic is too small and not good

The clinic is not open at all times

It must be open 24 hours a day

When visiting the clinic, they say to you it is now closed and send you to hospital in

Hermanus

The nurses let us sit and wait for very long - they forget we must go to work

The staff has long tea times then we leave and when we come back the clinic is closed

The nurses send you to hospital without examining you

While waiting we have to wash the toilets

They treat you with disrespect

Clinic hours must be prolonged

There is also a shortage of doctors

The clinic is too small for all the patients

The medicine is inadequate

13 Transport - long distances (9,7)

We need busses or trains to travel to Transkei and other far places

We are far from town with no proper transport

Taxis are too expensive and reckless drivers

14 Tertiary education (9,5)

We don't have these facilities

It is too far to travel to the closest facility

15 Houses (9,5)

We need bigger houses - we are too many people in a house - overcrowded

We pay too high rent for a sink and cement house

Replace the squatter houses with brick

We have no privacy

There is a shortage of houses

The windows and doors are of poor quality and break apart

16 Shopping Centre (9,4)

We need a big centre in our area

The existing one is too far

We have to go to town

Our shops are very expensive

Big shops can sponsor our local sport

17 Creche (9,4)

We need creches for our children

They need day care when the mothers are at work

Creches are too expensive - government must provide it for free

18 Sports field (9,1)

We don't have any other sport facilities

We also want to play other sports like rugby, tennis and cricket

Our children don't even have any sport facilities - not even soccer

19 Playground/Park (9,1)

Our children don't have a place to play - they need swings

After school and during holidays our children go to the taverns - there is nothing else for them to do or play

20 Schools (9,0)

Schools are too far from our area

We want schools in our area

Our school is also too small and overcrowded, we have to go to coloured schools

**460 SITE - ZWELIHLE
P-INDEX**

MEN - (14 - 25 years)

1	Sewerage dam - smelly	10,0
	Police station	10,0
2	Shopping centre	8,4
	Houses too small	8,4
3	Sports field	7,4
4	School too small - overcrowded	7,2

MEN - (26-44 years)

1	Job creation	10,0
	Police station	10,0
	Ambulance	10,0
	Fire brigade	10,0
	Toilets for squatters	10,0
	Sports facilities for children	10,0
	House rent too high	10,0
	Transport	10,0
	Tar roads	10,0
	Shopping centre	10,0
	Electricity	10,0
	Clinic	10,0
2	Schools too far from 460 Site	9,8
3	Houses too small	9,3

MEN - (45 years + older)

1	Job creation	10,0
	Police station	10,0
	Ambulance	10,0
	Fire brigade	10,0
	Toilets for squatters	10,0
	Sports facilities for children	10,0
	House rent too high	10,0
	Transport	10,0
	Tar roads	10,0
	Shopping centre	10,0
	Electricity	10,0
	Clinic	10,0
2	Schools too far from 460 Site	9,8
3	Houses too small	9,3

WOMEN - (14 - 25 years)

1	Tertiary education facilities	9,5
2	Creche	9,4
3	Schools (far from 460 Site)	9,3
4	Safety - high crime	9,2
	Housing	9,2
5	Clinic	9,1
	Transport	9,1
6	Playground/park	8,1

WOMEN - (26 - 44 years)

1	Clinic	10,0
	Ambulance	10,0
	Fire brigade	10,0
	Police station	10,0
	Houses	10,0
	Electricity	10,0
	Speed bumps - roads	10,0
	Roads - dirty	10,0
	Waste removal	10,0
	Hospice/Day hospital	10,0
2	Play ground/park	9,6

WOMEN - (45 years + older)

1	Clinic	10,0
	Ambulance	10,0
	Fire brigade	10,0
	Police station	10,0
	Houses	10,0
	Electricity	10,0
	Speed bumps - roads	10,0
	Roads - dirty	10,0
	Waste removal	10,0
	Hospice/Day hospital	10,0
2	Play ground/park	9,6

**P-INDEX of the GENDER and AGE GROUPS of
460 SITE – ZWELIHLE**

PRIORITY NEEDS and their REASONS

{All measurements – according to the Schutte scale – scores (1-11)}

MEN – (14 – 25 years) - (9 respondents)

1 Sewerage dam (10,0)

We want the dam to be removed

- It is smelly
- It causes deceases

Police station (10,0)

We have no police station and is afraid

- There is a high crime
- Police can stop the crime

2 Shopping centre (8,4)

We need big shops in our area

- We have to go to town
- These shops are very expensive
- The big shops can sponsor our sport

Houses to small (8,4)

We need bigger houses – we are too many people in the house

3 Sports field (7,4)

We don't have any other sports facilities

We also want to play other sports like rugby, tennis, cricket

4 School (7,2)

Our schools are too small

- Schools are overcrowded
 - We have to go to the coloured schools
-

MEN - (26-44 years) (11 Respondents - combined group with older men)

1 Job (10,0)

Government must create jobs
We have no income and future

Police station (10,0)

We need a police station in our community

- Police station is too far
- It takes them too long to come to us
- We are afraid and want protection

Ambulance (10,0)

We have no service
We must pay a lot of money to go to hospital

Fire brigade (10,0)

Our houses often burn down and there is no help

Toilets for squatters (10,0)

The squatters do not have any toilets

- They have to use the bush
- We have to pay a lot of money when the LA come out to fix our toilets

Sports facilities for children (10,0)

Our children don't have any sports facilities - not even soccer

House rent (10,0)

We pay too much money for a brick and cement house

Transport (10,0)

We need buses or trains to travel to Transkei and other far places

Roads (10,0)

Roads are wet after rains
We need tar roads with potholes

Shopping centre (10,0)

We want our own shopping centre

- The existing one is too far

Electricity (10,0)

We need street lights

- It is too dark

Clinic (10,0)

Must be open after hours

The clinic is too small

The medicine is inadequate

2 Schools (9,8)

Primary and secondary schools too far for our children

We want schools in our own area

3 Houses (9,3)

Our houses are too small

Replace the squatter houses with brick

- We have no privacy

MEN - (45 years and older) (11 Respondents - combined group with middle age men)

1 Job (10,0)

Government must create jobs

We have no income and future

Police station (10,0)

We need a police station in our community

- Police station is too far
- It takes them too long to come to us
- We are afraid and want protection

Ambulance (10,0)

We have no service

We must pay a lot of money to go to hospital

Fire brigade (10,0)

Our houses often burn down and there is no help

Toilets for squatters (10,0)

The squatters do not have any toilets

- They have to use the bush
- We have to pay a lot of money when the LA come out to fix our

toilets

Sports facilities for children (10,0)

Our children don't have any sports facilities – not even soccer

House rent (10,0)

We pay too much money for a brick and cement house

Transport (10,0)

We need busses or trains to travel to Transkei and other far places

Roads (10,0)

Roads are wet after rains

We need tar roads with potholes

Shopping centre (10,0)

We want our own shopping centre

- The existing one is too far

Electricity (10,0)

We need street lights

- It is too dark

Clinic (10,0)

Must be open after hours

The clinic is too small

The medicine is inadequate

2 Schools (9,8)

Primary and secondary schools too far for our children

We want schools in our own area

3 Houses (9,3)

Our houses are too small

Replace the squatter houses with brick

- We have no privacy

WOMEN – (14 – 25 years) - (7 RESPONDENTS)
(A COMBINED GROUP OF WOMEN
OF THE SAME AGE FROM BEACH
HOUSES)

1 Tertiary education facilities (9,5)

No available facilities
To far to travel to other places

2 Creche (9,4)

We needs creches for our children

- They need day care when the mothers are at work
- Creches are too expensive - government must give it for free

3 Schools (9,3)

Schools are too far from our area

4 Safety (9,2)

There is no police station
The police have good bonding with robberies
Police also drink

Housing (9,2)

Our houses are too small

- The rent of R200 is too high
- The houses are overcrowded
- Squatter houses must be moved to make place for new brick houses

5 Clinic (9,1)

Clinic hours must be prolonged
Contraception after hours
There is a shortage of doctors

Transport (9,1)

We are far from town with no proper transport

- Taxis too expensive and reckless
- Wee need busses and trains

6 Playground/park (8,1)

We have no place for children to play

- After school and during holidays our children go to the taverns - no other place to play

WOMEN - (26 - 44 years) (11 RESPONDENTS) (Combined group with older women)

1 Clinic (10,0)

This clinic is too small and not good

- Clinic is not open all the time
- Must be open 24 hours
- You go to the clinic, they say it is closed and sent you to hospital in town
- There is no ambulance or transport to take you there
- Nurses let us sit and wait for very long - they forget we must go to work
- They have long teatimes when we come back they have closed
- They send you to hospital without examining you
- While waiting we have to wash the toilets
- They treat you with disrespect

Ambulance (10,0)

No transport available for the sick

Fire brigade (10,0)

Our houses often burn down and there is no fire brigade

Police station (10,0)

We feel unsafe without a police station - we don't know why the precious own was closed down

Houses (10,0)

Shortage of houses and are very small

Dissatisfaction

- The windows and doors are of poor standard, just break apart

Electricity (10,0)

We are very often without electricity

- Extensions causes a shut down
- Although prepayment electricity get blocked off

Speed bumps - roads (10,0)

It will slow the cars down

Our children like playing in the street and pavement

Roads (10,0)

Our roads are dirty and needs cleaning

Waste removal (10,0)

The system is not effective

- Municipality do not collect waste properly

- Bins are old and damaged
- Waste is all over the place
- We need plastic bags

Hospice/Day hospital (10,0)

There is no place for our old people who are sick to be taken care of

2 Play ground/park (9,6)

Our children don't have a place to play - they need swings

WOMEN - (45 years and older) (11 RESPONDENTS) (Combined group with middle age women group)

1 Clinic (10,0)

This clinic is too small and not good

- Clinic is not open all the time
 - Must be open 24 hours
 - You go to the clinic, they say it is closed and sent you to hospital in town
 - There is no ambulance or transport to take you there
 - Nurses let us sit and wait for very long - they forget we must go to work
 - They have long teatimes when we come back they have closed
 - They send you to hospital without examining you
 - While waiting we have to wash the toilets
- They treat you with disrespect

Ambulance (10,0)

No transport available for the sick

Fire brigade (10,0)

Our houses often burn down and there is no fire brigade

Police station (10,0)

We feel unsafe without a police station - we don't know why the precious own was closed down

Houses (10,0)

Shortage of houses and are very small

- The windows and doors are of poor standard, just break apart

Electricity (10,0)

We are very often without electricity

- Extensions causes a shut down
- Although prepayment electricity get blocked off

Speed bumps - roads (10,0)

It will slow the cars down

Our children like playing in the street and pavement

Roads (10,0)

Our roads are dirty and needs cleaning

Waste removal (10,0)

The system is not effective

- Municipality do not collect waste properly
- Bins are old and damaged
- Waste is all over the place
- We need plastic bags

Hospice/Day hospital (10,0)

There is no place for our old people who are sick to be taken care of

2 Play ground/park (9,6)

Our children don't have a place to play - they need swings

BONDING

- 1 **This COMMUNITY to be your HOME**
- 2 **How CLOSE are you to your FRIENDS**
- 3 **The COMMUNITY SUPPORTING you**

(The average of the 3 abovementioned questions determined the score for each group)

MEN (14 -25)	(4,6)	WOMEN (14-25)	(8,3)
MEN (26-44)	(11,0)	WOMEN (26-44)	(4,6)
MEN (45 +older)	(11,0)	WOMEN (45 +older)	(4,6)
<u>Average</u> - [8,8]		<u>Average</u> - [5,8].....	(7,3)

	Q1	Q2	Q3
MEN (14 - 25)	4,3	8,7	1,0
MEN(26 - 44)	11,0	11,0	11,0
MEN(45 older)	11,0	11,0	11,0
Average per question	8,7	10,2	7,6

	Q1	Q2	Q3
WOMEN (14 - 25)	9,4	9,0	6,7
WOMEN(26 - 44)	2,0	9,0	3,0
WOMEN(45 older)	2,0	9,0	3,0
Average per question	4,4	9,0	4,2

Reasons given for the 3 different questions measuring the community bonding:

Question 1:

- We like the area but not the house
- People get killed, robbed and hijacked
- There is no justice here
- We have many robberies
- We are far from the big Soccer teams - we have dreams of playing them

Question 2:

- We feel close to our friends and help each other in times of need
- Some friends are bad influence

Question 3:

- No we don't get any support from one another
- The only support we get is from your next door neighbour
- People living in brick homes do not like the squatters - they regard them all as robbers

THE NEIGHBOURHOOD OF BEACH HOUSE:

PRIORITY NEEDS	P	1+2+3+4 +5 +6 +7 +8 +9 +10 +11
1 Jobs	10,0	██
2 Waste removal	10,0	██
3 Houses	9,6	████████████████████████████████████
4 Tertiary education	9,5	████████████████████████████████████
5 Creche	9,4	████████████████████████████████████
6 Schools	9,3	████████████████████████████████████
7 Safety	9,2	████████████████████████████████████
8 Transport	9,1	████████████████████████████████████
9 Drainage/Roads	9,0	████████████████████████████████████
10 Clinic	8,5	████████████████████████████████████
11 Playgrounds/Park	8,1	████████████████████████████████████
12 Recreation facilities	4,8	████████████

P-INDEX for the NEIGHBOURHOOD of BEACH HOUSE

1 Jobs (10,0)

There is no creation of jobs - few factories and far from home

- No and poor industrial growth

2 Waste removal (10,0)

We have no proper removal system - rubbish is thrown all over the place

- Waste should be taken to a too close rubbish dump
- It causes illness

3 Houses (9,6)

Our houses are too small

- The rent of R200 per month is too high - we cannot afford it
- Our houses are overcrowded
- Squatter houses should be moved to make place for new brick houses
- Our houses do not have ceilings
- We did everything ourselves
- The Municipality refuses that we extend our houses
- The houses is not built according to building standards
- The roofs are leaking
- The houses are falling apart because of cheap materials

4 Tertiary education (9,5)

We don't have these facilities and need it

- Too far to travel to other places

5 Creche (9,4)

We need creches for our children

- they need day care while the mothers are working
- Creches are too expensive - Government must provide it for free

6 Schools (9,3)

The schools are too far from our area

7 Safety (9,2)

There is no police station

- The police drink on duty and are friends with the robbers
- The streets are dark - although there are some street poles
- It is dark at night - you cannot see who robs you
- Other areas have street lights

8 Transport (9,1)

We are far from town with no proper transport

- Taxis are too expensive and drives recklessly
- We need busses and trains

9 Drainage/Roads (9,0)

There is proper drainage of rainwater

- We need solid roads - tar
- The roads are muddy after rains
- Roads are in a bad condition
- The drains in our houses are not working properly
- Pipes outside although covered are easily damaged
- We have to repair it ourselves
- Sinks are made of plastic - are not strong
- Water overflows and make the kitchen dirty and wet

10 Clinic (8,5)

Not working properly

- The clinic is overcrowded
- Understaffed
- People are not attended to and are sent home
- Clinic hours must be prolonged
- We cannot find contraceptives after hours - clinic is closed

11 Playgrounds/Park (8,1)

We have no place for our children to play

- After school and during holidays our children go to the taverns - they have no other place to play

12 Recreation facilities (4,8)

The existing facilities are in a bad condition

- We need a new playground

**BEACH HOUSE – ZWILIHLE
P-INDEX**

MEN – (14 – 25 years)

MEN – (26 – 44 years)

1	Job creation	10,0
	Waste removal	10,0
	Sanitation	10,0
2	Clinic	8,0
3	Tar roads	7,0
4	Recreation facilities upgraded	4,8

MEN – (44 years + older)

WOMAN – (14 – 25 years)

1	Tertiary education facilities	9,5
2	Creche	9,4
3	Schools (far from 460 Site)	9,3
4	Safety – high crime	9,2
	Housing	9,2
5	Clinic	9,1
	Transport	9,1
6	Playground/park	8,1

WOMEN – (26 – 44 years)

1	House rent high	10
	House too small (no extend)	10
	Drainage problem	10
2	Houses poorly built	9,6
3	Unsafe – no street lights	9,3

WOMEN – (45 years + older)

**P-INDEX of the GENDER and AGE GROUPS of
BEACH HOUSE – ZWELIHLE**

PRIORITY NEEDS and their REASONS

{All measurements – according to the Schutte scale – scores (1-11)}

MEN – (14 – 25 years)
(Not available for interview)

MEN – (26 – 44 years) (6 RESPONDENTS)

1 Jobs (10,0)
There is no creation of jobs – few factories and far
No local industrial growth

Waste removal (10,0)
No proper removal system – rubbish thrown all over
Waste taken to close-by dump
Causing illness

Drainage (10,0)
No proper drainage of rainwater

2 Clinic (8,0)
Not working properly

- Overcrowded rooms
- Understaffed
- People are not help and sent home

3 Roads (7,0)
We need solid roads – tar
Roads are too muddy after rain
Roads are in a bad condition

4 Recreation facilities (4,8)
Existing facilities are in a bad condition
We need a new playground

MEN – (44 years + older)
(Not available for interview)

WOMEN - (14 - 25 years) - (7 RESPONDENTS)
(A COMBINED GROUP OF WOMEN OF THE SAME AGE FROM 460 SITE)

1 Tertiary education facilities (9,5)

No available facilities
Too far to travel to other places

2 Creche (9,4)

We need creches for our children

- They need day care when the mothers are at work
- Creches are too expensive - government must give it for free

3 Schools (9,3)

Schools are too far from our area

4 Safety (9,2)

There is no police station
The police have good bonding with robberies
Police also drink

Housing (9,2)

Our houses are too small

- The rent of R200 is too high
- The houses are overcrowded
- Squatter houses must be moved to make place for new brick houses

5 Clinic (9,1)

Clinic hours must be prolonged
Contraception after hours
There is a shortage of doctors

Transport (9,1)

We are far from town with no proper transport

- Taxis too expensive and reckless
- We need busses and trains

6 Playground/park (8,1)

We have no place for children to play

- After school and during holidays our children go to the taverns - no other place to play

WOMEN - (26 - 44 years) (6 RESPONDENTS)

1 Houses 10

We pay too much rent - we cannot handle it

- Houses do not have ceilings
- We did everything ourselves
- LA refuses us to extend our houses
- Houses are too small
- Houses not built according to standard
- The roofs are leaking
- Houses are falling apart because of inadequate materials

Drainage problem 10

The drainage in our homes are not working properly

- Pipes outside are covered - are easily damaged
- We have to repair it ourselves
- Sinks are made of plastic - are not strong
- Water overflows and make kitchen dirty and wet

2 Unsafe - no street lights 9,3

The streets are dark - although there are street poles

You cannot see who robs you!

Other areas do have lights

WOMEN - (45 years + older)

(Not available for interviews)

BONDING

- 1 This COMMUNITY to be your HOME
- 2 How CLOSE are you to your FRIENDS
- 3 The COMMUNITY SUPPORTING you

(The average of the 3 abovementioned questions determined the score for each group)

MEN (14 -25)	(N/A)	WOMEN (14-25)	(8,3)
MEN (26-44)	(6,7)	WOMEN (26-44)	(10,2)
MEN (45 +older)	(N/A)	WOMEN (45 +older)	(N/A)
<i>Average - [6,7]</i>		<i>Average - [9,2].....(7,9)</i>	

	Q1	Q2	Q3
MEN (14 - 25)	0	0	0
MEN(26 - 44)	4,7	8,5	7,0
MEN(45 older)	0	0	0
Average per question	4,7	8,5	7,0

	Q1	Q2	Q3
WOMEN (14 - 25)	9,4	9,0	6,7
WOMEN(26 - 44)	9,6	10,6	10,5
WOMEN(45 older)	0	0	0
Average per question	9,5	9,8	8,6

Reasons given for the 3 different questions measuring the community bonding:

Question 1:

- We would like to call this place our home - but there is many problems, many of our needs are not satisfied
- It has to be home because were else will we go
- Yes it is our home because it's quiet in Peach House and there is no shebeens
- To much crime feel very unsafe
- To much noise, we can't sleep

Question 2:

- We have friends here
- No problem get along very well
- When washing is on the line neighbours will take only their own washing - very honest
- We share everything in the community

Question3:

- Street committees exist but do not really work
- We have a lot of support - we stand together
- If someone dies the community will support
- The traditional ceremonies are not well supported by the community
- We have different cultures and traditions

THE NEIGHBOURHOOD OF WHITE CITY:

PRIORITY NEEDS	P	1+2+3+4+5+6+7 +8 +9 +10 +11
1 Refuge removal system	10,0	████████████████████
2 Indoor sport	10,0	████████████████████
3 Sewerage	10,0	████████████████████
4 Police station	10,0	████████████████████
5 Grocery service	10,0	████████████████████
6 Creche	10,0	████████████████████
7 Youth talent promotion	9,8	██████████████████
8 Sport field for high school	9,8	██████████████████
9 Houses	9,8	██████████████████
10 Food shops	9,8	██████████████████
11 Street lights	9,8	██████████████████
12 Job creation	9,5	██████████████████
13 Transport - train	9,5	██████████████████
14 Parks	9,3	██████████████████
15 Recreation/Training centre	9,1	██████████████████
16 Finishing school	8,7	██████████████████
17 Swimming pool	8,6	██████████████████
18 Bushes	8,6	██████████████████
19 House rent	8,5	██████████████████
20 Training centre	7,6	██████████████████
21 Clinic	7,4	██████████████████

P-INDEX for the NEIGHBOURHOOD of WHITE CITY

1 Refuge removal system (10,0)

We such a system our place is dirty

- We don't have a proper refuse removal system
- We don't have bins at our houses
- There is no rubbish collection - rubbish is thrown all over
- We have few bins - it is overflowing and very dirty
-

2 Indoor sport (10,0)

We need a hall to gym

- We want to play other sports like tennis
- We are bored and want to stay away from alcohol
- We need an athletic club
- We want to compete with other groups/teams

3 Sewerage (10,0)

This system is not good - it has a bad smell and is dangerous

- Toilets are always blocking - Municipality does not clean or open the drains

4 Police station (10,0)

The police station must come back to eradicate crime

- Our children are unsafe
- Child abuse and rape is too high
- We want our own police - the police in Hermanus are not concerned with our problems
- We feel unsafe - the police ensure safety
- We get stabbed in the dark and cannot see who did it'
- The bushes are too close to our houses - our children get raped

5 Grocery services (10,0)

Our old people cannot walk to the shops - it is too far

6 Creche (10,0)

It is far from our area

7 Youth talent promotion (9,8)

We have many talent

- We need someone to help us develop our talent
- We can sing, write, art painting, write poems

8 Sport field for our High School (9,8)

Our school must have their own soccer field

- We have to share the soccer club's field - it is very difficult
- To keep the children away from the taverns
- We want other sports than soccer

9 Houses (9,8)

We want bigger houses - they are too small

- We have no privacy
- The houses is badly built
- The roofs are leaking
- Are not built according the building regulations
- RDP promised to built 3 bedroom houses
- The houses are not built with bricks but with sink and cement
- The squatters need brick houses

10 Food shops (9,8)

Our food shops sell expired and expensive food

- The food and the shops are not clean

11 Street lights (9,8)

The lights which are here need to be upgraded and new ones installed

- We can have a better standard of living
- Some street lights are out - we feel unsafe
- We are stabbed and robbed in the dark and cannot see who did it
- The bushes close to our houses is dangerous - our children get raped there

12 Job creation (9,5)

The Municipality only have projects for the old ladies - we would also like to take part in projects (young men)

- We have a high unemployment rate
- Jobs must be created to ensure a better living
- It will eradicate crime and lead to prosperity
- Government must create jobs
- We don't get any allowances from the Government (old men)
- We are confused that there is no job creation (old men)
- We want to further our studies and have jobs to be independent (young women)

13 Transport - train (9,5)

We want a train station - taxis are to expensive

14 Parks (9,3)

There is no swings and slides for our children - they are bored (young men)

- We need parks for our children to play
- Our children visit the taverns to play the game machines and are badly influenced by the drunkards (young women)

15 Recreation /training centre (9,1)

We have no gathering place were meet our friends and play games

- We have no parks with swings either
- We are bored (young men)
- We want a place were we could be taught skills like sewing - to produce our own goods and earn money
- A place that keep our children busy

16 Finishing school (8,7)

The closest school is Cape Town (to repeat the subjects we failed in matric) - we cannot afford to go so far (young men)

17 Swimming pool (8,6)

We would like to take swimming as a sport - to compete with other clubs

- A place where the kids can enjoy themselves (young women)
- We need a place to swim

18 Bushes (8,6)

The bushes close to our houses must be removed - it is dangerous

19 House rent (8,5)

House rent is too high - it must be decreased

- Too many people don't have an income (middle age men)

20 Training centre (7,6)

We want to be trained to become fishermen - to make a living from the sea

- There is no one who can train us (young men)

21 Clinic (7,4)

The clinic must open after hours

- The clinic don't have an ambulance
- The staff do not render the service in the correct manner - they need better supervision and nurses treat you without respect
- They don't take good care of the patients - you have to leave without any attention
- The existing clinic is too small

**WHITE CITY - ZWELIHLE
P-INDEX**

MEN - (14 - 25 years)

1	Recreation (game) centre	10,2
2	Refuse removal	10,0
	Indoor sports	10,0
3	Youth talent promotion	9,8
4	Bigger houses	9,7
5	Transport -train	9,5
6	Soccer field for high school	9,4
7	Finishing school	8,7
8	Job creation	8,5
9	Parks	7,9
10	Training centre - fishermen	7,6
11	Swimming pool	7,2

MEN - (26 -44 years)

1	Houses	10,0
	Sewerage	10,0
	Police station	10,0
2	Street lights	9,6
3	Job creation	9,0
4	Bushes	8,6
5	House rent	8,5
6	Recreation centre	5,7

MEN - (45 years + older)

1	Job creation	10,0
	Police station	10,0
	Refuge removal	10,0
	Grocery service	10,0
	Clinic	10,0
	Park	10,0
	Cultural/Recreation hall	10,0
	Sports field	10,0
2	Food shops	9,8
3	Bigger houses	9,7

WOMEN - (14 - 25 years)

1	Houses construction	10,0
	Sanitation	10,0

	Job creation	10,0
	Swimming pool	10,0
	Sport facilities	10,0
2	Clinic	4,0

WOMEN - (26 - 44 years)

1	Creche	10,0
	Refuge removal	10,0
	Recreation centre	10,0
	Police station - safety	10,0
2	Clinic	5,6

WOMEN - (44 years + older)

1	Job creation	10,0
	Police station	10,0
	Refuge removal	10,0
	Grocery service	10,0
	Clinic	10,0
	Park	10,0
	Cultural/Recreation hall	10,0
	Sports field	10,0
2	Food shops	9,8
3	Bigger houses	9,7

**P-INDEX of the GENDER and AGE GROUPS of
WHITE CITY – ZWELIHLE**

PRIORITY NEEDS and their REASONS

{All measurements – according to the Schutte scale –scores (1-11)}

MEN – (14 – 25 years) (11 RESPONDENTS)

- 1 Recreation (game) centre (10,2)**
We have no gathering place where we meet our friends
 - We have no parks with swings, either
 - We are bored

- 2 Refuse removal (10,0)**
We need a refuse removal system – our place is dirty

- Indoor sports (10,0)**
We need a hall to gym
 - We want to play other sports, like tennis, athletics, pool table
 - We are bored and want to stay away from drink and dagga
 - We want athletic club
 - We would like to compete with other youth groups in sport

- 3 Youth talent promotion (9,8)**
We have a lot of talent
 - We need someone to help us develop these talents
 - We can sing, write, art-painting, write poems

- 4 Houses (9,7)**
Our houses is too small
 - We have no privacy
 - Houses build badly
 - The roofs are leaking

- 5 Transport –train (9,5)**
We want train station – taxis are to expensive

- 6 Soccer field for high school (9,4)**
Our school must have their own soccer field
We want to share the soccer club's field – very difficult

- 7 Finishing school (8,7)**
The closets school is Cape Town (To repeat the subjects failed in matric)
We cannot afford it
- 8 Job creation (8,5)**
The Municipality only have projects for the old ladies
They must also have projects fro us
- 9 Parks (7,9)**
There is no swings and slides for children
They are bored
- 10 Training centre - fishermen (7,6)**
We want to be trained to become fishermen - to make a living out of the sea
There is no one who can train us
- 11 Swimming pool (7,2)**
We would like to take swimming as a sport - and compete with other clubs

MEN - (26 -44 years) (10 RESPONDENTS)

- 1 Houses (10,0)**
Houses are not well built - they are not built according to the SABS regulations
* We want to see that the people of the RDP keep their promises and build us the 3 bedroom houses
- Sewerage System (10,0)**
This system is not good - it makes the bad smell and is dangerous for us
- Police station (10,0)**
To eradicate crime they must bring the police forum and station back
- Our children are unsafe
 - Child abuse and rape is too high
- 2 Street lights (9,6)**
The lights which are here need to be upgraded and new ones installed
We can have a better standard of living
- 3 Job creation (9,0)**
We have a high unemployment rate
- Jobs must be created to ensure a better living

- It will eradicate crime and lead to prosperity

4 Bushes (8,6)

The bushes close to our houses must be removed - it is too dangerous

5 House rent (8,5)

House rent is too high - it must be decreased - too many people don't have an income

6 Recreation centre (5,7)

A place where can learn skills like sewing - to produce goods and earn money

MEN - (45 years + older) (6 RESPONDENTS) (combined group of men and women of the same age)

1 Job creation (10,0)

Government must create jobs

- We don't get any allowance from Government
- We are confused that there is no jobs creation

Police station (10,0)

We want our own police station - police don't come for solving our problems

- We feel unsafe - police can bring safety

Refuge removal (10,0)

We don't have a proper refuse removal system

- We don't have rubbish bins at our houses
- There is waste collection - rubbish is thrown all over

Grocery service (10,0)

Our old people need a delivery service for our groceries

- We cannot walk so far

Clinic (10,0)

The clinic must open after hours

- The clinic don't have an ambulance

Park (10,0)

We need parks for our children to play

- Our children visit the taverns to play the game machines

Cultural/Recreation hall (10,0)
To keep our children busy

Sports field (10,0)
To keep our children away from the taverns

2 Food shops (9,8)
Our food shops sell expired and expensive food
Their food and the shops are not clean

3 Houses (9,7)
We need bigger houses

- Our houses are too small
- Our houses is not built with bricks, but sink and cement
- The houses is poorly built
- Those living in squatter camp need brick houses

WOMEN - (14 - 25 years) (6 RESPONDENTS)

1 Houses (10,0)
Houses are not in a good condition
House are not built well

Sanitation (10,0)
Toilets are always blocking and the Municipality does not care

Job creation (10,0)
We want jobs and be independent
We want to further our studies

Swimming pool (10,0)
A place where the kids can enjoy themselves
We need a place to swim

Sport facilities (10,0)
We want other sports, other than soccer
Youth to take up all sports and out of drugs

2 Clinic (4,0)
They do not render the service in the right manner - better supervision
They don't take care of the sick people

WOMEN - (26 - 44 years) (7 RESPONDENTS)

1 Creche (10,0)

Creche is far the neighbourhood

Refuge removal (10,0)

We need refuge bins at our houses

- The few bins overflow - area very dirty

Recreation centre (10,0)

Centre or yard where our children can come and play after school

Safety (10,0)

Some street lights are out - we feel unsafe

- We get stabbed and robbed and cannot see who did it
- The bushes close to our houses is dangerous - our children get raped

2 Clinic (5,6)

The existing clinic is too small

Nurses treat the patients with no respect

You leave the clinic sometimes without been helped

WOMEN - (44 years + older) (6 RESPONDENTS)

(combined group of men and women of the same age)

1 Job creation (10,0)

Government must create jobs

- We don't get any allowance from Government
- We are confused that there is no jobs creation

Police station (10,0)

We want our own police station - police don't come for solving our problems

- We feel unsafe - police can bring safety

Refuge removal (10,0)

We don't have a proper refuge removal system

- We don't have rubbish bins at our houses
- There is waste collection - rubbish is thrown all over

Grocery service (10,0)

Our old people need a delivery service for our groceries
We cannot walk so far

Clinic (10,0)

The clinic must open after hours

- The clinic don't have an ambulance

Park (10,0)

We need parks for our children to play

- Our children visit the taverns to play the game machines

Cultural/Recreation hall (10,0)

To keep our children busy

Sports field (10,0)

To keep our children away from the taverns

2 Food shops (9,8)

Our food shops sell expired and expensive food
Their food and the shops are not clean

3 Houses (9,7)

We need bigger houses

- Our houses are too small
 - Our houses is not built with bricks, but sink and cement
 - The houses is poorly built
 - Those living in squatter camp need brick houses
-

BONDING

- 1 This COMMUNITY to be your HOME**
- 2 How CLOSE are you to your FRIENDS**
- 3 The COMMUNITY SUPPORTING you**

(The average of the 3 abovementioned questions determined the score for each group)

MEN (14 -25)	(5,4)	WOMEN (14-25)	(2,7)
MEN (26-44)	(7,5)	WOMEN (26-44)	(6,4)
MEN (45 +older)	(9,7)	WOMEN (45 +older)	(9,6)

Average - [7,5]

Average - [6,2].....(6,8)

	Q1	Q2	Q3
MEN (14 - 25)	6,8	7,6	1,8
MEN(26 - 44)	6,5	9,8	6,4
MEN(45 older)	10,6	11,0	7,5
Average per question	7,9	9,4	5,2

	Q1	Q2	Q3
WOMEN (14 - 25)	1,0	1,0	6,3
WOMEN(26 - 44)	3,1	9,8	6,4
WOMEN(45 older)	10,6	11,0	7,3
Average per question	4,9	7,2	6,6

Reasons given for the 3 different questions measuring the community bonding:

Question 1:

- No because we don't know each other
- We can't rely on each other
- We feel uncomfortable and unsafe in the houses we live in
- We don't know each other
- We want our young men to be traditionally initiated but we have no facilities - it is not our home

Question 2:

- The high class undermine each other
- People are "classing" each other

Question 3:

- In our area we have not seen people helping each other
- There is a lack of jobs - so no one can help and support
- People don't support each other - they tell you they will help next time
- We feel afraid here

THE NEIGHBOURHOOD OF MANDELA PARK:

PRIORITY NEEDS	P	-2-1 0 +1+2+3+4 + 5 + 6 + 7 + 8 + 9 +10
1 Expensive food	10,0	
2 Welfare	10,0	
3 Income	10,0	
4 Ambulance	10,0	
5 Water	9,8	
6 Job creation	9,7	
7 Housing	9,6	
8 Sponsors	9,5	
9 Churches	9,1	
10 Clinic	9,0	
11 Refuge dump	9,0	
12 Mix with other youth groups	8,6	
13 Sport facilities (outdoor)	8,5	
14 Police station	8,1	
15 Community centre	8,0	
16 Flee market	7,8	
17 Street lights	7,5	
18 Waste removal	7,0	
19 Bushes	7,0	
20 Drainage	6,4	
21 Park	6,2	
22 Transport -train	6,1	
23 Streets	5,3	
24 Public telephones	1,7	
25 Electricity	-1,3	
26 Swimming pool	-1,8	

**P-INDEX for the NEIGHBOURHOOD of
MANDELA PARK**

1 Expensive food (10,0)

We want our own big shopping centre - the existing one is too far in town (old males)

- Our shops are very expensive

2 Welfare (10,0)

There is no available social worker to help us with a disabled child

3 Income (10,0)

Our income is too small - pension is R580 per month

4 Ambulance (10,0)

We have no ambulance or fire brigade

- In case of emergency we have to call Caledon ambulance
- It is too far our people cannot survive
- It is a struggle to get them to come to Zwelihle

5 Water (9,8)

Normally the water is alright but sometimes it is bad

- Municipality does not inform us
- When someone does not pay their water bill, both the water and the electricity are cut off

6 Job creation (9,7)

Jobs must be created for our people in Hermanus - many are unemployed

- There are no factories close to us - it is far away in Cape Town

7 Housing (9,6)

Many of the old houses are owned by the Municipality which we have to rent

- These houses are in a poor condition
- The Municipality does not feel responsible to repair them
- The roofs are leaking
- The toilets are old and broken
- The Municipality refuses to repair these items - we have to repair it ourselves - it is costly
- We need to evaluate the work of the Municipality because they do not do much for the people in the community

8 Sponsors (9,5)

Someone must support/develop us to promote our local talent (we are not referring to sport) (young men)

9 Churches (9,1)

We have churches, but have to travel to Caledon for a marriage certificate

- We need a better organisation

10 Clinic (9,0)

We need a clinic which can serve all of us

- Racism prevails
- The staff is reluctant to serve us
- Closing hours is too early
- There is a lack of qualified doctors/nurses
- Not very well organised

11 Refuge dump (9,0)

This dump must be removed - it is a health hazard

12 Mix with other youth groups (8,6)

We would like to share and learn the norms and value system from other youth groups (young men)

13 Sport facilities (outdoor) (8,5)

Outdoor facilities for all other sports - tennis, rugby, cricket

- The squatters that live on the school ground could rather be removed and the ground should be converted into sports field
- The existing sport stadium is not well organised
- The play grounds we have is not well equipped

Police stadium (8,1)

We want our own station - the existing one is too far and it is dangerous

- We feel unsafe
- We don't know why the previous police station closed down
- We cannot rely on the police of Hermanus to assist us during an emergency because they take their time and it is too far

15 Community centre (8,0)

We want a youth support system - we want to be trained to be part of outreach programmes/support system

- To assist youth having social problems and drug addicts
- We as high school children also want to have access to our community hall

- We would like a crisis centre where drug addicts, rape victims can be supported and rehabilitated
- A place where can be amused with all games and indoor sport
- A place where we could develop cultural activities like drama, music, debates with other schools and compete with them
- We want a finishing school where we can repeat the subjects we failed in matric
- We want a college to be trained - the existing one is too far (tertiary education)
- It is too expensive to send the children to Cape Town
- A place where we can be taught skills and play games
- Our community centre needs to be upgraded - we want to be proud of our town's facilities

16 Flee market (7,8)

A place where we can sell our products

17 Street lights (7,5)

We are afraid of the dark at night

Our women and children get raped

18 Waste removal (7,0)

Our area is dirty - we need a good removal system

- It must be kept clean for the sake of our health

19 Bushes (7,0)

The bushes must be removed - for the safety of our kids - there is many snakes in that bush

20 Drainage (6,4)

We need drains - our houses overflows during winter times

21 Park (6,2)

A place where the youth can gather and play - reform gangsterism

- Our children need a place to play - not in the roads
- For our teenagers to have fun

22 Transport - train (6,1)

A train which can take us to Cape Town - taxis is too expensive and the drivers are drunk

- We also need busses for travelling
- We feel unsafe - too high crime rate in taxis

23 Streets (5,3)

Our streets must be tarred - the car's wheels are damaged

- We are unable to walk in the street during the rain - too slippery
- Our streets are in a bad condition
- Our streets don't have names
- It is bad when one has to deliver parcels

24 Public telephones (1,7)

In times of emergency we need the relevant telephone numbers and telephones to call for help

25 Electricity (-1,3)

The power is too weak - it goes off consistently, particularly when it rains

- Electricity provision is still in process - should be in phase 3, but is still in phase 1
- Municipality takes time to repair and speed up the work
- When someone does not pay their water bills the Municipality would cut off both the water and electricity

26 Swimming pool (-1,8)

We want to have some place to swim during the summer months

**MANDELA PARK – ZWELHILE
P-INDEX**

MEN – (14 – 25 years)

1	Sponsors	9,5
2	Youth – support system	9,3
	Community centre	9,3
3	Dumping refuge	9,0
4	Mix with other youth groups	8,6
5	Crisis centre	8,5
6	Indoor facilities	8,4
7	Transport –train	8,3
8	Sport facilities	8,2
9	Flee market	7,8
10	Cultural activities	7,6
11	Park	7,5
12	Squatters on school	6,7
13	Finishing school	6,6
14	Streets	4,9
15	College	4,0
16	Police station	3,2
17	Swimming pool	-1,8

MEN – (26 – 44 years)

MEN – (44 years + older)

1	Expensive food	10
	Welfare	10
	Income	10
	Ambulance	10
2	Water	9,8
3	Job creation	9,7
4	Police – safety	9,6
	Housing	9,6
	Sports facilities	9,6
5	College	9,4
6	Churches	9,1
7	Clinic	9,0
8	Drainage	6,4
9	Tar roads	5,9
10	Transport	5,1
11	Electricity	-1,3

WOMEN – (14 – 25 years)

1	Police station-safety	10
2	Recreation centre	8,7
3	Street lights	7,5
4	Upgrading –community centre	6,5
5	Removal – waste + bushes	7,0
6	Parks – playground	5,0
7	Tar roads	4,5
8	Public telephones	1,7

WOMEN – (26 – 44 years)

WOMEN – (44 + older)

1	Expensive food	10
	Welfare	10
	Income	10
	Ambulance	10
2	Water	9,8
3	Job creation	9,7
4	Police – safety	9,6
	Housing	9,6
	Spots facilities	9,6
5	College	9,4
6	Churches	9,1
7	Clinic	9,0
8	Drainage	6,4
9	Tar roads	5,9
10	Transport	5,1
11	Electricity	-1,3

**P-INDEX of the GENDER and AGE GROUPS of
MANDELA PARK – ZWELIHLE**

PRIORITY NEEDS and their REASONS

{All measurements – according to the Schutte scale –scores (1-11)}

MEN – (14 – 25 years) (10 RESPONDENTS) (all pupils from the local High School)

- 1 Sponsors (9,5)**
Someone to support/develop us to promote our local talent (not referring to sport)
- 2 Youth – support system (9,3)**
We want to be trained to be part of outreach programmes/support system
To assist our youth having all sorts of social problems are drug addicts, etc.
- Community centre (9,3)**
We as high school children also want to have access to our community hall
- 3 Refuge dump (9,0)**
This dump must be removed – it is a health hazard
- 4 Mix with other youth groups (8,6)**
We would like share and learn the norms and values from other youth Groups
- 5 Crisis centre (8,5)**
A place where drug addicts, rape victims can be supported and rehabilitated
- 6 Indoor facilities (8,4)**
Where we can be amused – all sport
- 7 Transport –train (8,3)**
A train which can take us to Cape Town – taxis is too expensive and drivers are drunk
- 8. Sport facilities (8,2)**
Outdoor facilities for all other sports, tennis, rugby, cricket

- 9 **Flee market** (7,8)
A place where we can sell our products
- 10 **Cultural activities** (7,6)
Drama, music, debate with other schools - to compete with them
- 11 **Park** (7,5)
A place where the youth can gather and play - reform gangsterism
- 12 **Squatters on school grounds** (6,7)
This area could rather be converted to our school's own sports field
- 13 **Finishing school** (6,6)
A facility / or Night school where we can repeat the subjects failed in matric
- 14 **Streets** (4,9)
Streets must be tarred - car's wheels are damaged
- 15 **College** (4,0)
The existing one is too far
- 16 **Police station** (3,2)
We want our own station - the existing one is too far and it is dangerous here - We feel unsafe. The police drink and drive
- 17 **Swimming pool** (-1,8)
We don't have a swimming place near by
-

MEN -(26 - 44 years)
(not available for interview)

MEN - (44 years + older) (6 RESPONDENTS) (Combined group with women of the same age)

- 1 **Expensive food** (10,0)
We want our own big shopping centre - it is too far to town
Our own shops are very expensive

Welfare (10,0)

There is no available social worker to help us with a disabled child

Income (10,0)

Is too small - pension is R580 per month

Ambulance (10,0)

We have no ambulance or fire brigade.

- In case of emergency we have to call Caledon
- It is too far - our people cannot survive
- It is a struggle to get them to come to Zwelihle

2 Water (9,8)

Normally water is alright but sometimes it is bad

- Municipality does not inform us
- When someone does not pay water, both the water and electricity are cut off

3 Job creation (9,7)

Jobs must be created for us in Hermanus- a lot of people unemployed

- There is no factories close to us - it is far away in Cape Town

4 Police station (9,6)

We don't have a police station

- We feel unsafe
- We do not know why the previous station closed down

Housing (9,6)

Many of the old house is owned by the Municipality which we rent

- These houses are in a poor condition
- Municipality does not feel responsible to repair them
- The roof are leaking
- Toilets are old and broken
- Municipality refuses to repair these items - we have to repair it - it is costly
- We need to evaluate the work of the Municipality because they do not do much for the people in the community

Sports facilities (9,6)

The stadium is not well organised

- The playgrounds we have is not equipped

- 5 College (9,4)**
We only have a high school - we need a tertiary institution close by
It is too expensive to sent the children so far to Cape Town
- 6 Churches (9,1)**
We have churches, but have to travel to Caledon for a marriage certificate
We need better organisation
- 7 Clinic (9,0)**
We need a clinic which can serve all our people
- Racism prevails
 - The staff is reluctant to serve us
 - Closing hours is too early
 - There is a lack of qualified doctors
 - Not very well organised
- 8 Drainage (6,4)**
We need drains - our houses overflows during winter times
- 9 Tar roads (5,9)**
We need tar roads - We are unable to walk on them during the rain - slippery
- 10 Transport (5,1)**
We also need busses for travelling
- Taxis is too expensive
 - We feel unsafe - too much crime on taxis
- 11 Electricity (-1,3)**
The power is too weak - it goes off consistently, particularly when it rains
- Electricity provision still in process - should be in phase 3, but still in phase 1
 - Municipality takes time to repair it
 - When someone does not pay water, Municipality would cut off both water and electricity
-

WOMEN - (14 - 25 years) (4 RESPONDENTS)

- 1 Police station (10,0)**
We cannot rely on the police from Hermanus to assist us during an emergency because they take their time and it is to far

- 2 Recreation centre (8,7)**
A place where we can be taught skills and play sport
 - 3 Street lights (7,5)**
We are afraid of the dark at night and the rapist
 - 4 Community centre (6,5)**
This centre needs to be upgraded - we want to be proud of our town's facilities
 - 5 Waste removal + bushes (7,0)**
Our area is dirty
It must be kept clean for the sake of our health
The bushes must be removed - for the safety of our kids- not be bitten by snakes
 - 6 Parks/ playground (5,0)**
Our children need a place to play - not in the roads
For our teenagers to have fun
 - 7 Tar roads (4,5)**
Our roads are in a bad condition
 - Our streets don't have names
 - It is bad when one has to deliver something
 - 8 Public telephones (1,7)**
In times of emergency we need these relevant telephone numbers and telephones to call for help
-

WOMEN - (26 - 44 years)
(not available for interview)

WOMEN - (44 years + older) (6 RESPONDENTS) **(Combined group with men of the same age)**

- 1 Expensive food (10,0)**
We want our own big shopping centre - it is too far to town
Our own shops are very expensive

Welfare (10,0)

There is no available social worker to help us with a disabled child

Income (10,0)

Is too small - pension is R580 per month

Ambulance (10,0)

We have no ambulance or fire brigade.

- In case of emergency we have to call Caledon
- It is too far - our people cannot survive
- It is a struggle to get them to come to Zwelihle

2 Water (9,8)

Normally water is alright but sometimes it is bad

- Municipality does not inform us
- When someone does not pay water, both the water and electricity are cut off

3 Job creation (9,7)

Jobs must be created for us in Hermanus- a lot of people unemployed

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We don't have a police station

- We feel unsafe
- We do not know why the previous station closed down

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- We need to evaluate the work of the Municipality because they do not do much for the people in the community

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The stadium is not well organised

The playgrounds we have is not equipped

- 5 College (9,4)**
We only have a high school - we need a tertiary institution close by
It is too expensive to send the children so far to Cape Town
- 6 Churches (9,1)**
We have churches, but have to travel to Caledon for a marriage certificate
We need better organisation
- 7 Clinic (9,0)**
We need a clinic which can serve all of us
- Racism prevails
 - The staff is reluctant to serve us
 - Closing hours is too early
 - There is a lack of qualified doctors
 - Not very well organised
- 8 Drainage (6,4)**
We need drains - our houses overflow during winter times
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We need tar roads - We are unable to walk on them during the rain - slippery
- 10 Transport (5,1)**
We also need busses for travelling
- Taxis is too expensive
 - We feel unsafe - too much crime on taxis
- 11 Electricity (-1,3)**
The power is too weak - it goes off consistently, particularly when it rains
- Electricity provision still in process - should be in phase 3, but still in phase 1
 - Municipality takes time to repair it
 - When someone does not pay water, Municipality would cut off both water and electricity
-

BONDING

- 1 This COMMUNITY to be your HOME**
- 2 How CLOSE are you to your FRIENDS**
- 3 The COMMUNITY SUPPORTING you**

(The average of the 3 abovementioned questions determined the score for each group)

MEN (14 -25)	(4,7)	WOMEN (14-25)	(9,2)
MEN (26-44)	(NA)	WOMEN (26-44)	(NA)
MEN (45 +older)	(8,4)	WOMEN (45 +older)	(8,4)
<i>Average - [6,5]</i>		<i>Average - [8,8].....(7,6)</i>	

	Q1	Q2	Q3
MEN (14 - 25)	4,0	6,0	4,3
MEN(26 - 44)	0	0	0
MEN(45 older)	3,4	11,0	10,7
Average per question	3,7	8,5	7,5

	Q1	Q2	Q3
WOMEN (14 - 25)	10,2	11,0	6,5
WOMEN(26 - 44)	1,7	10,7	7,2
WOMEN(45 older)	3,4	11,0	10,7
Average per question	5,1	10,9	8,1

Reasons given for the 3 different questions measuring the community bonding:

Question 1:

- No it is not our home - there is a lot of discrimination
- We have a lot of fear
- It is not enjoyable to live here
- Only those who were born here feel at home and there parents can do things for them
- It is these people who are involved in every project
- This is a personal matter
- We want to live in a suburb where we will feel safe

Question 2:

- We are all close like brothers and sisters
- We are here for each other - to support each other
- People do not share there feelings

Question 3:

- We are not all as close to each other as neighbours should be
- The community is not helpful
- Many people do not want to become involved in projects
- We are afraid of robberies and intimidation

C-INDEX

FOR THE

ZWELIHLE COMMUNITY

Introduction

In terms of the basic elements of community life I quote Dr de Wet Schutte; “The potential for community development depends on two basic issues. Firstly, the extent of **bonding** in the community. Bonding increases involvement of the community in shaping their environment. Secondly, the extent to which the individual’s **basic needs** are **satisfied**.”

According to Maslow, every individual has basic needs, which must be satisfied. In order to physically survive, an individual requires **shelter, health care, sanitation, water, food and energy**. For successful interaction with other humans, the following basic social needs must be satisfied: **safety, income, education, recreation, religion, welfare and transport**. In addition to social communication, these thirteen elements form the foundation for the survival of any community.

It is also known that adequate facilities for religious activities exist in all the respective communities. Therefore, it is to be expected to be an issue with which the communities are satisfied to a great extent”.

Each of these elements is classified as “basic” and there is no order of importance. In other words the one need is not more important than the other. Furthermore, the contents of each of the elements may differ from community to community. It accounts for primitive as well as for modern communities.

C-INDICES
(COMMUNITY PROFILE) of:

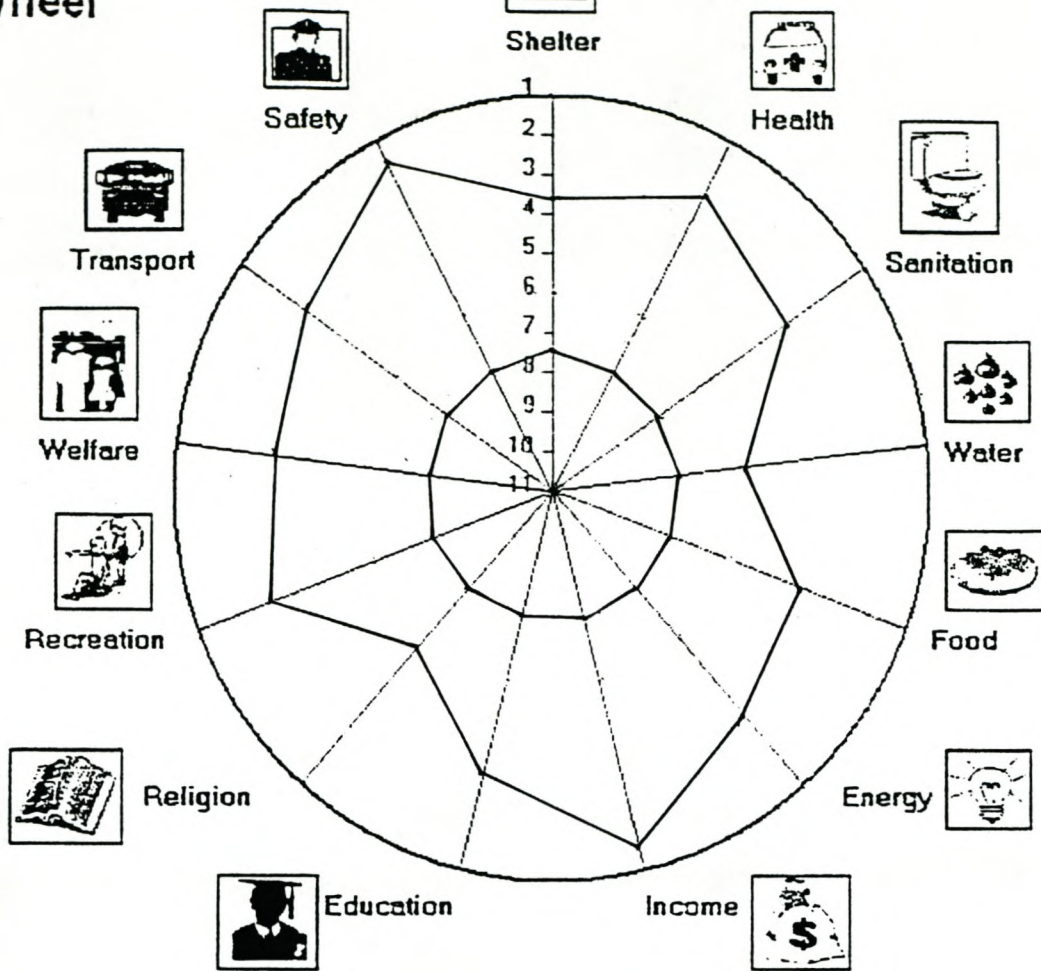
- * **ZWELIHLE COMMUNITY**
- * **COMMUNITY LEADERS of ZWELIHLE**

NEIGHBOURHOODS of ZWELIHLE

- * **AIRFIELD**
- * **460-SITE**
- * **BEACH HOUSE**
- * **MANDELA PARK**
- * **WHITE CITY**

Community Index Wheel

Stellenbosch University <http://scholar.sun.ac.za>



ZWELIHLE COMMUNITY

THE COMMUNITY of ZWELIHLE:

With reference to the index wheel;

The community of Zwelihle is experiencing a high rate of dissatisfaction with all the elements in terms of their social and physical needs, except for the **water supply** and **religion** with which they are fairly satisfied.

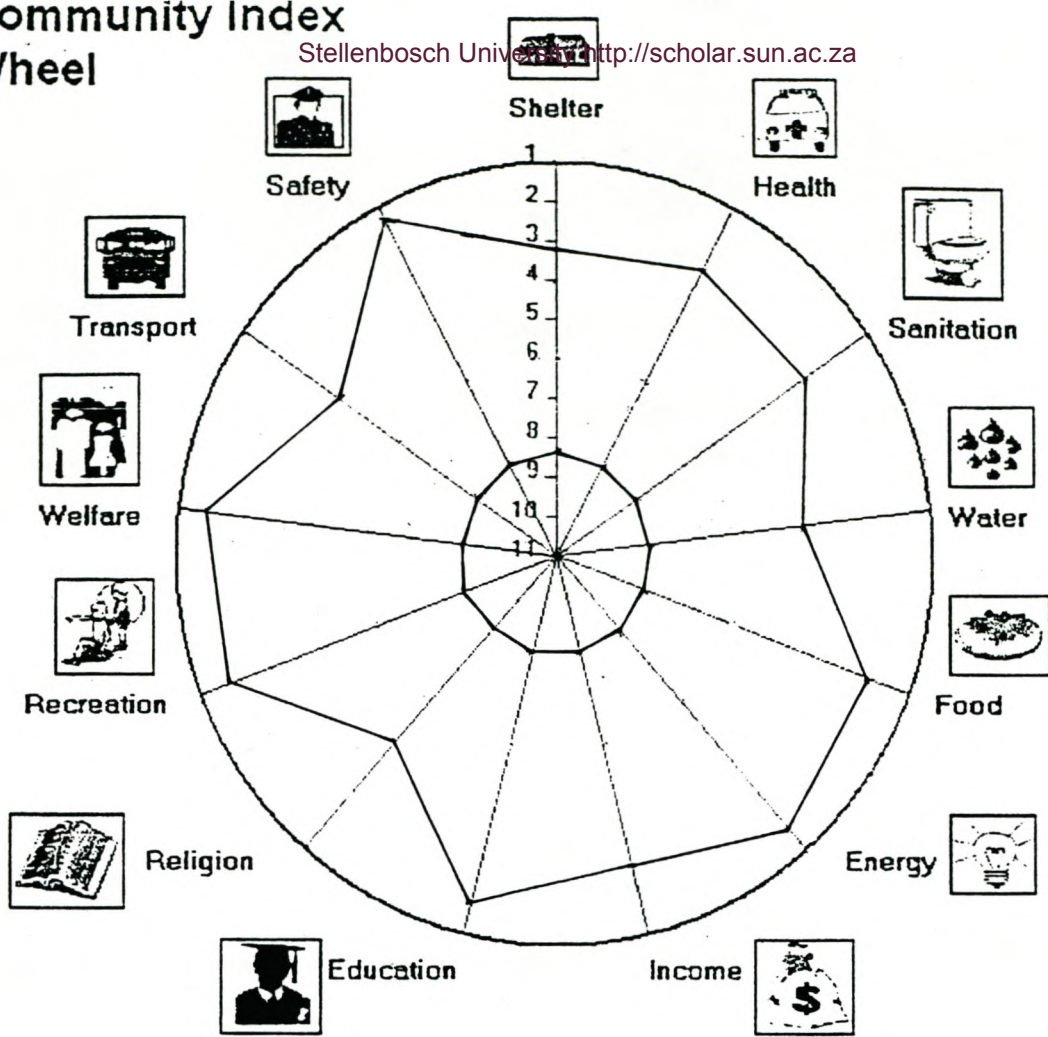
The average satisfaction rate for these thirteen elements are: (3,4)

The level of community bonding is: (scale 1-11) (7,5)

For further information refer to comments of the P-index.

Community Index Wheel

Stellenbosch University <http://scholar.sun.ac.za>



COMMUNITY LEADERS – ZWELIHLE

COMMUNITY LEADERS of ZWELIHLE:

With reference of the index wheel:

The community leaders of Zwelihle are experiencing a high rate of dissatisfaction with all the elements in terms of their social and physical needs. There seems to be a higher bonding rate among the leaders as to the bonding rate of the community members.

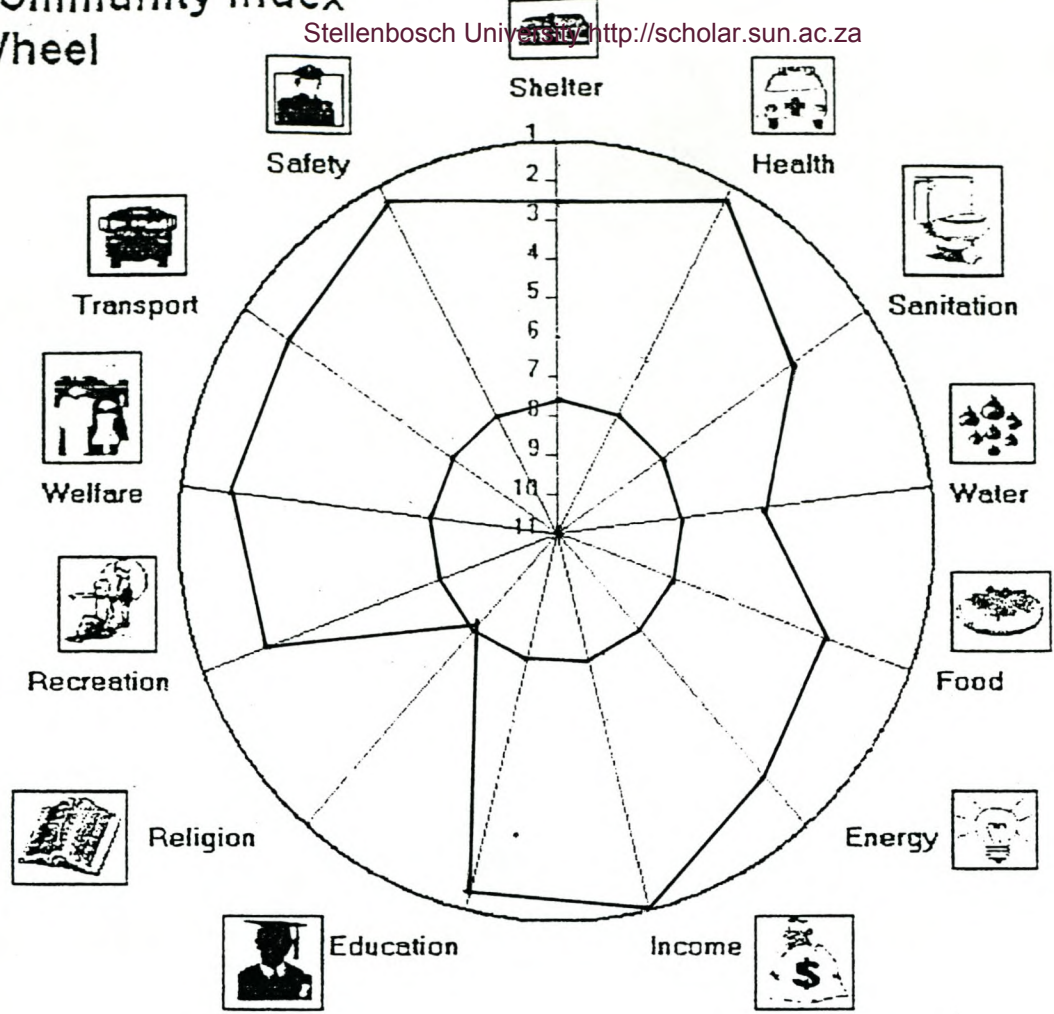
The average satisfaction rate for these thirteen elements is: - (3,7)

The level of community bonding is: (scale of 1 – 11) - (8,3)

For further information refer to comments of the P-index.

Community Index Wheel

Stellenbosch University <http://scholar.sun.ac.za>



AIRFIELD

AIRFIELD:

With reference to the index wheel;

Although the inhabitants feel fairly satisfied with the water supply and religion, they are highly dissatisfied with the fulfilling of the other physical and social needs.

They regard church as the house of God, the only place of hope, where they are supported.

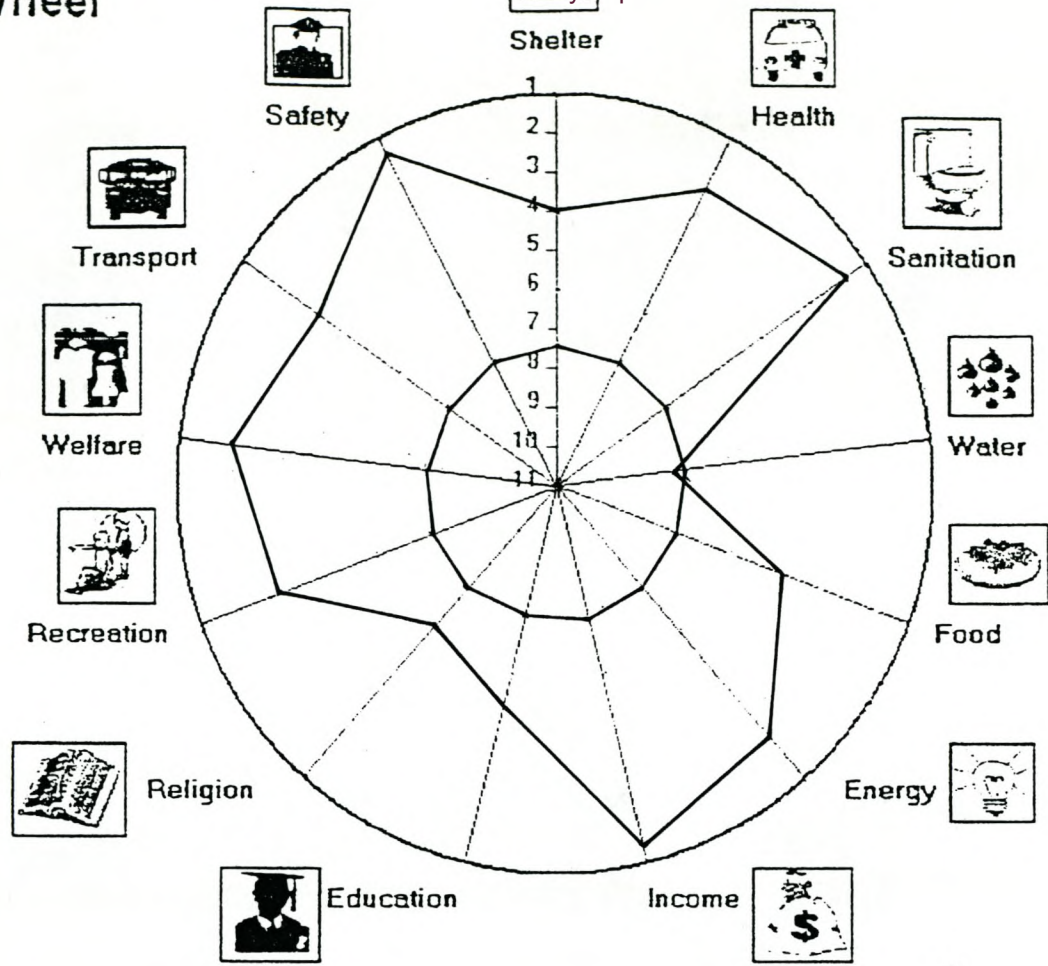
The average satisfaction rate for these thirteen elements is: - (2,9)

The level of neighbourhood bonding is: (scale 1-11) - (7,7)

For further information refer to comments of the P-index.

Community Index Wheel

Stellenbosch University <http://scholar.sun.ac.za>



460-SITE

460-SITE:

With reference to the index wheel;

The dissatisfaction rate is fairly high in all instances, except for **water, education and religion.**

Their **welfare** need is highly unfulfilled for not having a social worker available and a home for the aged in the neighbourhood.

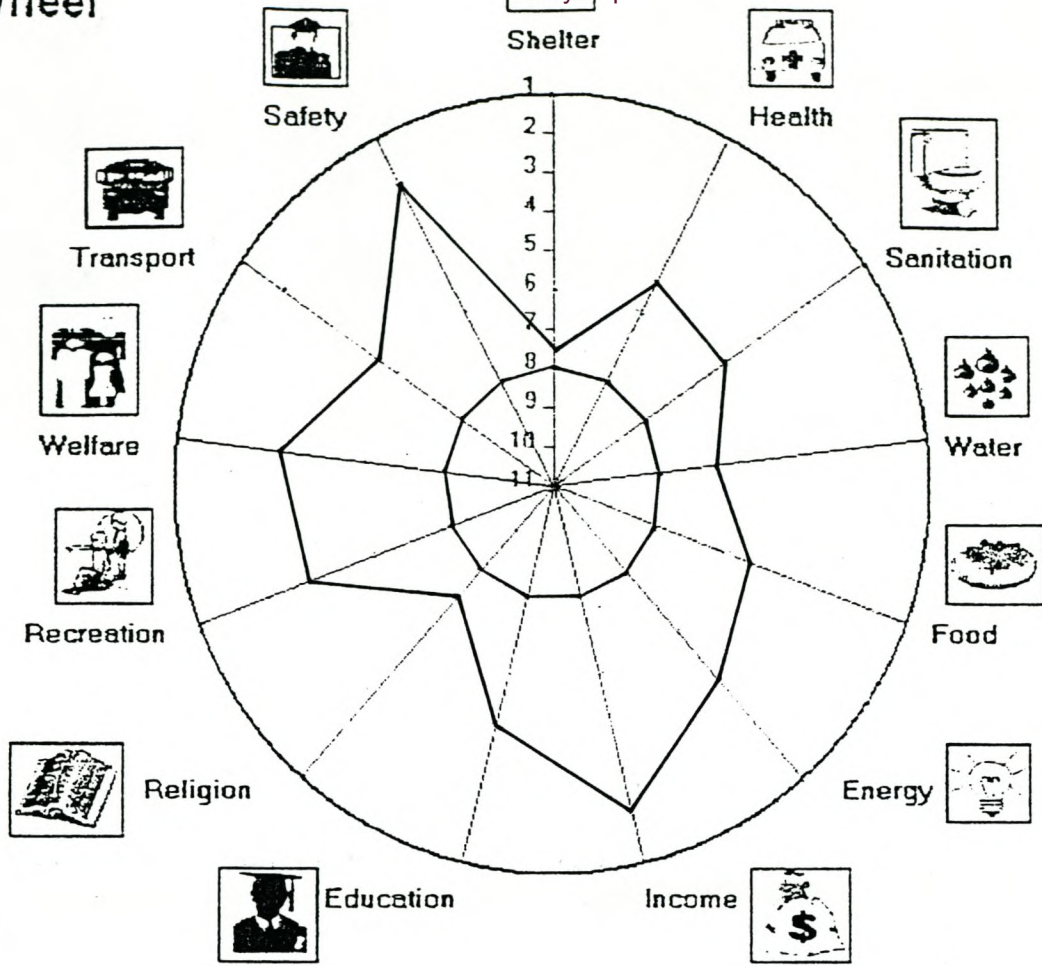
The average satisfaction rate for these thirteen elements is: - (3,6)

The level of neighbourhood bonding is: (scale 1-11) - (7,3)

For further information refer to comments of the P-index.

Community Index Wheel

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BEACH HOUSE

BEACH HOUSE:

With reference to the index wheel;

These inhabitants, compared to the rest of Zwelihle have the highest satisfaction rate.

The elements they are fairly dissatisfied with are;

Energy

Income

Education

Recreation

Welfare

Safety

In terms of energy they complain that some households don't have available electricity, therefore a number of households would have their own illegal electricity supply, which is very dangerous.

The electricity supply is normally cut off on Thursdays – the reason is unknown. The weather would also cause the supply to cut out.

They don't have an adequate number of social workers available in the area. Their social problems would often be ignored.

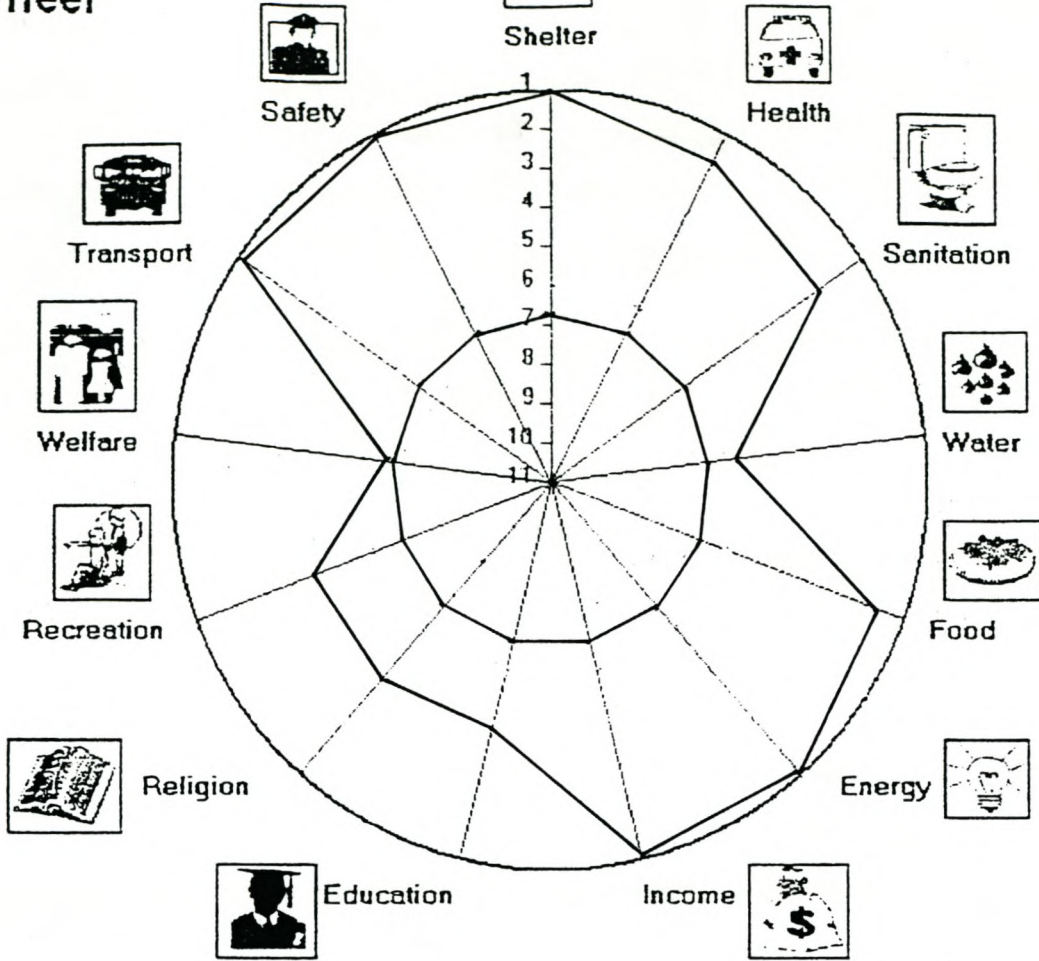
The average satisfaction rate for these thirteen elements is: - (5,0)

The level of neighbourhood bonding is: (scale 1-11) - (7,9)

For further information refer to comments of the P-index.

Community Index Wheel

Stellenbosch University <http://scholar.sun.ac.za>



WHITE CITY

WHITE CITY:

With reference to the index wheel;

These inhabitants are experiencing a fairly high average rate of dissatisfaction, **water** and **welfare**, excluded

Issues they feel strongly dissatisfied with are:

Transport – a train service is needed (taxis are too expensive)

Safety – The lack of a police service

Shelter – Existing houses are too small and are poorly built

Energy – Too expensive and are often cut off.

Income – A high unemployment rate and few to no job creation

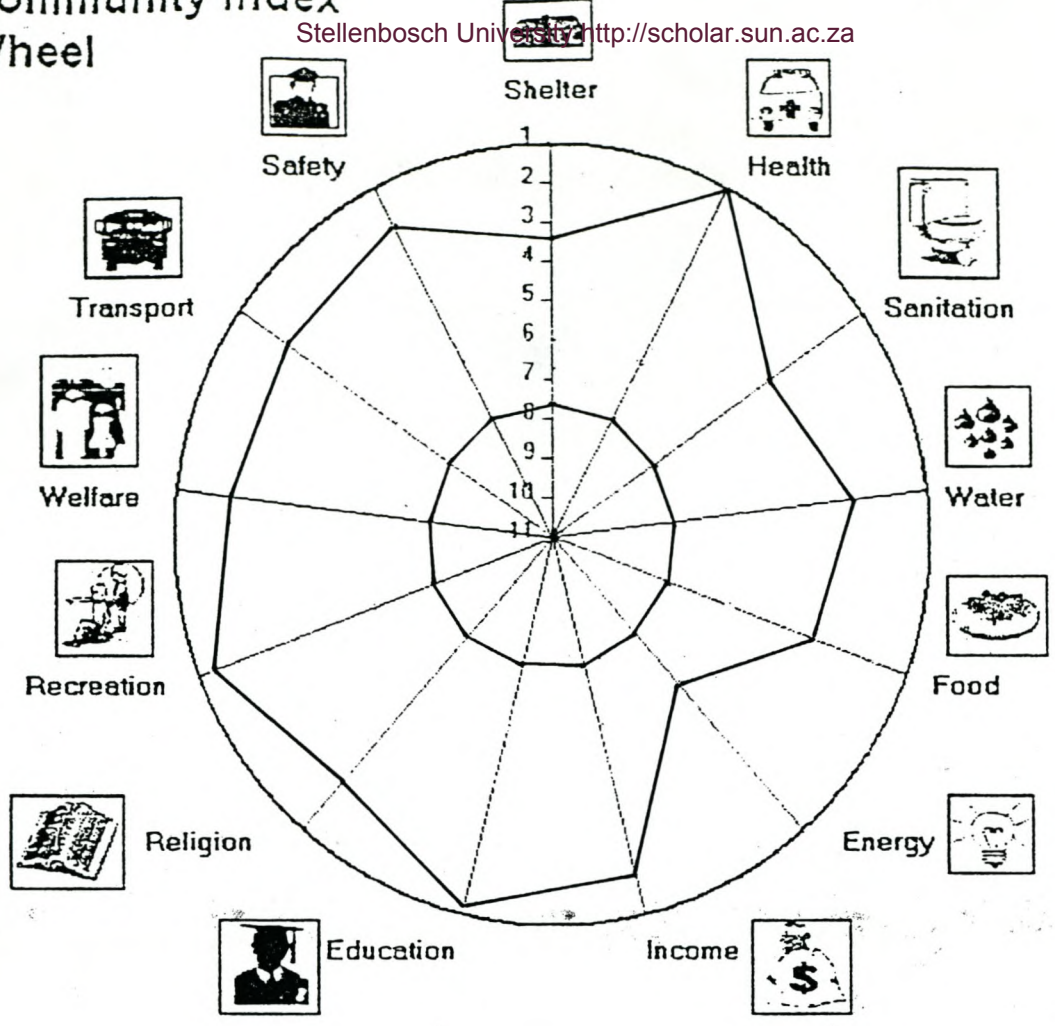
The average satisfaction rate for these thirteen elements is: - (2,7)

The level of neighbourhood bonding is: (scale 1-11) - (6,8)

For further information refer to comments of the P-index.

Community Index Wheel

Stellenbosch University <http://scholar.sun.ac.za>



MANDELA PARK

MANDELA PARK:

With reference to the index wheel:

All thirteen elements are covered in the P-index. Furthermore, compared to all the other neighbourhoods, Mandela Park is the most established.

These inhabitants have a fairly high rate of dissatisfaction.

The following needs are exceptional:

Health - dissatisfied with the service at the clinic.

Education - a need for a college and finishing school.

Recreation - outdoors sport facilities.

The average satisfaction rate for these thirteen elements is: - (2,7)

The level for the neighbourhood bonding is: (scale 1-11) - (7,6)

For further information refer to comments of the P-index.

COMMUNITY BONDING

Briefly, are the following comments in terms of the bonding of the community of Zwelihle

According to the need assessment research project in the community the following bonding measurement was determined. The Schutte scale was applied and the following scores for all five neighbourhoods and their various age and gender groups, revealed the average bonding score to be:

$$(7,7 + 7,3 + 7,9 + 6,8 + 7,6) = \underline{7,5}$$

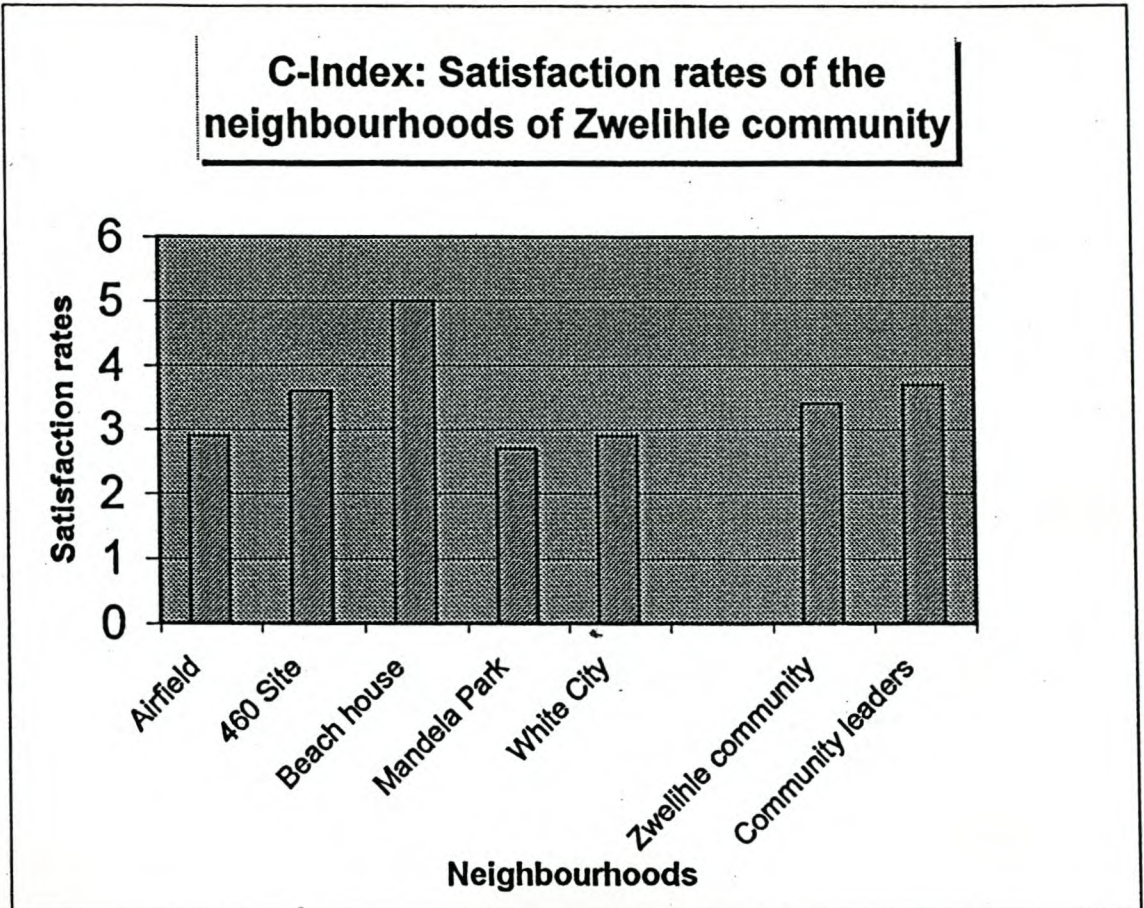
Should one consider the circumstances and the major basic needs this community is experiencing at present it is surprising to discover that their bonding measurement appear to be fairly high. With such a well motivated community it would therefor be advisable to implement community projects immediately addressing their priority needs.

Surely as these basic needs are once fulfilled inhabitants will consider Zwelihle as their home. Trust and companionship will develop and they will experience a higher level of support amongst one another.

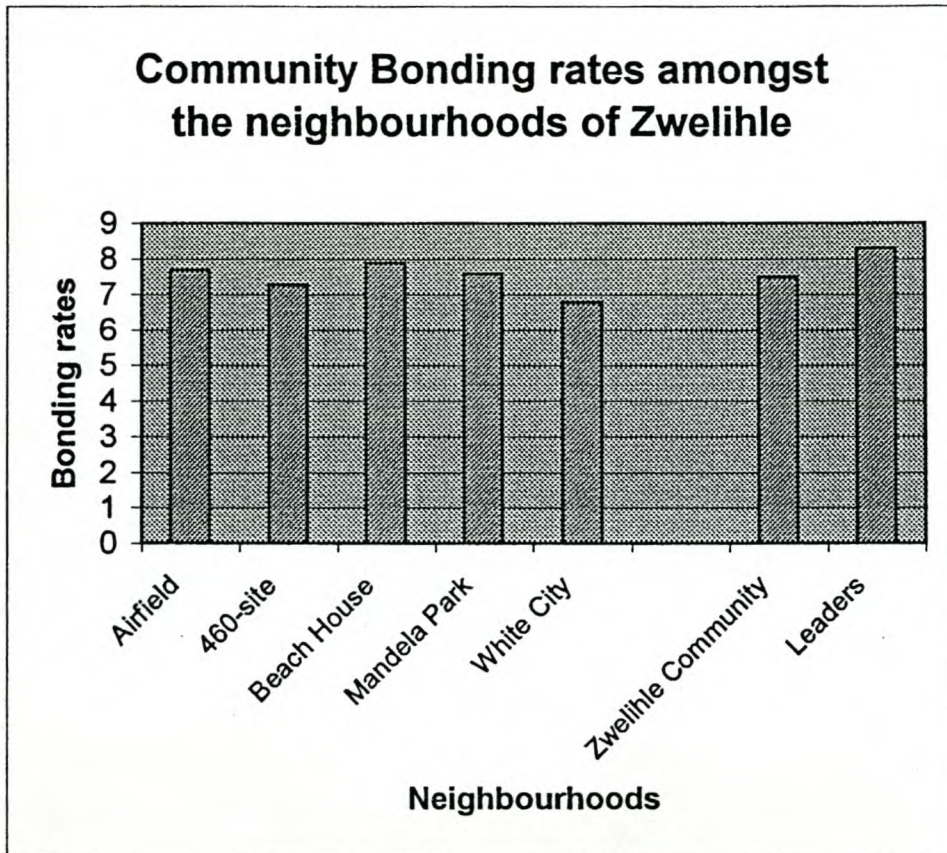
- The young men, especially of Airfield; 460 Site and Mandela Square indicated that Zwelihle is not a “good” home to them.
- Outstanding is the fact that they feel unsafe and fearful because of the high crime rate. With reference to the young men, especially of Mandela Square who needs a youth-support system, a crisis centre, cultural activities, wanting to mix with other youth and a finishing school, which with no doubt proofs their willingness to grow and to be a support to other youth and not wanting to take part in gangster or robbery activities.
- Expect for the young women of Airfield and Beach House all the other young women have an extremely low score for “considering Zwelihle to be their home”. They feel unsafe and fearful most probably due to the high crime rate, the bushes, the darkness at night due to inadequate street lights, the absence of a police station and the trading of alcohol at the shebeens in these areas. The women of Beach House indicated that they feel safe due to the fact that there is no liquor trading in the area.
- Furthermore, the community is experiencing fairly good relationships and support amongst one another, except for the women of 460-Site and of White City whom do not agree. The inhabitants of Beach House and White City ascribe this condition to be the lack and unstructured street committees.

Airfield	2.9
460 Site	3.6
Beach house	5
Mandela Park	2.7
White City	2.9

Zwelihle community	3.4
Community leaders	3.7



Airfield	7.7
460-site	7.3
Beach House	7.9
Mandela Park	7.6
White City	6.8
Zwelihle Community	7.5
Leaders	8.3



A COMPARISON OF P-INDICES

A broad comparison between the P-indices of the inhabitants of the community and those of the community leaders.

- By comparing the scores of the priority needs of the two groups, it is remarkable to notice that the scores of the community's priority needs are higher than those of the leaders. The leaders highest priority need's, score is (9,4) to (10,0) of the community which indicates that the community have stronger feelings in terms of their priority needs.

- Furthermore there are many similarities for the exception of the following needs of the leaders that did not feature with the community. They are:
 - Subsidy for our people to build their own houses.
 - Taxi rank under-cover with taxi stops and shelter.
 - Own land close to the sea – for our own restaurants and hotels.
 - Old age home – people must stay. (20-22 beds must be made available)
 - Better soccer stadium – to promote other sports, for instance rugby, netball and cricket.
 - Building construction body – to be owned by the community bricklayers in order to ascertain building jobs in the industry.

These mentioned needs peculiar to the leaders of the community, which are somehow of a higher level compared to the basic essentials indicated by the community.

PROPOSED RECOMMENDATIONS AND COMMENTS FOR THE INHABITANTS OF ZWELIHLE IN TERMS OF THOSE COMMUNITY NEEDS WITH THE HIGHEST SCORES. (10)

Adult education

There is a strong feeling amongst the inhabitants of the five neighbourhoods that education of some kind is extremely important to them. This proves that they are motivated to improve their standard of living no matter the cost.

A training centre often was raised as a need and this facility could address all these educational needs, eg. "finishing school", post matric certificates/diplomas and all other skills - bricklaying, dressmaking and other social skills etc.

Police station

The issue of a local police station is the concern of the majority of the age and gender groups in all the neighbourhoods. The safety, especially that of the women and children is a matter that soon should be addressed.

Dumping site

This site is in close proximity to Airfield and Mandela Park where the most complaints originate. If this site could not be closed it should be secured and controlled with fencing and scrubs and trees to absorb the smell.

Sewerage dam

Trees could absorb the smell if planted as a buffer between the sewerage dam and the community. The nature of numerous complaints and difficulties experienced by the community regarding the blocked sewerage drains should be investigated. Municipal administrative problems, (the receiving and managing of complaints) and the problems associated with the rendering of the physical services should also be investigated.

Jobs

The high unemployment rate and the effect thereof is reflected in all areas and the different groups. Needs for a training centre where skills are taught is paramount. For instance the community leader's proposal of a building construction company could be investigated. Bricklaying, computer literacy, vegetable gardens, other entrepreneurial skills and self-help projects are skills most favoured by communities. An investigation in terms of tourist attraction to the community for generating funds is highly recommended.

Health issues (ambulance and clinic)

Perform a feasibility study to assess the need for a clinic

Investigate the need to train community health workers that could attend to the first aid after hours.

- Train one or two voluntary health workers on first aid and basic care from each neighbourhood.
- Provide short courses on basic home and childcare.
- Investigate whether the community members are able to provide in this service.
- Involve the business sector to support training
- Provide 24 hour clinic service if feasible
- Investigate the existing ambulance schedule to provide this service to the community
- Train staff on Batho-Pele and communication skills
- Investigate the reason for medication shortage
- Research the staff-client ratio
- Form a clinic committee that includes the community members
- Have regular meeting with the community to assess progress and to attend to their priority needs
- Investigate regular scheduled time transport to the clinic and hospital
- Prolonged clinic hours could probably necessitate nurses working in shifts

Fire brigade

Emergency public telephones installed at the clinic or any other venue where control could be executed could be made available. Community members could be trained and equipped having access to the necessary equipment.

Toilets for Squatters

It seems as though this is a problem existing in the interim time, until such time all families will have access to a waterborne system.

Roads

This seem to be a problem to all inhabitants – the majority of people refer to the slippery, muddy roads during rain and that it is impossible to walk in these roads. It would appear that they then actually need tarred pavements and not tarred roads. These proposed pavements would address the present storm water drainage problem as well.

Electricity

This is a nation-wide problem. There might be a misunderstanding in terms of refraining of the services in spite of pre-payments.

Waste removal

This is a major problem and should be reported to the local Health department. In conjunction with the Local Authority, a body, consisting of members from the community could be established to render a waste removal service. (Another possible job creation) Commune bins serving several houses might be as effective as separate bins requested for each house. Additional drums placed at

social gathering venues and places could be painted by school children making them aware of a clean environment. Regular awareness campaigns for scholars are normally successful with fruitful effects. The dumping site should be well controlled and fenced in.

Indoor sport facility/Recreation centre

Another priority, very important occupying the youth and reducing the crime rate. An indoor sport facility could serve many purposes. It could address the cultural and social needs of the youth. (I refer to the young men/youth of Mandela Park whom had strong feelings in this regard) Surely young local provincial rugby and other players from other sport would be more than willing to become involved in coaching the young men and women.

Grocery delivery service

This is a challenge to the shop owners - rendering a service to the old age of the community. Creating jobs for local scholars delivering the goods.

Creche

It seems that creches are concentrated in certain more established neighbourhoods, which causes a lack of these facilities in the newer neighbourhoods. Another job opportunity for mothers in these new areas is to run their own day-care centres from their homes, under the supervision of the teachers of the existing creches.

Expensive food

Some complaints are the selling of "expired food" - this matter needs the attention of the local Health department.

Welfare

The treatment and caring of the disabled children could be taken care of and supported by the trained voluntary community workers.

Income

Managing personal income is another skill, which could benefit the community's household finances.

Speed bumps and road signs

This need could be addressed simultaneously with tar roads.

Hospice/day hospital

This need was identified by the inhabitants of 460-Site and the Community leaders - they say; "There is no place for our sick people to be taken care of."

THE 8 PRINCIPLES OF BATHO PELE

CONSULTATION – The public should be consulted about the level and quality of the services they receive from us and, wherever possible, should be given a choice about the services that are offered.

SERVICE STANDARDS – The public should be told what level and quality of public services they will receive, so that they are aware of what they can expect from us.

ACCESS – All members of the public should have equal access to the services they are entitled to.

COURTESY – The public should always be treated with courtesy and consideration.

INFORMATION – The public should be given full, accurate information about the public services they are entitled to receive.

OPENNESS AND TRANSPARENCY – The public should be told how national departments and provincial administrations are run, how much they cost, and who is in charge.

REDRESS – If the promised standard of service is not delivered, the public should be offered an apology, a full explanation, and a speedy and effective remedy; and when complaints are made, the public should receive a sympathetic and positive response.

VALUE FOR MONEY – Public services should be provided economically and efficiently, in order to give the public the best possible value for money.

APPENDIX E

Questionnaire, which was applied during the follow-up exercise in Airfield and a summary of the data, collected.

6 Were the living conditions in Themba Square acceptable to you?

7 List at least five basic needs/problems, which you have experienced in Themba Sqaure?

8 How did you feel when you heard that all the residents of Themba Square had to move to Airfield?

9 Did you want to move to Airfield?

10 In the case of yes - Why?

11 Should you were given a choice to resettle, which place (area) would you like to move to?

12 Did your community leaders want you to move to Airfield?

13 In the case of yes - Why do you think they wanted you to move?

14 Was there anyone you knew that was unhappy to move away from Themba Square?

15 How did you like the idée of having a new brick and plaster home in Airfield?

16 Did you know that you had to pay for services and rent for your new house in Airfield?

17 In the case of no – how do feel about it?

18 Did you have a choice whether to stay in Themba Square and not move to Airfield?

19 When did you move to Airfield (which year)?

20 How long have you been living in Airfield?

21 Do you think these living conditions in Airfield are now an improvement to the living conditions of Themba Square?

22 In the case of yes – why would you say so?

23 In the case of no – why have you moved to Airfield in the first place?

**DATA SUMMARY OF THE SECOND SURVEY EXECUTED IN AIRFIELD ON:
20 FEBRUARY 2003**

Did you like living in Thambo Square?

13% said yes

In the case of yes – Why?

Only problem was water and we got used to the conditions

What about Thambo Square is there that you would like differently?

53% liked it as it was - except for the services

Were the living conditions in Thambo Square acceptable to you?

13% acknowledge it

List at least five basic needs/problems, which you have experienced in Thambo Square?

73% - no electricity

73% - no running water

20% - theft

80% - no toilets

13% - fires

27% - stagnant water

53% - bad roads

47% - no services

40% - dirty area

7% - overcrowding

7% - no day centre

How did you feel when you heard that all the residents of Thambo Square had to move to Airfield?

100% - replied to have been happy

Did you want to move to Airfield?

100% - yes

In the case of yes - why?

60% - better living conditions

33% - new houses

Recognition by the people from other areas

Should you were given a choice to resettle, which place (area) would you like to move to?

40% - White City

33% - Airfield

13% - Pitch house location

Any better place

How did you like the idea of having a new brick and plaster home in Airfield?

67% - Good

20% - Liked it because of warmth and security

Happy

Did you know that you had to pay for services and rent for your new house in Airfield?

73% - no

26% - yes

Yes, but that I would not pay more than R20 a month

In the case of no - How did you feel about it?

20% - bad

13% - it is wrong

20% - disappointed – I'm not working

13% - pleased - because we can afford to pay

Did you have a choice whether to stay in Thambo Square and not move to Airfield?

100% - no

Do you think these living conditions in Airfield are now an improvement to the living conditions of Thambo Square?

7% - not really

66% - yes

7% - no

7% - yes in terms of services, but we still have to pay rent

13% - yes a lot

In the case of yes - why so you say so?

33% - available water

27% - no leaking houses

20% - rubbish is collected

7% - no dirty water

7% - children's health are better

6% - better services

13% - house wise - very happy

7% - safer

27% - available water

APPENDIX F

Questionnaire applied during an interview with Mr. Brand from Urban Dynamics, Western Cape; who was the consultant of the “housing project”.

“HOUSING PROJECT”
THE RESETTLEMENT OF THEMBA SQUARE’S RESIDENTS:

During an interview with Mr. Johan Brand from Urban Dynamics – Bellville, the following structured questionnaire was discussed:

20 February 2002

QUESTIONNAIRE:

(All questions were related to the resettlement of Themba Square’s residents to Airfield, during 1997-1998)

- 1 What was the political situation in Zwelihle during the resettlement process?
The community had strong feelings of moving to a new area!
- 2 Why would you say did the Local Authority of Hermanus appoint you as a consultant, to manage the resettlement process?
We were involved in other projects in Hermanus at the time and were approached by the LA to implement this housing project!
- 3 Why did the LA of Hermanus resettle the people?
In order to improve the living conditions of the people!
- 4 What were the people’s feelings, with regards to them moving?
Very happy!
- 5 What were the living conditions like at the time in Themba Square?
Perilous – the people wanted to move; our survey determined it!
- 6 Was it the people’s need at the time to have healthier living conditions?
Yes they demanded to move; they pressurized the LA and was impatient about the housing conditions and furthermore, prior to the actual building project had started, they squatted in Airfield!
- 7 In case, no – What then were their needs at the time?
They wanted to move!
- 8 What were their feelings regarding the proposed resettlement to Airfield?
Moving 200 meters were not an issue to them!
- 9 Prior to deciding on a premises for resettlement a survey was performed. Was a questionnaire used for this purpose?
Yes!

- 10 What was the outcome of the questionnaire?
The survey determined the extent of their housing need!
- 11 Did the people particularly articulate their need for new houses?
The community had a choice on the residential area, layout.
- 12 Were they aware of the fact that a new house has certain financial implications?
Yes they were aware of the consequences!
- 13 Were they satisfied to be living in shacks in Themba Square (squatter camp) in spite the living conditions?
No, they were not!
- 14 Did they experience the living conditions as unhygienic?
Yes; they complaint a lot!
- 15 Explain the process you followed, resettling these people.
The community leaders participated in all our meetings; making decisions during this resettlement process!
- 16 Were the people satisfied with the process followed?
Yes, they were satisfied!
- 17 In case, yes – how did you know it?
The leaders were excited and told us!
- 18 In case, no – explain?
Irrelevant!
- 19 Who participated in the decision making process?
Community leaders; LA; concerned people from the greater Hermanus; NGO;s and ourselves!
- 20 Were members of the community on “grassroots” level, involved in the above-mentioned process?
Approximately 20 community leaders were present!
- 21 Was the proposed resettlement to Airfield acceptable for those involved in this process?
Yes!
- 22 How many meetings, involving the community was held, with regards to the resettlement process.
Approximately 10 – 20 meetings!

APPENDIX G

“Nuisance” as described by the Health Act (Act 63 of 1977).

CHAPTER 8

PUBLIC HEALTH

A. THE HEALTH ACT 63 OF 1977¹

HEALTH MATTERS ADVISORY COMMITTEE

In terms of the Act, the Health Matters Advisory Committee is established (s 2), the main function of which is to investigate, consider and make recommendations to the Minister of National Health and Population Development (s 3). The committee consists of 11 members and is constituted as follows:

- (a) the Director-General: National Health and Population Development who is chairman;
- (b) three officers of the Department of National Health and Population Development designated by the Minister;
- (c) the Director of Hospital Services in each provincial administration;
- (d) two medical practitioners employed as medical officers of health by local authorities rendering health services in urban areas, and who are appointed by the Minister from among at least four medical practitioners whose names have been submitted for that purpose by the United Municipal Executive of South Africa;
- (e) a medical practitioner employed as a medical officer of health by a local authority rendering health services in a rural area, and who is appointed by the Minister from among at least three medical practitioners whose names have been submitted for that purpose by the Association of Divisional Councils of the Cape Province;
- (f) the Surgeon-General in the South African Defence Force (s 4);
- (g) an officer of each of the administrations of the three chambers of Parliament designated by the Minister of Health Services and Welfare concerned.

The appointed members hold office for a period of three years (s 5).

The committee must appoint sub-committees to inquire into and to advise the committee on, respectively, personnel, dental and pharmaceutical matters, as well as matters pertaining to buildings for health services, in so far as those matters fall within the scope of the committee's functions.

The committee may, with the approval of the Minister, appoint other sub-committees to inquire into and to report to it on any matter falling within the scope of the committee's functions, including professional matters relating to the medical or nursing profession (s 6). A sub-committee for nursing affairs has been appointed.

NATIONAL HEALTH POLICY COUNCIL

The Act creates the National Health Policy Council, the object of which is to assure that the several authorities which render health services in the Republic, must take all such

1. For a discussion of the historical background of the Health Act, its scope and the nature of the services rendered by the Department of National Health and Population Development, see the official publication *A Guide to the Health Act No 63 of 1977* (1978).

measures as they may take in terms of the Act and any other applicable law, to promote the health of the inhabitants of the Republic, so that every person shall be enabled to attain and maintain a state of complete physical, mental and social well-being (s 10). The Council consists of the Minister of National Health and Population Development who also serves as chairman, the member of the Executive Committee of each province who is charged with Hospital Services and the Ministers of Health Services and Welfare in the Ministers Councils of each of the three chambers of Parliament (s 11).

The function of the Council essentially is to consider recommendations made by the Health Matters Advisory Committee to the Minister in regard to the formulation of a national policy in regard to the rendering of health services by the Department of National Health and Population Development, provincial administrations and local authorities, and health services generally (s 12).

THE DEPARTMENT OF NATIONAL HEALTH AND POPULATION DEVELOPMENT

The Act sets forth the main functions of the Department (s 14). These are:

- (a) with due regard to health services rendered by provincial administrations and local authorities, to co-ordinate health services rendered by the Department and to provide such additional services as may be necessary to establish a comprehensive health service for the Republic;
- (b) to take steps to establish a national health laboratory service;
- (c) to take steps for the promotion of a safe and healthy environment;
- (d) to promote family planning;
- (e) with due regard to the provisions of the South African Medical Research Council Act, 1969 to provide facilities for, and to undertake, research in connection with any matter falling within the scope of the Department's functions;
- (f) to provide services in connection with the procurement or evaluation of evidence of a medical nature with a view to legal proceedings; and
- (g) to perform such other functions as may be assigned to it by the Minister.

The Minister may delegate any of the functions of the Department mentioned (except for the first of them) to a provincial administration, subject to any regulations which he may make with regard to the procedure to be adopted and the conditions to be complied with. The Minister must refund to the provincial administration concerned such amount in respect of expenditure incurred by the provincial administration in performing such function as the Minister, in consultation with the Minister of Finance, may determine.

PROVINCIAL ADMINISTRATIONS

The Act specifies the functions of the various provincial administrations in regard to health services (s 16). These are:

- (a) to provide hospital facilities and services;
- (b) to provide ambulance services within its province and, with due regard to similar services provided by provincial administrations in adjacent provinces, to co-ordinate such services;

- (c) to provide facilities for the treatment of patients suffering from acute mental illness;
- (d) to provide facilities for the treatment of out-patients in hospitals or in other places where patients are treated for a period of less than 24 hours;
- (e) to provide and maintain maternity homes and services;
- (f) to provide personal health services, either on its own or, in the implementation of a decision made by the Minister in co-operation with any local authority;
- (g) with a view to the establishment of a comprehensive health service within its province, to co-ordinate the services referred to here, with due regard to similar services rendered by the Department of National Health and Population Development, other provincial administrations and local authorities;
- (h) to perform any other function which, by virtue of a decision made by the Minister, may be assigned to it.

Provision is made for co-operation between provincial administrations in the field of health. Section 17 provides that a provincial administration may, in co-operation with the provincial administration of a province adjacent to its own province, provide and maintain facilities on or near the borders of its province for the medical treatment of patients resident within its province as well as of patients resident in the adjacent province. The cost of providing, maintaining and conducting such facilities must be borne by the two provincial administrations on a basis mutually agreed upon by them.

A provincial administration may provide ambulance services within a province adjacent to its own province. Where a provincial administration, in conveying a patient, incurs costs which would have been borne by the provincial administration of the adjacent province concerned if such conveyance had been undertaken by it, the lastmentioned provincial administration must refund the costs to the other provincial administration on a basis determined by the Minister.

Where personal health services are rendered by a local authority on behalf of a provincial administration, the local authority must be compensated by the provincial administration concerned for expenditure incurred by the local authority on a basis mutually agreed upon by them.

Powers comparable to that given to the Minister of National Health and Population Development — discussed above — to act in the event of a default by a local authority, is given to the provincial administrators (s 18). It is to be noted, however, that an administrator's powers arise only after the Minister has first notified the local authority to provide the service in question. Provision is also made for the recovery of expenditure incurred by a provincial administration in this regard.

The duty is imposed upon provincial administrations, if so requested, by the Minister after consultation with the Administrator concerned, to establish, in connection with a detached out-patient department maintained in conjunction with or independently of a hospital under the control of the Administrator, out-patient services involving the provision of not more than 12 beds for the accommodation and treatment of maternity cases, emergency cases and cases awaiting removal to a hospital. These services must be maintained as long as the Minister is satisfied as to the necessity therefor and that it is the most economical arrangement practicable.

The expenditure incurred in connection with such or patient services is a charge against the provincial revenue fund of the province (s 19).

LOCAL AUTHORITIES

Duties and powers

A substantial part of the Act (chapter IV) is devoted to the functions of local authorities in regard to public health.

The duties and powers of local authorities are defined by the Act (s 20) as follows:

- (a) to maintain its district at all times in a hygienic and clean condition;
- (b) to prevent the occurrence within its district of any nuisance, or unhygienic or offensive conditions, or any other condition which could be harmful or dangerous to the health of any person;
- (c) where such a nuisance or condition has occurred, to abate, or cause it to be abated, or to remedy, or cause it to be remedied;
- (d) to prevent the pollution of any water intended for the use of the inhabitants of its district, irrespective of whether such water is obtained from sources within or outside its district, or to purify such water which has become so polluted;
- (e) to render in its district services approved by the Minister for the prevention of communicable diseases, the promotion of the health of persons, and the rehabilitation in the community of persons cured of any medical condition, and to co-ordinate such services with due regard to similar services rendered by the Department of National Health and Population Development, or the provincial administration of the province.

If the Minister, after consultation with a local authority, is satisfied that it is able to perform any function of the Department of National Health and Population Development referred to in section 14, the Minister may, by notice in the *Gazette*, direct the local authority to perform the function.

The Minister may, if requested thereto by any local authority, delegate any of the functions of the Department referred to in section 14 (excluding any function referred to in paragraph (a) — see above) to such local authority, subject to any regulations with regard to the procedure to be adopted and the conditions to be complied with.

The Minister must, in respect of expenditure incurred by a local authority in performing any function of the Department refund to the local authority such amount as the Minister, in consultation with the Minister of Finance, may determine.

“Nuisance” defined

It is to be noted that “nuisance” is defined by the Act (s 1) in the following terms:

- (a) any stream, pool, marsh, ditch, gutter, watercourse, cistern, watercloset, earthcloset, urinal, cesspool, cesspit, drain sewer, dung pit, slop tank, ash heap or dung heap so foul or in such a state or so situated or constructed as to be offensive or to be injurious or dangerous to health;

- (b) any stable, kraal, shed, run or premises used for the keeping of animals which is so constructed, situated, used or kept as to be offensive or to be injurious or dangerous to health;
- (c) any accumulation of refuse, offal, manure or other matter which is offensive or is injurious or dangerous to health;
- (d) any public building which is so situated, constructed, used or kept as to be unsafe or to be injurious or dangerous to health;
- (e) any occupied dwelling for which no proper and sufficient supply of pure water is available within a reasonable distance;
- (f) any factory or industrial or business premises not kept in a cleanly state and free from offensive smells arising from any drain, watercloset, earthcloset, urinal or any other source, or not ventilated so as to destroy or render harmless and inoffensive as far as practicable any gases, vapours, dust or other impurities generated, or so overcrowded or so badly lighted or ventilated as to be injurious or dangerous to the health of those employed therein or thereon;
- (g) any factory or industrial or business premises causing or giving rise to smells or effluvia which are offensive or which are injurious or dangerous to health;
- (h) any area of land kept or permitted to remain in such a state as to be offensive;
- (i) any other activity, condition or thing declared to be a nuisance by the Minister.

Local authorities may perform some functions of Department

If the Minister, after consultation with a local authority, is satisfied that it is able to perform any function entrusted to his Department by section 14 of the Act (see above), the Minister may direct the local authority to perform such function (s 20(2)).

A local authority may also request the Minister to perform any of these functions, excluding the first of these (ie the co-ordination of health services) and the Minister may then delegate such function to the local authority, subject to any condition laid down by the Minister (s 20(3)).

Provision is made for the refunding of expenditure incurred by a local authority performing any function of the Department (s 20(4)).

Where local authority is unable or fails to perform function

If the local authority is unable owing to lack of resources to perform any of its duties, the Minister may, after consultation with the Administrator concerned, by notice in writing addressed to the local authority relieve it, during a period specified in such notice, of the performance of such duty as he may specify in such notice. The Director-General may then perform the duty of which the local authority has been relieved.

In such an event, the Minister may authorise the Director-General to recover from the local authority, in respect of expenditure incurred by him, such part of the costs (but not exceeding one third of it) which would have been borne by the local authority if that duty had been performed by it, as the Minister may consider should reasonably be contributed by the local authority (s 20(5)).

The Minister has similar powers to assume the functions of a local authority where it has failed or refused to exercise these, and the Minister is of the opinion that the health of any person is being endangered by the failure of the local authority (s 15).

Co-operation by local authorities

Two or more local authorities may, with the approval of the Minister, co-operate in exercising any of their powers or performing any of their duties.

If the Minister is of the opinion that it will be in the best interest of the inhabitants of their respective districts for local authorities to co-operate in exercising any of their powers or performing any of their duties, the Minister may, after consultation with the local authorities and the Administrator concerned, by written notice call upon the authorities to co-operate in exercising such powers or performing such duties as he may specify in the notice. When so called upon the local authorities concerned must, subject to the conditions mutually agreed upon by them and approved by the Minister, co-operate in accordance with the requirements of the notice (s 20(6)).

Medical officers of health

Provision is made in the Act for the appointment of a medical practitioner as medical officer of health by local authorities for their districts. Two or more local authorities may also appoint a full-time regional medical officer of health for the combined districts. If a medical officer of health is not appointed, the district surgeon (or another medical practitioner appointed by the Minister) shall be the medical officer of health for the district concerned (s 22).

The powers of a medical officer of health are as follows (s 23):

- (a) he must at all times keep himself properly informed on the health of the inhabitants of the district and on health conditions in his district, and make such inspections and inquiries as may be necessary for this purpose and report to any local authority concerned on any matter relating thereto which in his opinion should receive the consideration of such local authority;
- (b) he must furnish the Director-General with quarterly reports and an annual report on the health of the inhabitants of the district and on health conditions therein, and furnish the local authority concerned with copies of the said reports;
- (c) he must furnish such special reports on any matter relating to the health of the inhabitants of the district and carry out such duties relating thereto, in accordance with the terms of the appointment, as the local authority may from time to time require;
- (d) he must institute inquiries into, and report to the Administrator of the province on the proposed utilisation of any area within his district for residential or industrial purposes, in so far as such utilisation can affect the health of the inhabitants.

Health inspectors, nurses and other personnel

A local authority may, and when required by the Minister to do so must, appoint one or more health inspectors, one or more persons registered under the Nursing Act 1978 and one or more other persons possessing such qualifications as the Minister may determine to

assist in safeguarding the health of the inhabitants of its district and in carrying out the provisions of this Act (s 24).

Conditions requiring immediate remedying

Where a condition has arisen in a district which is of such a nature as to be offensive or a danger to health unless immediately remedied, the local authority may serve a written notice on the person responsible for such condition having arisen or on the occupier or owner of the dwelling in which or premises on which such condition exists, calling upon him to remedy the condition within a specified period.

Any person failing to comply with any such notice is guilty of an offence.

If the person on whom notice is served fails to comply therewith, the local authority may enter the dwelling or premises in question and take all such steps as may be necessary to remedy the condition, and may recover the cost of so doing from the person on whom the notice was served or from the owner or occupier of the dwelling or premises in question (s 27).

Notification and reports

Every local authority must, at the end of each week, transmit to the Director-General particulars of all cases of notifiable medical conditions notified to it during the week, and all information which it may possess as to any outbreak or prevalence or absence of any communicable disease within its district (s 28).

The Minister may require any local authority to furnish him with periodic reports or a statistical return relating to the health of the inhabitants of its district.

A local authority must furnish the Minister with a copy of any report submitted to the local authority which relates to the health of persons outside its district, or to any matter affecting or likely to affect the health of the inhabitants of the Republic or to any communicable disease (s 29).

REGULATIONS

A substantial part of the Act (chapter V) deals with the regulatory powers of the Minister. It would serve no purpose to set forth here in detail all the individual powers conferred upon the Minister. Suffice it to say that the regulation of public health in the modern state embraces such a wide field of activities that it would be inadvisable for the legislature to endeavour to embody all aspects of this in a single Act of Parliament. The Health Act in a way creates a skeleton to which flesh and blood are added in the form of regulations made from time to time by the Minister. Regulations can be made much more speedily than an Act of Parliament, and loopholes or other deficiencies in a regulation may be rectified almost immediately. Speedy action is often a vital factor in ensuring the maintenance of public health.

The law in a democratic state requires officials of the State not to be given blanket powers of making regulations affecting the public. If an official makes a regulation falling outside the ambit of his regulatory powers, such a regulation would be *ultra vires*, and therefore invalid. An affected citizen may contest the validity of an official action in the courts. For this reason, the legislature was at pains to describe in the Act almost all

conceivable aspects relating to public health upon which the Minister is empowered to make regulations.

The main categories are the following: notifiable medical conditions (s 32); communicable diseases (s 33), ie diseases which can be communicated directly or indirectly from any animal or through any agent to any person or from any person suffering therefrom or who is a carrier thereof to any other persons; conditions dangerous to health (s 34), which embraces a number of defined conditions ranging from dangerous occupations or trades, the importation of dangerous cultures and micro-organisms, the overcrowding of buildings, to the removal of rubbish, and the inspection of holiday resorts (to mention only a few), food and milk (s 35); mollusc farming, fish farming and intensive animal-feeding systems (s 36); edible products originating from polluted water (s 36A); the provision of water intended for human use and food processing (s 37), which includes matters such as the protection of catchment areas of rivers, water purifying works, the construction of reservoirs, pollution, etc; rubbish, night-soil, sewage or other waste and reclaimed products (s 38); nuisances (s 39); the co-operation between local authorities and refunds to local authorities (s 41); therapeutic or diagnostic substances, eg vaccines, sera, toxins, antitoxins, and instruments, equipment or apparatus used for diagnosis and treatment (s 42); private hospitals, nursing homes, maternity homes and places where surgical or other medical activities are performed (s 44).

It is to be noted that a vast body of regulations had been made under the Public Health Act 36 of 1919 which was repealed by the Health Act of 1977, as well as under Acts which amended the Public Health Act. Any proclamation, regulation, rule, order, notice, approval, authority, return, certificate, direction or appointment made, issued, given or granted, and any other act done under the provisions of any law repealed by the 1977 Act, is deemed to have been made, issued, given or granted or done under the corresponding provisions of the 1977 Act (s 63).

NOTIFIABLE MEDICAL CONDITIONS

The Minister of National Health and Population Development may after consultation with the Minister of Manpower and the Minister of Mineral and Energy Affairs, by notice in the *Government Gazette* declare that any medical condition specified in the notice is a notifiable medical condition under the Act (s 45). As we have seen, such a declaration has the effect of imposing a duty of reporting such diseases on local authorities. It also has the effect that any regulations made by the Minister in regard to notifiable medical conditions (in terms of s 33) would then become applicable. These regulations cover a wide range of measures which are designed to combat such diseases. Examples are: the closing of schools and entertainments, the duties of parents, the imposition of quarantine, public transport of persons suffering from such a disease, measures to be taken at ports and airports, the transmission of animals and animal products, the control of insects, the extermination of rodents and vermin, compulsory immunisation, the disposal of refuse, disinfecting, the evacuation of premises.

Another effect of declaration of a condition as a notifiable medical condition is that when such a condition is prevalent within the district of a local authority, any person who has reason to believe that any other person has died within such district, must as soon as possible report accordingly to the local authority concerned, unless he has reason to believe

that such a report has been or will be made by any other person or that the deceased was attended to by a medical practitioner during the illness immediately preceding his death.

In every case of death from a notifiable medical condition, the medical practitioner who attended to the deceased immediately prior to his death, must immediately notify the local authority concerned of the death and the cause thereof, and shall make the best arrangements practicable, pending the removal of the body, to prevent the spread of that condition.

Any person who keeps any dead body in any room in which any person lives, sleeps or works, or in which food is kept, prepared or eaten, or who keeps (except with the written authorisation of the local authority concerned) the body of any person who is known to have died of a communicable disease, for more than 24 hours in any place other than a mortuary or other place set apart for the keeping of dead bodies, is guilty of a criminal offence.

Where any person dies of a notifiable medical condition in any hospital or place of isolation, any person who removes the body of the deceased from such hospital or place except for the purpose of immediate burial or cremation, is guilty of a criminal offence and any person who so removes such body for the purpose of burial or cremation, must take it direct to the place where it is to be buried or cremated unless the Director-General, National Health and Population Development, or the medical officer of health concerned, has approved of any other action (s 47).

COMMUNICABLE DISEASES AND THE BURIAL OF BODIES

As we have seen, a communicable disease is defined in the Act (s 1) as a disease which can be communicated directly or indirectly from an animal, an agent or person who is a carrier.

When a person is suspected of having died of a communicable disease or other medical condition and further information pertaining to the facts of such disease or condition is required in order to determine what steps, if any, may be necessary with a view to preventing the spread of such disease or the recurrence of such condition, and such information cannot be obtained except by means of a post-mortem examination of the body of the deceased person, the Director-General, or a magistrate for the district in which such body is, may order that a post-mortem examination of such body be made by a medical practitioner and that such body, if buried, shall be disinterred for the purposes of such examination (s 46).

When the body of a person who has died of, or is suspected to have died of, a communicable disease is kept in a room in which any person lives, sleeps or works, or in which food is kept, prepared or eaten, or such a body is without the authorisation of the local authority concerned kept for more than 24 hours elsewhere than in a mortuary or other place set apart for the keeping of dead bodies, or any dead body is kept in any dwelling or any other place in circumstances which in the opinion of the local authority concerned or its medical officer of health are likely to cause a nuisance or endanger health, or any dead body is unclaimed or no competent person undertakes to bury it, any magistrate, justice of the peace, medical officer of health or a member of the South African Police of or above the rank of sergeant may direct —

- (i) that the body be removed to a mortuary, if one is readily available, and that it be buried within a specified time; or
- (ii) if no mortuary is readily available or if the body is that of a person certified by a medical practitioner to have died of a communicable disease, that the body be buried immediately or within a specified time (s 48).

This power of a magistrate, etc, is, however, subject to the provisions of the Human Tissue Act 1983, Inquests Act 1959, the Births, Marriages and Deaths Registration Act 1963 and the Occupational Diseases in Mines and Works Act 1973. All these Acts contain provisions which create special duties or rights in respect of dead bodies and the significance of this proviso is that the power of ordering removal of a body or immediate burial, does not affect any of these special duties or rights in terms of these Acts.

Local authorities are further generally charged with responsibility for the removal and burial or cremation of the bodies of destitute persons or a dead body which is unclaimed. It is to be noted that this duty exists not only in relation to persons who have died of communicable diseases, but of any cause whatsoever. Where a person has died in a hospital or other institution, however, it is the responsibility of the hospital authority or other authority. But a local authority remains responsible in the case of a person who was admitted to hospital on the order of the local authority, or in the case of a person who, not being a convicted person or person under arrest, has died in a prison.

POWERS OF HEALTH OFFICERS, INSPECTORS AND AUTHORISED PERSONS

Any officer of the Department of National Health and Population Development, or any magistrate or police officer or any other person generally or specially authorised by the Minister, and any medical officer of health or health inspector or any other person generally or specially authorised by a local authority may, at any time reasonable for the proper performance of the duty, enter any land or premises (except land or premises occupied or used by the Department of Defence) to make any inspection or to perform any duty or to do anything which he is required or authorised by the Act to do, if such inspection, or the performance of such duty or act is necessary for or incidental to the performance of his duties or the exercise of his powers.

Any person who fails to give or refuse access to such an officer, etc, if he requests entrance on any land or premises, or obstructs or hinders him in the execution of his duties under this Act, or who fails or refuses to give information that he may lawfully be required to give to such officer, or who gives to such officer false or misleading information knowing it to be false or misleading, or who prevents the owner of any land or premises or any of his servants or workmen from entering such land or premises for the purpose of complying with any requirements of the Act, is guilty of a criminal offence.

Officers of the Department, inspectors and authorised persons must be issued with appropriate authorising documents, which must be exhibited when inspections are made (s 53).

INDEMNIFICATION OF HEALTH PERSONNEL

The Act provides that no legal proceedings shall lie against the State, a person in the service of the State, a provincial administration, a person in the service of a local authority