



**Assessing Women's Participation in Planning & Construction of their Houses.**

**A Case study of the Piesang River People's Housing Project, Durban.**

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**In partial fulfilment of the Master's Degree in Town & Regional Planning.**

## **Declaration**

I declare that this Masters dissertation is my work unless referenced. It is submitted for the degree of Master in Town & Regional Planning in the School of Built Environment & Development Studies in the University of KwaZulu-Natal in Durban.

Signature: .....

Phumelele Khumalo

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## List of Acronyms

ABM	Area Based Management
ANC	African National Congress
BNH	National Housing Bank
CBO	Community Based Organization
CCMT	Community Construction Management Team
CED	Community Economic Development
CIDB	Construction Industry Development Board
COHABS	Companhia de Habitação do Estado do Pará
COHRE	Centre on Housing Rights & Evictions
DFA	Development Facilitation Act
DoH	Department of Housing
EIA	Environmental Impact Assessment
EPHP	Enhanced People's Housing Process
FedUP	Federation of the Urban Poor
GAD	Gender and Development
ICESCR	International Covenant on Economic, Social and Cultural Rights
IDP	Integrated Development Planning
INK	Inanda, Ntuzuma & KwaMashu
LED	Local Economic Development
LUMS	Land Use Management Systems
MCP	Municipal Community Partnership
MDG	Millennium Development Goal
NGO	Non-governmental organization
NSDF	National Slum Dwellers Federation
NWG	National Working Group
PHP	People's Housing Process
PM	Project Management
PMBOK	Project Management Body of Knowledge
RDP	Reconstruction Development Programme
RSA	Republic of South Africa
SDF	Spatial Development Framework
SWOT	Strength, Weaknesses, Opportunities & Threats
UPF	Urban Poor Fund
WAD	Women and Development
WID	Women in Development

## **Abstract**

African women in the past were not given equal opportunities with men in planning and construction of their houses. As a result there is no clear indicative level of participation of women during the planning and construction of their houses. The People's Housing Process is one of the approaches adopted by government and community organizations to encourage community participation in their housing projects but; women's involvement is still not clear. Therefore this research is aiming to understand the activities performed by women, their roles in related activities, and the methods that they used to get involved in the planning and construction of their houses.

A Qualitative research has been conducted to identify the level of women's engagement in planning and construction of their houses in the People's Housing Process (PHP) project at Piesang River. The findings of the study revealed that the Urban Poor Fund (UPF) savings system, together with the government subsidy for housing, empowered women to participate in planning and construction of their houses at Piesang River. Moreover; the findings indicated that town planning procedures and bylaws were not properly applied during project planning and implementation.

In conclusion this dissertation recommends the formation of Municipal Community Partnership (MCP) for Piesang River FedUP community and EThekweni municipality, in which both stakeholders work together to address the way forward for the project in preference to continuing blaming each other for the shortfalls.

# Chapter 1

## Problem formulation and research methodology

### 1.1 Introduction

Since 1994, the South African government, non-governmental organizations (NGOs), academics and international donors have been advocating for improved participation of women in community development programmes. Substantial research has been done on the empowerment of women. This research has been prompted by the belief that women have been marginalized in participating in community development programmes that concern them (Todes et al, 2010; Ndinda, 2009; UN Human Rights, 2012). The conclusion which has been reached is that women have not yet been sufficiently empowered to participate in these programmes (UN Human Rights, 2012; Beall, 2010). This dissertation examines the support given to programmes for empowering women and goes on to assess participation of women more specifically in the planning and construction of their houses. This chapter begins by describing the background of the marginalization of women in South Africa. It then outlines the problem statement, objectives of the study, research questions followed by an account of the research methodology that was used. The research question and research sub-questions will give direction to the study.

### 1.2 Background on the marginalization of women in South Africa

In the words of former President Nelson Mandela,

Freedom cannot be achieved unless women have been emancipated from all forms of oppression... unless we see in visible and practical terms that the conditions of the women of our country have radically changed for the better, and that they have been empowered to intervene in all aspects of life as equals with any other member of society (in Veeran, 2006: 88).

Historically, women's participation in South Africa is generally fraught with exclusion, discrimination and marginalization (Ndinda & Uzodike, 2008). Although both men and women experience hardships, women in South Africa endure multiple burdens which they have to either embrace or fight against in their daily lives (Veeran, 2006). These multiple

burdens include restriction in employment opportunities, balancing of household and employment duties, patriarchal organizational culture, gender-blind service delivery and gender-blind participatory processes (Maharaj, 2000). Women's struggles and marginalization are tied to the triple oppression of the apartheid system, the capitalist system, and cultures and traditions (Maharaj, 2000). For the purpose of this study, African women are the focal point because they are the ones whom in many instances benefit from low cost housing projects.

During the apartheid era, land and space were legislated and clearly demarcated according to the Group Areas Act of 1950 which prohibited black South Africans from living and working in certain areas. The Separate Amenities Act limited the interaction of White and Black South Africans (South African Institute of Race Relations, 1972). The policies and laws of apartheid marginalized black women in South Africa to the extent that they were not even allowed to walk anywhere without legal documents (passes) which explained their identities (Isike & Uzodike, 2011). During the apartheid era, black women worked long hours sacrificing their families for poor wages and poor prospects of self-enhancement while white women were able to climb the corporate ladder (Veeran, 2006). Low income meant that black women were discriminated against in access to housing and financial assistance (Ndinda & Uzodike, 2008). The marginalization of African women worsened when regulations were passed in 1968 which stipulated that the housing permits could be provided only to African men who were over 21 years of age, employed and had dependants legally staying with them (Morris, 1981 *cited from* Ndinda, 2007). This regulation perpetuated the marginalization of women as women who were widowed/ separated or divorced were given no consideration in options for access to housing.

In addition to class divisions there was also division of labour which regulated what work people were permitted to do, and which was perpetuated by the capitalist system. Capitalism was essentially about the making of profit whereby the upper classes ended up becoming richer while the lower class became poorer (Isike & Uzodike, 2011). This was because the upper classes (rich) owned the means of production and the lower class (poor) produced goods and services, while the profit belonged to those who owned the means of production (Isike & Uzodike, 2011). Although capitalism affected the whole of the lower class, including both African men and women, it may also be blamed for perpetuating gender hierarchy

through the division of labour. As a result of the division of gender roles women became inferior because they were not given equal participatory roles with men (Ndinda, 2007).

In addition to apartheid and the capitalist system, culture is also cited as significantly influential in the marginalization of African women. Culture is made up of the beliefs and norms that different societies believe in. The value systems embedded in these cultural beliefs have always perceived women as inferior to men (Hutson, 2008). This not only encouraged gender inequality but also perpetuated the inferior level of participation of women. Through patriarchy men gained control and power over women (Maharaj, 2000). This was particularly the case in Zulu households where a man is the head of the household, meaning that a woman cannot make any final decision without permission from the male head of the household (Williamson et al, 2006). Even though women are present at community development meetings they cannot influence decisions because that is regarded as inappropriate in terms of their culture (Todes et al, 2010). As a result participation of women has remained very low if it happens at all.

Furthermore, the nature of the societies within which these households were located had power to influence what was happening in the private realm of women in general. There were gender roles and stereotypes set by societies; for instance, women were to be involved in the private space where they were regarded as “super capable home managers” while men were set to be involved in public space where they were regarded as powerful and oppositional figures (Fainstein & Servon, 2005; Kanji, 2004). Responsibilities such as building of a house was a man’s duty and women who participated in planning for housing development were regarded by society as “manly” because it was men’s responsibility to build a house for their families (UNCHS/HABITAT, 1986). A study conducted by Ndinda when she was assessing the use of skills of women after participating in the construction of houses, found that women did not use their skills as would be expected to further improve their capabilities (Ndinda, 2007). This suggests that women have internalised their marginalization to such an extent that it does not bother them when they are not part of the development processes. Ndinda (2007) therefore calls for a change of attitude on the part of influential people and organizations.

Despite postmodern women’s empowerment interventions, the history of women’s involvement in the planning process has failed to reflect ideas of development as a process of enhancing people’s wellbeing (Vijayamohanam et al, 2009). The new democratic government has realized the shortcomings of the past policies and legislation that made certain groups less

privileged than others and it shifted its focus to inclusive community development approaches. Grassroots development approach was adopted to close the gap opened by the marginalization of the local people by the apartheid government (William, 2006).

The eThekweni municipality, as noted by Todes et al. (2010), has supported gender equality through the preparation of a gender policy framework. This includes the formation of gender forums and introduction of gender training workshops. The purpose of these initiatives was to improve women's participation in planning and development processes. Even though the government has instituted gender equality policies, women, especially in rural areas, are still marginalized and excluded in participation processes within their communities (Todes, et al. 2010). Todes et al. report for instance that during community meetings in rural areas women remain silent while men make decisions, although women are the ones who are affected by the initiated development and stay in these communities while men spend most of their time away at work.

### **1.3 Problem statement**

The most frequent reason why women suffer the effects of poor planning of their housing is their limited involvement during the planning and development processes (Moser, 1987; Moser & Peake, 1994). Before 2000, women in South Africa were largely excluded from participating in the planning and construction of their houses (Ndinda, 2004). Poor participation of women has been perpetuated by different challenges that African women endure from social, economic and psychological point of view. The past developmental policies also restricted black women from owning land. This coupled with poorly structured housing finance system which obstructed women's access to bank loans (Ndinda & Uzodike, 2008). Lack of participatory opportunities for women in planning and construction of houses, and women's poor financial muscle, has meant that they are left with no option but to live in the informal settlements (Kabajuni, 2009).

Poor participation of women during planning and construction of their houses has led to a lot of challenges including not only lack of empowerment but the lack of appreciation and taking ownership of their houses as well (Ndinda & Uzodike, 2008). Government is delivering low cost housing to deprived communities. These houses get dilapidated so easily because people don't feel that they have worked for their houses thus they need to take ownership and keep them in good condition. This could be linked with the poor consultation and engagement with

the beneficiaries during planning and construction of houses. Subsequent to this, people still sell their houses and go back to informal settlements (Kabajuni, 2009). Kabajuni (2009) asserted that people's participation is believed to add value in voicing out their concerns so that the end product meets their expectations. Such expectations could include the location of their houses and even the design of the house. Women and the disabled need to be involved during planning and construction of their houses so that those with special needs are catered for as well.

Moreover; it needs to be remembered that representation of women in planning and construction of housing does not in itself mean empowerment; rather it is the kind of activities and the level of physical engagement in the activities, including decision making, which might empower women (Rowlands, 1997). This dissertation accordingly assesses the level of engagement of women in planning and construction of their houses during the Piesang River project. This is done by looking at the kind of activities in which women have been able to participate and at the skills and knowledge which they attained as a result of their participation.

## **1.4 Justification of the study**

Most feminist writers argue that women do not participate or are inadequately involved in the planning for development of their houses (Vijayamohanam et al, 2009 in Kabeer, 1999b; Akerkar, 2001; Mugambe, 2007). They indicate that as a result, women's needs have not been well catered for in terms of housing delivery. Ndinda and Uzodike (2008) make the point that women's participation is affected by a number of factors and one of them is financial resources. Kabajuni (2009) notes that women remain the poorest group in the whole world, and that of the 1.4 billion people projected to be poorly housed by 2020 the majority will be women. In view of the fragmentation caused by apartheid and the poor standard of housing for the poor communities, government formulated policies such as the Reconstruction and Development Programme (RDP) that sought to create a conducive and supportive environment that would encourage the participation of local communities including women, in planning and construction of their houses (Sandie & Loots, 1998). Government has also encouraged and supported self-reliance approaches to participation, by NGOs and CBOs, rather than waiting for the government to deliver services.

This study is therefore important because it will show how women in the Federation of the Urban Poor (FedUP) managed to utilise their own resources together with support from government (the former Department of Housing and now Department of Human Settlements). FedUP is a community based organization which also deals with housing projects but uses the People's Housing Process (PHP). This study will show women's participation during planning and construction, it will also include the methods of participation and activities from project conceptualization to implementation of building plans.

Both government and FedUP have added to an understanding of the way women participate and of the issues and challenges that affect their participation during planning and construction of their houses. This study provides recommendations which could be used by both government and other CBOs to support and encourage the participation of women during planning and construction of houses. Although this is a longstanding project which has been in existence since 1999, assessment of participation remains important since the project is still expected to continue, and this study advances the body of knowledge on the processes followed with regard to women's participation in the course of project planning and implementation. Moreover the study will give both the eThekweni Municipality and the FedUP beneficiaries useful indications of gaps that exist in enhancing the participation of women in housing development project.

## **1.5 Objectives and research questions**

Broad objective of the research

The broad objective of this dissertation is to establish the role played by women during the planning and construction phases of the Piesang River housing project.

### **1.5.1 Specific research objectives**

- a) To investigate the level at which women participated in the Piesang River housing project.
- b) To understand the methods of participation used by women in the Piesang River project during the planning and construction of their houses.
- c) To identify the factors that might have affected the participation of women in the planning and construction of houses in the Piesang River project.

- d) To determine the role played by the planners and community facilitators in assisting women in the Piesang River project to plan and develop their houses.
- e) To examine the role played by the former eThekweni municipality during planning and construction of houses at Piesang River.

### **1.5.2 Research question**

To what degree was the participation of women enhanced during planning and construction of their houses in the Piesang River Project?

### **1.5.3 Research sub-questions**

- a) At what level did women participate in the Piesang River housing project?
- b) How did women participate during the planning and construction of their houses?
- c) What were the successes and challenges faced by women during their participation in the Piesang River project?
- d) How far was the involvement of town planners and compliance of town planning policies during the planning stage of the Piesang River project?
- e) How did the involvement of eThekweni municipality staff assist women in achieving their houses during the planning and construction of houses at Piesang River project?

### **1.5.4 Research hypothesis**

Women can play an active role during planning and construction of their houses provided they are given the right platform and relevant support from relevant structures and institutions of government.

## **1.6 Definition of key concepts**

### **1.6.1 People's Housing Process (PHP)**

PHP is a type of subsidy provided by government, which is disbursed as grant money to the developer who is building the houses; this developer can be a private company or a community organization (Tissington, 2011). Acknowledging that women's participation in housing has not been fairly recognized, the subsidy scheme gives women participating roles in their housing delivery (Ndinda, 2004). In the PHP government, communities and private organizations in the housing sector combine to assist communities in planning and

implementing the construction of their own housing settlements through sweat equity (Tissington, 2011). People in this process are given tools to build houses themselves, and while this may be seen as encouraging self-reliance, critics argue that government's housing delivery responsibilities are thereby shifted to the poor (Ndinda, 2004).

### **1.6.2 Participation**

Participation means collective and continuous efforts by the people themselves in setting goals, pooling resources together and taking actions which aim at improving their living conditions. (Mishra, 1984, in Khan & Ara, 2006: 76).

In this study, women are requested to share knowledge of how they participated collectively to achieve their houses. Participation in this dissertation is defined by the activities which women in FedUP participated in. According to the World Bank (in Birungi, 2007), participation is an act of taking part or working with others to make decisions over development initiatives that affects them. Although there may be more definitions to participation, Uphoff (in Khan & Ara, 2006: 76) discusses four kinds of participation:

- participation during decision making: identifying problems, formulating alternative planning activities, allocating resources etc.
- participation during implementation: carrying out activities, managing and operating programmes
- participation during economic, social, political or other benefits individually or collectively
- participation during evaluation of the activity and its outcomes for feedback purposes

All these types of participation are important for this study, however the assessment of participation put in by women in this dissertation is measured by planning and construction activities played by women.

### **1.6.3 Planning**

Planning can mean different actions at different levels for different people. Litman, (2009) provides a generic but meaningful definition of planning: namely, that planning is the process of deciding what to do and how to do it (Litman, 2009). This means that there can be no planning without a clear goal to be achieved and a clear process or clear steps lined up to

achieve a desired goal. This definition is used in this dissertation in reference to the steps and procedures taken by women during planning/preparatory stage for construction of their houses. In this way it is possible to assess participation of women based on how the stipulated activities were performed and the level of engagement the women were engaged in.

The classifications outlined by the Built Environment Support Group (1999: 16) in their guiding principles for the spatial planning of adequate housing are important for the understanding in this dissertation of planning of houses; they indicate how women managed to comply with these principles during the planning of housing:

- **The environment:** housing environment needs to be planned in a pleasant, safe and convenient environment in which to live. This means that the urban planners should take into consideration whether the location is not in environmentally sensitive areas which are not appropriate for adequate habitation. Environmental impact assessments (EIAs) should be done well and overall risk and safety measures should be taken into account (BESG, 1999). The examination of any already existing ecosystem is important to ensure that it will not be harmful to the people and environment. Planners should integrate development so that people are provided with a pleasant and safe environment to live in (BESG, 1999).
- **Affordability:** housing needs to be affordable for households with low or irregular incomes and also for the government (BESG, 1999). If it is not affordable for the household (e.g., when the occupant cannot maintain the house, including payments of rates and service charges) there is likely to be a serious impact on expenditure on basic needs or even loss of the dwelling. If the house is not affordable for the government then housing provision may be unsustainable, worsening the shortage of adequate housing.

#### **1.6.4 Housing Construction**

In this study, construction refers to implementation of the stipulated plans. Construction is critical to planning in the sense that when proper planning has been done there is a tendency for the construction to follow the trend of planning. Although it is not always the case, this study shows how planning of housing affected the construction process for this particular project. In relation to women's participation, there is a stereotypical perception that women become involved in planning but when construction begins they begin to pull away. This study aims to show how women did participate in the planning and construction of their

houses. The BESS (1999) principles were used as a guide to the activities and to check as to which level did women in Piesang River project participate. For the purpose of this study the researcher focuses on the structural stability (the building itself) of a house. This is not to say that other factors of housing are overlooked or ignored, because housing is more than just a roof over one's head. This dissertation chooses to focus on the structural stability in order to understand the physical activities and roles played by women during their participation in the housing construction process.

- **Basic services/infrastructure:** housing related basic services and infrastructure need to provide access to basic services essential for health, such as water and sanitation. As highlighted by UN Habitat (1996), housing is more than just a roof above the head; hence, for adequate human habitation the basic service access points should be available at the disposal of the occupants. People need to work, study, go to health institutions, police stations etc. Thus people should not find it difficult to access all these services in their vicinity.
- **Adequate housing** (the dwelling): housing needs to provide protection from the elements and suitable space for eating, sleeping, relaxing and family life. The feeling of emotional satisfaction and happiness at home fulfils adequacy of housing. The right to dignity (Bill of Human Rights, Chapter 2) states that everyone has an equal right to privacy and dignified respect. Adequate housing is considered to be more than just a dwelling and evidence has shown that through an adequate dwelling households feel confident and respected (Bolnick & Bradlow, 2010).

## **1.7 Research methodology**

Research methodology is the way the research problem is investigated or solved (Industrial Research Institute, 2010). Research methodology is where the researcher specifies the procedures adopted in order to fulfill the objectives of the research. The purpose of this section is to outline the type of research methodology that has been adopted to achieve the objectives of this study. It explains the methods used in the study, how the data was collected, the sample size selected, the instrumentation used, the data collection strategies and the data analysis.

### **1.7.1 Research process**

A qualitative research method was adopted to conduct this research. Qualitative method is based on subjective data items which cannot be given a numeric value – for example attitudes and opinions of a range of individuals on an issue (Kumar, 2008). A qualitative approach is ideal for this research because it allows the researcher to examine or assess people's experiences in detail through in-depth interviews or focus group discussions (Hennink, Hutter & Bailey, 2011 in Langford, 2012: 111-112). The researcher in this study undertook preliminary investigations before conducting the research in order to understand the situation of the Piesang River area. The information that was obtained during the preliminary investigations revealed that FedUP was an option mostly for women and that other parties involved in the Piesang River housing upgrade included the eThekweni municipality and CBOs such as Human Habitat. This information was useful in the study, more especially in selecting the interviewees and the sample size. It also helped in building the background of the dissertation and has been incorporated in the case study chapter.

### **1.7.2 Sources of data**

Both primary and secondary sources of data were used in this study. These sources are briefly described below.

#### **1.7.2.1 Primary sources**

Primary data for this research was collected through face-to-face interview and survey questionnaires. The key informants included the FedUP housing beneficiaries, the NGO representative and the professional facilitator from uTshani Fund, the project manager from the eThekweni municipality, and selected active leaders of FedUP.

##### **1.7.2.1.2 Sampling procedure & sample size**

FedUP at Piesang River has seven saving schemes with an average of 30 members per saving scheme. The sample size for interview respondents was reached by means of a **snowballing sampling procedure**. Snowballing sampling identifies cases of interest from people who know people who can provide relevant information which can help the researcher to achieve the objectives of the study (Patton, 1990). This sampling procedure was relevant for this study because the researcher had limited information on whose houses were built by women

of the FedUP through the PHP approach. Hence the key informants that the researcher had identified referred/suggested other women who were involved in the process of planning and construction of their houses.

Out of the seven saving schemes, two were able to assist the researcher to achieve the objectives of the study well. The two selected saving schemes constitute over 40% of the total membership of the seven saving schemes. The other five saving schemes could not participate in the study because they indicated that their membership still needed to be revived. The population size then was determined by 60 beneficiaries (30 members from each saving scheme). The researcher interviewed 24 informants, which is again 40% of the total number of beneficiaries of the housing project, based on their availability and willingness to participate.

These 24 informants were asked questions through a focus group discussion. A focus group could be defined as a “group of interacting individuals having some common interest or characteristics, brought together by a moderator, who uses the group and its interaction as a way to gain information about a specific or focused issue” (Marczak & Sewel; 1991 cited in Butler, 2002: 75). Focus group discussion helped this research to both save time and yield more accurate information. One of the advantages of conducting interviews through focus group discussion was that while some respondents were speaking about an issue others were remembering something related to the matter being discussed.

In addition to the sample of 24 beneficiaries from Piesang River saving schemes there was an interview discussion with two women familiar with the operational particulars of FedUP who were suggested by the key informants in the first sample – a further instance of sampling using a snowballing technique. The participation of these two women in this study provided this study with valid information about the projects rolled out by FedUP at Piesang River. One of these two respondents participates as a board member of uTshani Fund while the other encourages women’s savings.

Additional data came from various project facilitators who were selected through *purposive sampling*. This study focused on women taking part in the planning and construction of their houses through the PHP approach in Piesang River. For this reason the purposive sampling procedure was useful because the study purposefully targeted women. According to Teddlie & Tashakkori (2009), purposive sampling is a data collection technique that helps in selecting

a number of key informants to respond to the research question but yield the most information about a particular phenomenon. The interview with the uTshani Fund facilitators was based on purposive sampling strategy because the researcher already knew the respondents who would furnish information pertinent to the aim of the research. This research used semi-structured interviews following a list of thematic questions on a specific context and theme related to each particular key informant (*See table 1*). In addition, a camera was used to capture visual data with the consent of the respondents. There were three key informants from uTshani Fund and one from eThekweni municipality:

- a) a technical facilitator/community planner who also works as a facilitator from uTshani Fund. In this research she is referred to as a facilitator because she also facilitates during the processes of participation in planning and construction of houses. She was consulted by a researcher to assist this study with all the information relating to the facilitation and town planning support given to women during planning and construction of their houses.
- b) a technical consultant who was interviewed using face-to-face interview strategy. He is also a facilitator to FedUP projects from uTshani Fund. Although the technical consultant said that he was not involved in the Piesang River project as the technical community planner, his contribution to this research assisted in gathering a SWOT analysis of the uTshani Fund since he has worked for this organization for a long time. UTshani Fund is an organization that supports FedUP projects and encourages beneficiary participation during the planning and implementation of projects.
- c) a partnerships administration manager who plays an administrative supporting role from uTshani Fund. The partnerships administrator deals with office work related to FedUP and the eThekweni municipality. She arranges and attends meetings of partnerships with municipal officials and has been a reliable source of information for this study about the partnership with the eThekweni municipality.
- d) the project manager from the North region of eThekweni municipality who was interviewed using face-to-face interview strategy. Piesang River housing project is handled by him, and his importance to this study was thus mainly to clarify the nature of the working relationship between the eThekweni Municipality and FedUP and the procedural stages of the project.

### **1.7.2.2 Secondary sources**

Secondary data in this research involved a review of available literature relating to the body of knowledge which informed this research and which highlighted gaps to be filled. Secondary data sources included books, journals, and reports (nationally and internationally) on researched participation of women in planning and construction of adequate housing. It also included relevant dissertations about participation of women in PHP projects. Reviewing the secondary sources helped this research to identify the theoretical approaches within which this study is contextualised.

### **1.7.3 Data analysis**

This research used activities performed by women as a model to assess the participation of women in the planning and construction of their houses. This includes the type of activity, the level of participation of which women took part in and the skills and knowledge gained by women during participation. The purpose of analysing in relation to the activities that women perform was to understand the participation process and how it led to empowerment of women. This model helped in arriving at an understanding of what activity/role was played by each stakeholder in terms of encouraging participation of women in the Piesang River PHP project.

## **1.8 Limitations of the study**

- a) Although the objectives of the study have been achieved successfully both the CBOs and the municipality were able to provide only limited information on Piesang River. It was difficult to establish the total number of members of FedUP because membership is not consistent. People drop in and out, and for this research the researcher therefore used the average total of beneficiaries from saving schemes which are still saving, even though this number might have decreased from the stipulated 30 membership per saving scheme.
- b) There was also inconsistency in terminology between “People’s Housing Process” which is the term used by FedUP to refer to their process, and “Enhanced People’s Housing Process”, which is the term used by the municipality to refer the same process. This caused some confusion for the researcher and this study therefore

confines itself to the term People's Housing Process (PHP) in reference to the FedUP housing process at Piesang River.

## **1.9 Structure of the dissertation**

### **Chapter 1- Problem formulation and research methodology**

This chapter presents the background to the study and the research problem, objectives and research questions. This chapter also provides an understanding of the dissertation key concepts. Moreover; the research methodology discusses how the data was collected, including the sample size selected, the instrumentation used, data collection strategies and the data analysis. Lastly the chapter outlines the scope of the dissertation.

### **Chapter 2- Theoretical framework & Literature Review**

This chapter provides the insights of feminist approaches and theories to women's participation. The second part discusses South Africa experience in relation to case studies of participation of women in housing from Brazil, Canada and Kenya. Literature is reviewed to compare national and international precedents in participation of women during planning and construction of houses.

### **Chapter 3: Case study**

This chapter focuses on the historical and geographical background of the Piesang River project. It discusses the operation of FedUP at Piesang River using the PHP approach.

### **Chapter 4: Research findings and data analysis**

This chapter analyses the data collected. Data collected was analysed and presented according to the different themes that were explored.

### **Chapter 5: Summary of findings, conclusion and recommendations**

This last chapter will present the summary of the research findings, conclusions drawn from the findings and further makes the recommendations for further research. Recommendations

are based on the lessons learnt from the women's successes during their participation in planning and construction processes.

## **Chapter 2**

# **Theoretical framework & Literature Review**

### **2.1 Introduction**

Recapping from the first chapter, it is evident that African women in South Africa have been a marginalized group because of the policies and laws which promoted the interest of men at the expense of women's interest. (Economic & Social Development Department, Rome, 1995). Examples of these laws include patriarchal customary laws and discriminatory statutory laws. Under the customary land tenure system it became clear that African women have been discriminated against issues of access to land ownership. As because of this discrimination, women find it difficult to participate in the planning of programmes which are meant to improve their lives including their housing (Benschop, 2004). The lack of participation of women is perpetuated not only by the discriminatory laws but also by the lack of resources and support during planning and construction of houses.

The main focus of this chapter is twofold; the first section provides theories which underpin the participation of women in the provision of housing and the second part is the literature review. Theoretical framework has two purposes to fulfill in this chapter. The first part will discuss post modern theory, participatory planning theory, collaborative planning theory and advocacy planning theory. The second part of theoretical framework discusses; sweat equity approach, bottom-up approach and Arnstein's ladder of participation. Literature review will focus on the research issues regarding South Africa and international experience in participation of women in planning and construction of their houses. The first section of literature review looks at the participation of women in housing construction in South African context. The next section focuses on the international experience and draws attention to case studies from Brazil, Canada and Kenya. These theories, approaches and literature review are the basis of this study and they will be used to support and argue with the findings of the study.

## **2.2 Understanding women as diverse individuals**

Planning and construction of adequate housing is teamwork that requires different role players with the same interest to achieve a desired goal. These role players may include women from various walks of life, government at various levels, CBOs, and NGOs. Tandon (2008) argues that women may work with these different stakeholders as a group, but they are not to be mistakenly grouped as homogeneous because of the similar or shared goals they want to achieve. A definition of womanhood for this dissertation is vital but in the feminist literature there is no concrete working definition of a “woman”. Relying on the biological definitions may not adequately define what a woman is said to be; this is because the society within which women live in has its own defining features of a woman (Collins, 2000).

Social construction of a woman is a powerful discourse that also affects the definition of a woman. Thus self-definition is important because women know best about their own experiences and they cannot lie about them (Collins, 2000). Self-definition rejects the general definitions that represent women all as “one” and the “same” creatures. The concept of woman is generally used to identify any female human regardless of age (Connell, 2009). Collins (2000) stresses that self-definition can free women from marginalization; women should first be able to define themselves so that they can promote their self-esteem and become self-reliant before they can relate to collective participation. Therefore this research explicitly does not represent women as a homogeneous stream and it regards them as a diverse population group with different needs from those of men.

## **2.3 Understanding women in collective action**

Understanding women as a heterogeneous population does not mean that collective action is underrated in planning and development processes. The argument is that women as individuals should first be in a position of understanding their own selves before understanding communal circumstances. Individual capability in collective action plays a crucial role by making them feel self-confident enough to stand for what they believe in and attain similar goals (Connell, 2009). Collective action has been recognized as an important point where individuals come together with their ideas to achieve a certain goal (Connell, 2009). An example of the power of collective action is feminism. Feminism has been a tool used by women empowerment activists to claim gender equality; feminist images and statements have been used as a way to draw attention to gender issues (Connell, 2009).

Feminism is diverse; there is no single, universal form of feminism that represents all feminists (Connell, 2009). The most well-known types of feminism include liberal feminism, social feminism, radical feminism, and postmodern feminism. This study pays particular attention to postmodern feminism as a way to understand the participation of women in planning and development of their own adequate housing. Since the late 1970s the need for participation by women has been taken more seriously in community development initiatives.

## **2.4 Theories & Approaches that support the participation of women**

A theoretical framework is the foundation on which a research study is constructed and indicates that the study builds on knowledge that already exists. The goal of the theoretical framework is to outline and describe concepts relevant to the study and map relationships among them (Rocco & Plakhotnik, 2009).

### **2.4.1 Postmodern feminism theory**

Postmodern feminism relates to the gender and development (GAD) approach because it stresses that as much as women are different from men, women are also different from one another. The GAD emerged in the 1990s in analyses of the social relations and interactions between men and women. GAD focused on the social construction of gender-specific roles, responsibilities and expectations in relation to both women and men (Rathgeber, 1999). The GAD approach aimed at understanding societal impacts on both men and women that lead women to be subordinate.

Post-modernism embraced diversity by stressing that; women may be a marginalized population but, they are marginalized in different ways (Tandon, 2008). Furthermore it looks at the issue of power relations between development role-players. According to postmodern feminism, collective action is action that gives individuals power to influence structures that oppose their views (Beasley, 2005). Power obtained in a group must be shared equally among everyone in the group so that no one dominates and/or that decision making is done by everyone in the group (Tandon, 2008). Postmodern feminism is relevant for this research because it dispels the common belief that women are a homogeneous group. Watchman (1991, in Rosser, 2005) observes that there are as many different women's experiences as

there are types of women, which means that women's needs may not be universally addressed. Understanding women as individuals by using the postmodern feminism approach helped the study to examine each woman's role and contribution to the bigger group in the planning and development of houses in Piesang River.

#### **2.4.2 Participatory planning theory**

Participatory planning is a practical process that can either encourage or discourage the level of participation by women (Thomas & Bendapundi, 2004). Understanding the planning model assisted this study to identify the way in which participatory planning encouraged or discouraged the empowerment of women during planning and construction of their own houses. This practical process is an essential tool to encourage participation of women, but only if women are included in all stages of the project including decision-making processes (Thomas & Bendapundi, 2004). These stages include the sharing of information, consultation, collective decision making, acting together and supporting each other during the phases of the project (Wilcox, 1994). Participatory planning theory stresses that through decentralisation of resources and extending opportunities to everyone including the previously marginalized, planning and construction can encourage the participation of women (Thomas & Bendapundi, 2004). Decentralisation is an important concept in participatory planning because it serves not only as a catalyst to enhance opportunities for women to express their views but also as a cornerstone of good governance, it fosters citizen participation and it promotes gender equality and benefits women (Williamson et al., 2006). Good governance is a closely related aspect of participatory planning that has been cited in community development literature as a way to ensure that corruption is minimised and that the marginalized are heard in decision making (UN Paper, 2006).

Bad governance results in unequal power within planning and development processes and confines women to an inferior level of participation in the planning of their housing because their voices are not considered (Sanderkock, 1998). Good governance, on the other hand, embodies eight positive characteristics which are listed in a United Nations document (UN Paper, 2006) as participation, consensus orientation, accountability, transparency, responsiveness, effectiveness and efficiency, equity and inclusiveness, and observance of the rule of law. Although this dissertation's focus on planning and development is more concerned with the physical structure of adequate housing in the built environment; social,

economic and environmental aspects of these processes cannot be ignored. This is important because adequate housing is more than just a physical structure; it also includes social, economic and environmental factors which are three pillars of sustainable development.

### **2.4.3 Collaborative planning theory**

Collaborative planning followed the realization that people were not saying much about planning for their community development. The collaborative planning theory was meant to encourage previously silent groups, including the poor, women, and the disabled, to come to the centre of community development and say what they think could help them (Giddens, 1985). Collaborative planning downplayed the central expert role of the planner and instead adopted a people-centred approach where people could drive their development process and decide as a collective (Healey, 1998). Participants in collaborative planning theory are encouraged to find ways of practically achieving their planning desires and to question what is put before them rather than simply agreeing with everything.

One of the advantages of collaborative planning is that participants are able to interact with the planners; their indigenous knowledge is not simply taken for granted, which means there is a mutual learning process where knowledge passes from the expert to the local people and from the people to the expert (Tewdwr-Jones, 1997). Secondly, collaborative planning empowers people because they become part of the planning process in that they are able to question and reason throughout the process of planning (Tewdwr-Jones, 1997). Thirdly, collaborative planning adopts more open style of practices and in such a way as to open communication between the expert and the stakeholders (Tewdwr-Jones, 1997). Moreover, with collaborative planning participants are able to collaborate and change the existing conditions into what they think could best suit all of them. For the purpose of this dissertation, collaborative planning theory is meant to highlight participants' concerns such as the relationship of professionals and women from Piesang River as they engage in collaborative work.

### **2.4.4 Advocacy planning theory**

Although this is an old model of planning which could have been overused, in this study it is critical for understanding the actual practice of community supporters or facilitators in encouraging participation. Advocacy planning encourages participation through promoting

pluralism and the notion of a single best solution (Peattie, 1968). According to the mandate of advocacy planning, advocacy planners promote more than the tokenism of deceptive or manipulative citizen participation (Forester, 1994). Advocacy planners play their mediating role through listening, encouraging and facilitating communities (Forester, 1994).

Whenever people of either the same or different genders or cultures interact, there is always a person that guides them to achieve a certain goal. This process is known as facilitation, and it is an important issue for this dissertation because it concerns the relationship between the professional and/or technical facilitator and the women of the federation. The process of planning and construction of adequate housing may be called facilitation, while the professional technical supporter involved in the process of adequate housing delivery may be referred to as a facilitator. Facilitation is a process of enabling groups to work collectively and effectively, guided by a facilitator in decision making. A facilitator is generally someone who believes that it is a human dream to desire something, and that his/her role is to guide people in order to fulfill their dreams (Sirolli, 1995, in Hogan, 2002). A facilitator in the process of achieving a goal is not responsible for decision making, but rather he or she helps group members to realize options they may have and the possible outcomes. It is also the role of the facilitator to make sure that everyone participates in reaching decisions that satisfy everyone and that no one should be or feel excluded in the process of development.

During community planning, the clients are the ones who identify their needs while the advocacy planner has the responsibility of listening to all the community needs and mapping with the community to determine if they are achievable and how they are going to be achieved. A communicative relationship between an advocacy planner and the community compliments a bottom-up approach and promotes societies which bring different dimensions, where you find that a certain group of people have more power than others (Peattie, 1968).

#### **2.4.5 Sweat equity approach**

Sweat equity is the contribution of labour by the households to the building of their own desired housing without the strain on budgetary allocations. As an approach to housing provision, sweat equity has been a useful tool for women because it takes into account the economic circumstances both at household and national levels (Ndinda, 2004). Sweat equity works well with the principles of the PHP in that the beneficiaries are regarded as the drivers of the planning and construction process. Since the process of house construction is done by

beneficiaries themselves, the skills and knowledge that they gain during the process build their human capital, thus they can use to enhance their local economic development (Ndinda, 2004). Although the sweat equity approach to housing may be driven by women empowerment, it is also noted by Ndinda, (2004) that women-headed households are challenged by this approach. For women who are both sole breadwinners and household heads, contributing to sweat equity is difficult because they spend most of their time working for their families while their children are still young. In this regard, sweat equity needs to be assessed and modified in order to cater all potential participants, including female-headed households.

#### **2.4.6 Bottom-up approach**

The bottom-up approach was initiated by the post-apartheid government to replace the previous top-down approach to development (Taylor, 2000). The bottom-up or grassroots development approach, as explained by Willies (2005), has its focus on the people at grassroots level. The bottom-up approach was meant to decentralise the resources and opportunities that were previously centralised or assigned to the elites (Willies, 2005). The bottom-up approach gave marginalized groups power to influence decision-making processes because it values people as they are; it values their knowledge, skills, resources and culture (Willies, 2005). Although this approach has been put in place to promote community development from grassroots as opposed to development from above, to some extent the bottom-up approach has enabled the previously marginalized groups, including women, a platform where they are able to influence decisions, planning and implementation of their developments (Willies, 2005). The South African government implemented Batho Pele principles as a way of promoting the bottom-up culture of development. Governmental institutions – especially municipalities, being the closest sphere of government to the people – already promote cooperative service delivery. Moreover, in most CBOs and NGOs the bottom-up approach is the heart of their practice. Although the bottom-up approach is generic, in that it does not focus on women or men only, it is a relevant approach for this dissertation as it acknowledges participation of both men and women at a community level. Adopting a bottom-up perspective helps to encourage equal participation of women and men, since they both have a right to adequate housing.

Bottom up approach can be understood as a very strong tool of empowerment. When discussing about bottom up approach, empowerment is not supposed to be left out. Empowerment is the way government and other affected organizations have managed to pull women from the margins to the centre of development. Women have been a marginalized group, and since the advent of democratic governance, feminist writers have started to indicate that women are empowered through their participation in development initiatives (Williamson et al., 2006). Hence, empowerment is a central issue in this dissertation in relation to the differing levels of empowerment that have come about and also in relation to the effective level of empowerment for the women in the Piesang River project.

Empowerment entails issues of active participation and full facilitation; people are empowered when they feel within themselves that they are capable of sustaining their lives (Rowland, 1997). Rowland (1997) defines three levels of empowerment: (i) empowerment at *personal level*, where one feels a sense of self or individual confidence and capacity to be self-reliant; (ii) empowerment at *rational level*, where one develops an ability to negotiate and influence the nature of a relationship and decisions made within it; this is the level where people feel that they have gained the power to influence decisions made towards them; (iii) empowerment at *collective level*, where individuals work together to achieve adequate housing. For the purpose of this dissertation attention is chiefly on the collective level of empowerment, in assessing how women are empowered by their interacting participation during planning and construction of houses. Empowerment at the collective level is directly relevant to the PHP process, which is a collective process and has been highlighted as an empowering approach because it enhances people's participation during planning and construction of their housing. The PHP empowers people by giving them responsibilities in the process of planning and construction of houses through the sweat equity.

#### **2.4.7 Arnstein's ladder of participation**

Arnstein's ladder of participation is important in this study because it helps to explain the degree to which women are able to participate in the planning and development of adequate housing. Participation is important in planning and development because it encourages community development through promoting the culture of self-reliance. There are three main stages of citizen participation in community development. Arnstein (1969) firstly discuss the *stage of non-participation* as a stage where there is manipulation and therapy (Hogan, 2002).

During this stage the experts serve as a rubber stamp while the people of concern remain unnoticed in the development process. Secondly there is a *stage of degrees of tokenism*. During the stage of tokenism people are informed, consulted and there is placation. Though there might be a claim for participation at this level, it is a monologue kind of communication because there is no chance for feedback. Consultations are done for window dressing because the people of concern are not engaged in decision making and there is lack of transparency in all orders of service delivery. Decisions are taken by the minority who have power, and those who are powerless remain silent during decision making. Lastly there is the *stage of degrees of citizen power*; at this stage everyone gains power to influence decision making processes because at this stage power is decentralised. Thus, people become self-reliant because they are given all the control and they are able to work cooperatively to achieve their intended goals (Arnstein, 1969, in Hogan, 2002). Hogan (2002) noted that there can be no community development without community participation. Although the PHP has been associated with problems of poor time management, it nonetheless is apparent that the PHP empowers people to the level of degrees of citizen power. The stage of citizen power is the rightful stage where people can claim that they have been empowered once they reach it. For the purpose of this dissertation this stage is important to note because it will be used to judge/assess the level of participation of women during planning and construction of their houses.

## **2.5 Literature Review: South African experience**

Since 1994, a legislative and policy framework has been developed with the aim of redesigning and restructuring the apartheid city at national, provincial and local levels. This section discusses tools and concepts of legislative policy analysis used to promote participation and meeting housing demand in South Africa.

### **2.5.1 Progressive realization by the state of the right to housing**

In terms of Section 26 of the Constitution of the Republic of South Africa, 1996, everyone has the right of access to adequate housing, and the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of this right. The Preamble to the Housing Act 107 of 1997 acknowledges that; housing, as adequate shelter, fulfills a basic human need; both a product and a process; a product of human

endeavour and enterprise; a vital part of integrated developmental planning; a key sector of the national economy and a vital to the socio-economic wellbeing of the nation; (RSA, Housing Act 107 of 1997). Housing delivery is one of the responsibilities of government specified in South Africa's constitutional Bill of Human Rights. In attempting to understand planning and development of housing in South Africa, it is therefore vital to refer to state intervention in housing delivery. The indigent are the responsibility of government, and the state has a duty to ensure that its people are housed and their basic needs are provided, regardless of their affordability. The Housing Act (107 of 1997) illustrates that the progressive realization of this responsibility by government is difficult to quantify because it is open to a variety of interpretations.

According to the International Covenant on Economic, Social and Cultural Rights (ICESCR) and the South African Constitutional Court, progressive realization implies recognition that full realization of socio-economic rights will generally not be achieved over a short period of time (Tissington, 2011). However, the definition provided by David Bilchitz states that progressive realization does not and should not mean others should receive their housing immediately while others have to wait for later; each is entitled as a matter of priority to basic housing provision which the government is required to improve gradually over time (Tissington, 2011).

From this definition it follows that housing is recognized as one of the socio-economic rights and hence the progressive realization of the housing right cannot be understood without understanding the concept of resources constraints (Tissington, 2011). Housing has a resource implication for the state, which has the obligation to ensure that everyone has access to these rights on a progressive basis (Tissington, 2011). The Housing Act presents housing as both a product and a process; this means that there are resources used during the process of housing development to produce a house. Examples of such resources would be capital, labour and capacity.

In view of the resource constraints that delay realization by the state of the right to housing, there has been a call by government for partnerships between communities and NGOs (Tissington, 2011). The 2009 Presidential Budget Vote speech declared that "housing is not just about building houses, it is also about transforming our residential areas and building communities with closer access to work and social amenities including sports and recreation facilities" (Tissington, 2011: 27). This is to be brought about through communication with

the people and making sure that their participation is encouraged. According to Williamson et al. (2006), proponents of decentralisation say that it improves efficiency and transparency, deepens democracy, promotes equitable development and creates more responsive local government.

### **2.5.2 Challenges and government interventions in housing delivery in South Africa**

The preamble to the 1994 White Paper on “A new housing policy and strategy for South Africa” stated that:

Housing the Nation is one of the greatest challenges facing the Government. The extent of the challenge derives not only from the enormous size of the housing backlog and the desperation and impatience of the homeless, but stems also from the extremely complicated bureaucratic, administrative, financial and institutional framework inherited from the previous government. (<http://www.info.gov.za/whitepapers/1994/housing.htm>)

Hard-pressed to provide adequate housing to everyone in need, government encourages CBOs to come to rescue of poorly-housed communities in recognition of their capacity to create a platform for active participation in which an expert facilitates the process so that people become empowered. In the Housing Act (RSA, 1997) a guiding principle of housing development is that the state is expected to “encourage and support individuals and communities, including, but not limited to, co-operatives, associations and other bodies which are community based, in their efforts to fulfill their own housing needs by assisting them in accessing land, services and technical assistance in a way that leads to the transfer of skills to, and empowerment of the community” (RSA 1997: part1 (d), in Ndinda, 2009: 318).

This dissertation agrees with Khan et al. (2002: 262), who suggest that municipal community partnerships (MCPs) are best positioned to improve municipalities’ accountability and enhance responsiveness to the needs for citizens. Moreover, MCPs are seen as assisting government, and in particular local government, to respond creatively to the challenges that arise, which include strengthening the democratic social contract by promoting accessibility, enhancing representivity, strengthening accountability and improving responsiveness (Khan et al, 2002: 262). Partnerships can be entered into for a specific purpose or condition and terminated once this purpose or condition has been fulfilled. There is always a goal to be attained when a partnership is formed. In the case of this research, examining partnerships

was important as this is seen as a significant option for improving service delivery and enhancing development at grassroots level.

Policy on partnerships, especially MCPs, has been one of the positive initiatives that followed the democratic elections of 1994 in South Africa. Such policies were meant to enhance the relationship between the government and the communities. Furthermore, understanding policies related to empowerment of communities is vital in this study. The policies help to illuminate the challenges and successes that take place when policies are formulated. The evaluation of policies is important because it helps in the selection of policies that need to be adopted, changed or abolished.

### **2.5.3 The role of provincial government in creating a conducive environment for the provision of adequate housing**

#### **(i) RDP and individual subsidy**

The objective of the Reconstruction and Development Programme (RDP) was to solve social and economic problems that faced South Africa in the aftermath of apartheid, one such problem being housing delivery. The programme was instituted in 1994 by the new ANC government after the first democratic election which took place in that year. One element of the RDP was the subsidy scheme which aimed to rectify the challenges of inadequate and informal housing inherited from the apartheid planning system (Sadie & Loots, 1998). The complaints that led to the failure of the subsidy programme included issues such as small houses to accommodate big households, builders using cheap building materials resulting in poor quality houses, and the fact that some of the houses were built on environmentally sensitive areas such as flood plains and servitudes (O'Malley). The RDP individual subsidy failed to comply with the building regulations (Metagora, Paris21). In terms of structure, building materials and location to name just some of the issues, the RDP houses have failed to meet the requirements of adequate housing.

Although gender equality measures are highlighted in this policy, there are still challenges during the implementation process. Firstly, the RDP individual subsidy has failed to include marginalized women as it is gender neutral about promotion of participation in planning and development of adequate housing (Sadie & Loots, 1998). Secondly, the RDP housing failed to cater for different needs of the women, such as age, marital status or disability. In the case of the female-headed households, women have to travel long distances to their places of

employment because the RDP houses are located at the peripheries of the city and far from where they were working. Some women have to leave their children early in order to be at work on time and come back late due to long working hours and the long distances they travel, and this affects their relationships with their families and houses (O'Malley). For the above-mentioned problems with RDP housing participation of women who built through RDP cannot be assessed, because for this dissertation women can only be assessed if they participated during planning and construction of their housing.

#### **2.5.4 The role of local government policies in allowing participative planning and construction**

Local municipalities have an important role in advancing the provision of adequate housing and increasing the participation of women during the process. Local government is the sphere that is closest to the people, and the national and provincial governments have accordingly identified local government roles such as:

- ensuring the provision of services to communities in a sustainable manner
- providing democratic and accountable government at local communities
- encouraging the involvement of communities and community organizations in the matters of local government

The municipal level enables community participation during planning and development initiatives and can promote integrated development. The advantage of having municipalities closer to the communities should be used to integrate developmental plans. The municipalities function under the guidance of Municipal Systems Act (no. 32 of 2000), the advantages of which are that it focuses on developmental government as well as encouraging meaningful community participation (KwaZulu-Natal Planning & Development Commission, 2010). Furthermore; it encourages Integrated Development Planning (IDP), service delivery and performance management. Thus instead of seeing PHP projects as a separate people's approach, the municipality may use its tools such as IDP, SDF and LUMS to promote the PHP approach in order to encourage community engagement and also reduce the burden of providing housing needs to local communities.

### **(i) Integrated Development Planning (IDP)**

An IDP is a statutory requirement of the Municipal Systems Act and a key tool of developmental local government (KwaZulu-Natal Planning & Development Commission, 2010). The planning process involves working with residents to establish an overall vision for the entire municipality and planning strategically to ensure equitable service delivery across the municipality (KwaZulu-Natal Planning & Development Commission, 2010). The IDP serves as the main tool for local government to consult with the residents and to identify developmental priorities. Based on the broad principles and strategies outlined in the IDP, every municipality is also required by the Municipal Systems Act to develop a Spatial Development Framework (SDF) (KwaZulu-Natal Planning & Development Commission, 2010). Tissington (2011) notes, however, that municipal IDPs do not incorporate housing chapters and sees this as a disjuncture and lack of alignment between planning and housing at the local and provincial levels of government. The role of the municipality is regulated or directed by the IDP and it would therefore be appropriate for the PHP to be incorporated within these municipal tools of integrated development. The PHP could work better if government could come on board to include it within its community participatory processes. Also members in PHP should be able to access information about their projects, if they are in the municipal IDP or not.

### **(ii) The Spatial Development Framework**

The Spatial Development Framework (SDF) was intended to guide spatial planning, land development and land use management in order to promote and enhance equality, efficiency, integration, sustainability and fair and good governance (KwaZulu-Natal Planning & Development Commission, 2010). The SDF is the most critical planning policy tool as it has a binding effect on all spheres of government as well as on the private sector. The SDF informs all decisions of the municipality relating to the use, development and planning of land. The PHP could be incorporated in order for government to monitor closely whether planning and construction of houses is done according to the city standards and norms. The ePHP is a people's process which needs to be driven by people themselves and the SDF incorporates broadly the different types of spatial developments. In this case, the SDF may be used to guide decisions on directions of growth and the natural environment in which particular types of land use should be encouraged and others discouraged, or where the intensity of land development could either be increased or reduced (KwaZulu-Natal Planning

& Development Commission, 2010). The PHP could be incorporated into the sector of housing delivery as another option that communities may consider and be allowed to take part in.

### **(iii) Land Use Management System (LUMS)**

Land Use Management Systems (LUMS) promote desirable land development and prevent uncontrolled land development. Land use management includes activities such as facilitation of land development through participation of the municipality in the process, especially in public–private partnerships (PPPs) (KwaZulu-Natal Planning & Development Commission, 2010). In cases such as the PHP, LUMS can play an important role in managing the PHP because it also includes the use of land. Thus if LUMS incorporate the PHP there will be minimal land invasion where the community decides to grab land to build their houses. If the municipality accepts the PHP it could also be necessary for both parties to understand that the PHP is not a contractor or the developer but a tool or approach to encourage community participation during planning and construction of housing. The municipality could be responsible for all land packaging and town planning establishment funding, including undertaking of the EIAs and rezoning. Furthermore, the municipality could provide land-purchase funding or donate land to the community (Tissington, 2011).

## **2.5.5 Initiatives of Government to empower women**

Since 1994, government in South Africa has centred its focus on community development for marginalized people at grassroots level. Community empowering approaches were therefore adopted to close the gap created by the apartheid government through the marginalization of local people (Williamson et al., 2006). As time went by it became clear to the government and other interested organizations that women were not being fairly represented in community development initiatives, including human settlement development. The section below discusses the initiatives that have been taken by government to encourage participation specifically for women in housing delivery processes.

### **(i) National Policy on Women and Youth in Housing**

Although women’s empowerment has been a challenge in the government housing initiatives, a National Policy on women and youth in housing was established in 2009. This was to allow women to participate in the delivery of their housing (National Housing Policy of Women and Youth, 2009). The Department of Human Settlements is committed to empowering

women by broadening their housing sector so that women can participate in housing programmes (National Housing Policy of Women and Youth, 2009). The policy for women and youth in housing includes the following objectives:

- To promote and facilitate the empowerment and participation of women in housing delivery.
- To enhance entrepreneurial development and increase the number of women firms and SMEs providing services and products to the housing sector.
- To build partnerships with key stakeholders from non-government and private sector in implementing the women in housing programme. (National Housing Policy of Women and Youth, 2009)

The purpose of the policy for women and youth in housing was to give guidelines to stakeholders so as to enhance participation by women and youth to housing delivery. Although the issue of women's participation in housing delivery is not limited to KZN, this is nonetheless one province in which the potential of increasing their participation has been recognized (Williamson et al, 2006). According to the Department of Public Works-KZN, 46% of construction tenders were awarded to women and the Construction Industry Development Board (CIDB) has reported that in KZN 48% of women-owned construction companies are active and registered with the board (National Housing Policy of Women and Youth, 2009). This is an indication that women are moving from the margins of development to the centre. Williamson et al. (2006) make the point that where women have previously been marginalized as participants in their housing delivery, increased decentralisation and emphasis on gender equality has seen women becoming more active in seeking opportunities to address issues in whatever ways they can.

Todes et al. (2010) note that eThekweni municipality institutionalised gender equality by preparing a gender policy framework. This includes the formation of gender forums and introduction of gender training workshops. These initiatives were introduced to improve women's participation in planning and development processes. Todes et al. stress that although government has institutionalised gender equality policies, some women, especially in rural areas, are still marginalized in planning and development initiatives.

## **2.5.6 The ability of CBOs to encourage participation of women in adequate housing delivery**

### **(i) People's Housing Process**

Tissington (2010) argues that since government currently faces the challenge of providing for a growing population, with insufficient resources, encouraging the PHP could teach people not to depend on government for the things which they can do themselves. He further suggests that this housing process may be seen as an ideal method of empowering people, especially the previously disadvantaged, so that they gain confidence and ability to work cooperatively towards achieving a shared goal. Government in partnership with housing institutions, communities, the private sector and NGOs has built a total of approximately 1 155 300 houses for close to 5 776 300 people (Tissington, 2011).

### **(ii) Enhanced PHP**

Although PHPs in eThekweni Municipality (City of Durban) successfully built more than a thousand houses between 2002 and 2004, this process failed to deliver houses in 2005 or 2006 (Tissington, 2011). As a result, in 2008 the enhanced People's Housing Process (ePHP) was adopted and rolled out in April 2009 to replace the old PHP. The ePHP maintains the principles of people-centred development by empowering beneficiaries, creating partnerships, mobilizing and retaining social capital, involving women and youth directly in the process of decision making, and promoting housing that is apposite to social needs and community priorities (Tissington, 2011). The ePHP has been seen as an inclusionary process even for the poorest of the poor, who fall below the affordability threshold but can contribute through sweat equity to replace their financial contribution.

Government provides training and guidance to households so that they can develop skills to build their own houses. This process was adopted as a housing support programme to encourage households to actively participate in the process within their affordability range. Enhanced PHP promotes housing irrespective of affordability; although there are savings schemes to help members produce quality houses, those who unable to pay contribute their sweat labour (Ndinda, 2004). Women in this process are also seen as active participants who can contribute towards government's goal of eradicating informal housing by 2014 (Ndinda, 2004). While women's financial disadvantage may prevent them from contributing for their housing expenses, their indigenous knowledge must not be underestimated. Women can be agents of change if practitioners afford them full facilitation that recognizes their decision-

making skills. Myeni (2005) notes that people know their own needs best and they know how to apply survival strategies; therefore they should be given a platform to say what they need or how they think they could solve their problems. Horn, (1991: 54, in Naidoo, 1993: 24) states that it is difficult if not impossible to generalise about the interests of women, because of women's different class, ethnic, religious and personal backgrounds and positions in society. Therefore, the tools used by women in accessing housing should be understood and facilitators should be able to assist women in achieving affordable housing.

## **2.6 International experience with women's participation in planning & construction of their houses**

Wright (in Fanstein & Servon, 2005) stated that although women have been marginalized in housing developmental processes, some have achieved power to fight for their rights. Those women who have not been able to overcome their marginalization have had poor representation in planning and construction of their adequate housing. In the twentieth century, discrimination against women prompted women in America to form lobbying groups which influenced government policies at both local and national levels; included among their concerns were the adequacy and affordability of housing and the level of social services (Wright, in Fanstein & Servon, 2005). Forming the lobbying groups did not immediately lead to change, and women continued to face problems of inadequate housing and homelessness. During the 1970s and 1980s governments and civil organizations began to encourage participation of more women in the planning and development of adequate housing globally. Adequate housing became an international human basic right and governments were responsible for achieving the progressive realization of this right (Wright in Fanstein & Servon, 2005).

Once the lobbying groups were formed, housing people became the responsibility of every government, but with the increasing strain of population growth and escalating migration, governments started to encourage partnerships between public and private organizations to fulfill this responsibility (Sykorova, 2009). In France and the Republic of Ireland, public-private partnerships (PPPs) had a long tradition, first adopted in the 1990s, mostly for traffic infrastructure, parking lots, education, prisons and health care (Sykorova, 2009).

The Convention on the Elimination of All Forms of Discrimination against Women stipulates that “States Parties shall undertake all appropriate measures to eliminate discrimination against women and, in particular, shall ensure to such women the right to enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications (art.14.2)” (UN Human Rights, 2012: 12). As a result, initiatives were put in place to discourage marginalization of women, and it has been noted that there are examples of initiatives by women and women’s groups around the world to address general and specific issues, illustrating the strength and creativity of individual women and communities that have responded to violations of women’s rights to adequate housing, land and inheritance. There are also many examples of projects undertaken by communities, sometimes in partnership with States (UN Human Rights, 2012: 12).

Social capital – networks, associations and local knowledge existing within a community which are recognized as valuable development resources – plays a significant role in the organizations of women (Silverman, 2009). Social capital is another factor that enters into the assessment in this dissertation of women’s participation in planning and construction of adequate housing. Moreover; the chapter draws its case studies from Brazil, Kenya and Canada because these countries are still developing and their governments have realized the need for participation of women in the provision of adequate housing, similarly to the South African government. Hence, it enhances knowledge to consider these case studies. Although these case studies might not bring some lessons for South Africa to learn but it will show what is happening in other developing countries with regard to women’s participation in planning and construction of housing.

### **2.6.1 Participation of women in housing in Brazil**

Provision of houses in Brazil is a significant challenge, and housing conditions for many Brazilian women very often leave much to be desired. The literature shows that even the housing policy for low income groups failed to take women’s needs into consideration (Moser & Peake, 1987). Women have not been given opportunities for economic development, and even during the agricultural period when women participated in subsistence farming, they earned low salaries which prohibited them from accessing housing (Moser & Peake, 1987).

State intervention via the Companhia de Habitação do Estado do Pará (COHABS) to deal with the provision of housing to low income sectors, still left women-headed households marginalized because women could not keep up with interest payments to the National Housing Bank (BNH) due to their low income (Moser & Peake, 1987). As a result, the self-help approach was adopted in Brazil to assist the financially challenged to convert cost into sweat equity so that they can have access to adequate housing. Moser and Peake argue however that although the self-help approach was seen as an ideal approach because of its affordability factor, it embodied conditions that still marginalized some women. For instance, sweat equity was used instead of having a certain income level in order to qualify to have an adequate house built because some women did not have income at all (Moser & Peake, 1987). It can then be objected that the women-headed households, especially those headed by older women who take care of young children, were automatically excluded from accessing adequate housing because they could not participate or use self-help as specified by the approach. Hence they had no other alternative but to live in informal settlements. This highlights the need for government and other interested parties to find ways to enable every woman to participate in the attainment of their adequate housing without being excluded because of their age, marital status or HIV/AIDS status.

The context of Brazil in relation to participation of women housing is not far from the South African, self-help approach has been a rescue for most women in these countries in order to get involved in planning and construction of their houses. The challenge of finance seems to be the same especially in women headed households but the idea of having assistance/loans from banks has been a rescue for most women in low income households to build their houses. Moreover, government in South Africa has taken an initiative of providing housing for all the disadvantaged. It could be encouraged that Government of Brazil works with Non-Governmental structures to prioritize the disadvantaged. Governments from Brazil and South Africa need to accept and understand that self-help approach doesn't take all the responsibility out of the responsibility of the government. The groups which are trying to be self-reliant should be met half way especially in terms of funding or grants.

### **2.6.2 National Working Group on Women and Housing in Canada**

Housing for women in Canada has been developed largely without taking into account women's needs as a diverse population group who require a variety of housing and income

support options at different life stages (National Working Group on Women & Housing in Canada, 2003). Apart from the issue of women's diversity, a number of inter-related factors have been noted as causes of insufficient or non-existent participation of women in housing processes in Canada. Women's poverty, systematic discrimination, and inequality experienced by particular women in accessing and retaining housing and income support have contributed to the insufficient participation of women in housing (National Working Group on Women & Housing in Canada, 2003). As a result of a shortage of affordable housing, the Canadian government implemented a National Working Group on Women and Housing (NWG) as a method of encouraging active participation of women in housing delivery. The NWG generates income support policies and programmes for women in areas of housing (National Working Group on Women & Housing in Canada, 2003).

In government intervention, four basic needs are noted in regard to adequate housing for women: affordability, accessibility, security and stability (National Working Group on Women & Housing in Canada, 2003). Although these needs may seem relevant for most women, it should not be assumed as a generalisation that all women require these needs. Inclusion of women in decision-making processes when it comes to their housing avoids generalisation of women's needs and has been identified as the appropriate way to understand their issues and deliver housing that meets their needs and diversity (Thematic Committee: Habitat Agenda, 2001).

The NWG is also relevant for South African context, already it should be honored that government in South Africa is encouraging women's participation through women led forums where they sit and talk about issues they could use to improve themselves. The South African Women in Construction (SAWIC) is an example in the case of South Africa. Such forums are important because they serve as catalyst to speed up the process of participation. Through forums, women become enlightened about all issues relating to them including accessing and managing their housing.

### **2.6.3 Muungano Federation in Kenya**

Although Nairobi is Kenya's capital and a successful international city considered by many as the gateway to East Africa (with many international agencies located there), housing conditions for much of its population remain very poor (Weru, 2004). The input of people's federation and NGOs has added value to the improvement of the standard of housing in

Kenya. The significance of the Muungano Federation in this dissertation is the insight it provides into the way that women elsewhere in Africa are participating in planning and construction of adequate housing. Muungano uses the participatory planning model, which has direct relevance to recommendations made in this dissertation for consideration by FedUP.

The participatory planning model of Muungano Federation aims to build community power through enumerations and mapping as the first step, combined with savings mobilization before upgrading (Weru, 2004). In the enumeration and mapping phase, the community, including women, gathers information about the settlement profile and the needs of the community. This information forms a specific community development plan; it gives direction as to how many people stay in the settlement and how much space has been used for each dwelling (Weru, 2004). During enumeration and mapping women participate in data collection, with some working on enumeration while others are measuring up the square metres of the dwellings. This ensures that people do not wait for the government or some outsider to come into the settlement to collect information and use it for their own purposes (Weru, 2004). In the savings mobilization phase, women encourage daily savings. Some are involved in collecting the money and others are treasurers (Weru, 2004). After the planning process, women continue to participate during construction of their houses. They do this through sweat equity, which means that rather than hiring a contractor, the community plan and construct their own houses. Through this approach it has been shown that the community saves money and produces better quality houses. The community of Muungano Federation has empowered women through their active participation during planning and construction of their houses.

The relevance of Muungano in the South African context is the concept of savings which leads to self-help housing that women in Kenya rely on. Although this is already working here in South Africa but the concept of savings could be taken more into scrutiny to assess how it has helped women to participate in their housing. Savings in Kenya are the strongest tool of women especially the low income generating. So it can be in South African context, Government should open more doors for the NGOs and CBOs to encourage women to have their savings. There is a great chance that other women including the rest of the civil society will listen about the importance of sweat equity approach if it comes from the government.

Although NGO's are preaching about self-reliance but it is still not felt well because people still believe it is entirely government's responsibility to provide housing for them.

## **2.7 Conclusion**

This chapter firstly raised the issue of self-definition by the women as a crucial starting point for collective action. It shown that planning and construction of adequate houses requires collective effort from all relevant stakeholders to come together to share their ideas and take decisions as a group. Secondly the chapter discussed theoretical framework which was used to in this study to analyse approaches adopted by women during their participation in the delivery of housing.

The last part of this chapter presented South African experience with participation of women during planning and construction of their houses. This section brought evidence of initiatives which has been made by government to encourage the participation of women. Programmes such as PHP, and now enhanced PHP are working with government and the marginalized women to create adequate housing. The literature focus of this dissertation assessed participation of women during planning and construction of housing. Participation was seen as essential because there is evidence that the inadequate participation of women in the past might have led to the poor norms and standards evident in housing development. Although responsibility for housing could be shared between provincial and local authorities it is important to note that municipalities have the capacity to work with the local communities through tools such as the IDP, SDF and LUMS. National government and the provincial government have done well in giving local municipalities the housing role, and through MCPs with CBOs participation of the local communities could be promoted. Across the world, including Brazil, Canada, and Kenya in relation to South Africa, self-help housing has been recognized as a solution to meeting the needs of housing for women.

## **Chapter 3**

### **Case study**

#### **3.1 Introduction**

This chapter begins with an overview of the historical background of housing in Durban where Inanda (Piesang River) is located, followed by background information provided by respondents who regarded themselves as the early residents or settlers in Piesang River. This information will reveal the community's social issues, education and employment status and the status of development. Having discussed the Piesang River community, this chapter then goes on to outline the membership and operation of FedUP in Piesang River and concludes by showing how FedUP assists the Piesang River community and offering recommendations that would be applicable to other areas besides Piesang River.

Although the study area is commonly referred to in this dissertation as Piesang River, geographical information systems (GIS) positioning software updated by eThekweni Municipality shows that the actual name of the watercourse located nearest to the study area is Gobogobo River, a small stream branching from Piesang River.

#### **3.2 Study area**

##### **3.2.1 Location and geographical features of Piesang River**

Piesang River, which is also known as Soweto, is located in an area called Inanda. Piesang River is 23 km away from Durban Central Business District (CBD), which falls within the North Central Substructure of the Durban Metropolitan Area (*See map 1*). The area is named after the geographical feature, Piesang River. The land used to be privately owned by a sugarcane farmer and now form part of the Piesang River Development Trust. People started invading in this area from the 1980s, setting up informal settlements. Between 1995 and 1999 government and CBOs such as FedUP began upgrading the dwellings to formal structures with brick/concrete walls and asbestos roofing (FedUP Profile, 2007). About 80% majority of Piesang River residents have been victims of evictions, while others came as tenants renting

cottages (FedUP Profile, 2007). Evictions were as a result of settling in a privately owned land without permission from the owner. Residents who were renting are those who came with their families to work in the sugarcane farms, they were paying their rent to the owner of the land.

### **3.2.2 The background of the housing situation in Piesang River**

Information provided by women residents in a preliminary study of the Piesang River community established that these women had been the most vulnerable population group, living in mud, plank and zinc dwellings with no proper sanitation or health care facilities because they had been unable to afford adequate houses (*See Figure 1 below*). Piesang River houses were also subject to flooding in periods of heavy rains, especially those houses that were near the river. A combination of low incomes and high unemployment resulted in poor housing conditions for residents in the Piesang River area.

### **3.2.3 Socio-economic status of residents in Piesang River**

The Inanda unemployment rate stands at 42%, with 80.2% of households earning below R19200/year (R1600/month) (Department of Provincial & Local Government, 2006). A rough estimation of highest level of education for most people in the community would be between grades 10 and 12, but although many had secondary education very few had gone on to tertiary institutions, for a variety of reasons. Young people in this community are highly affected by early pregnancy and drug abuse but those who do survive past grade 12 continue with their tertiary education at Langeni College which is in Ntuzuma Township, 15 minutes' drive from the study area.



Figure 1: A typical house of a woman in Piesang River before upgrading with FedUP

Most of the single women work as domestic workers in and around Durban. Those who are not working mostly look after the kids of the women while they are at work; others do laundry for those who are working.

### **3.2.4 Background of Federation of the Urban Poor (FedUP)**

In its origin, FedUP at Piesang River was modelled in part on the example of the National Slum Dwellers Federation (NSDF) in India, which did much to influence a culture of saving. In 1995 Piesang River became the first community in Inanda to embark on building houses for themselves, using the PHP (Sibiya, 2002). FedUP is a CBO present in all nine provinces of South Africa and has also encouraged and supported savings groups in Angola, Ghana, Kenya, Madagascar, Malawi, Namibia, Swaziland, Uganda, Zambia, and Zimbabwe ([www.courc.co.za/fedup.html](http://www.courc.co.za/fedup.html)). Formal establishment of FedUP as an organization took place in 2006, but an informal start to the movement dates back to 1991 at a meeting in Broederstroom, South Africa, on African People's Dialogue on Land and Shelter (COHRE, 2008), followed in 1994 by the establishment of the South African Homeless People's Federation. FedUP advocates for self-help with an emphasis on the equal importance of intellectual, financial and physical input (COHRE, 2008). FedUP also has a policy that stipulates that all their houses must be at least 50 m<sup>2</sup> in size, and to date FedUP has built over 15 000 formal houses over a 15-year period (Bolnick, 2010). Another powerful influence

which gave encouragement to self-building of houses at Piesang River was Mr. Patrick Hunsley Magebhula, the president of FedUP – although for this dissertation his role is not relevant in assessing women’s participation in the Federation.

### **(i) Membership of FedUP**

FedUP membership is drawn entirely from informal settlements, backyard shacks, hostels, rural areas and rented accommodation in township areas ([www.courc.co.za/fedup.html](http://www.courc.co.za/fedup.html)). Members of FedUP commented that any organized community which sees a need to participate in planning for adequate houses is welcome to join FedUP. Adding to this, their activities also include visiting other informal settlements to introduce them to FedUP and the concept of savings. Membership of FedUP is also open to men and young people, and members stressed that FedUP is for everyone who has needs and is willing to save through saving schemes. Preliminary study also showed that FedUP membership has no definite amount specified for participants to save. Saving schemes also may decide to have a standard amount which all members agree to save over a certain time.

### **(ii) FedUP upgrading process and UTshani Fund loans to the Piesang River project**

Following receipt of a grant of R10 million from former Minister of Housing Joe Slovo, the uTshani Fund was established to control the administration and funds of the federation (FedUP Profile, 2007). The uTshani Fund was a resource that enabled the federation to support house construction through a process of pre-financing, in which uTshani made a loan of R15 000 to assist a member in building a house through sweat equity which the beneficiary later repays. In 1997 the process was changed because beneficiaries were failing to repay the loans; instead government switched to paying the loan funds to the uTshani Fund after the beneficiary was first approved by the Department of Housing (DoH) as qualifying for the subsidy.

## **3.3 Conclusion**

This chapter discussed most of the information revealed during the research preliminary study. This chapter started by presenting the location and geographical features of Piesang

River, noting that the settlement was named after the Piesang River which runs through the area. The chapter then discussed the housing background of Piesang River. Lastly it focused on FedUP as a supporting CBO that assisted in upgrading Piesang River settlement. It also looked at the membership of the CBO and at the supporting uTshani Fund sister organization which offers loans for the upgrading of houses to FedUP members at Piesang River using the PHP approach.

# **Chapter 4**

## **Research findings and data analysis**

### **4.1 Introduction**

The focus of this study is to understand and assess the participation methods used by women during the planning and construction of their houses at Piesang River. This study promised in chapter 1 to do this by looking at the activities performed by women and how they became empowered with skills and knowledge. While there is no one-size-fits-all kind of framework to assess participation of women in planning and construction of housing, Chapters 2 and 3 of this dissertation are important for the analysis of data collected. The theoretical approaches in Chapter 2 are essential for the discussion and interpretation of participation by women in planning and construction of houses at Piesang River.

This chapter presents research findings and data analysis after qualitative research was done at Piesang River in the women led project. The chapter is structured according to the following points: (i) Levels of women's participation. (ii) Skills and knowledge that women learnt through their participation in the Piesang River project. (iii) Challenges that came up during project planning and construction of houses in Piesang River. (iv) The strategies that were used to deal with the challenges. (v) The interaction of government in Piesang River during project planning and construction. The chapter also gives input from the municipal project manager who gave an account of the municipality's role in supporting FedUP beneficiaries. (vi) Intervention of UTshani Fund in the project. (vii) Measuring success of the project. In conclusion, this chapter responds to the research hypothesis.

### **4.2 Levels of Women's Participation**

The technical facilitator working closely with the women reported that these women were completely engaged in their project, eager for knowledge, and asked questions about every aspect of their project to ensure that they were fully informed on all points – that, in short, women's participation at Piesang River can be described as having reached the level of genuine citizen power. For this study however, participation by women will be assessed in relation to the particular activities which women performed in their project.

Assessing participation of women requires an understanding of the types of participatory roles played by women. Here, Arnstein's (1969) theoretical approach to participation has been used to assess women's participation levels. Also important in such an assessment is the facilitation approach, in that facilitation needs to take account of participants' indigenous knowledge and recognize its importance in building confidence in the participants; when participants feel confident then empowerment at personal level has been achieved (Rowlands, 1997).

Women from the Piesang River project indicated that their roles were determined by the particular objectives of each saving scheme. Women were saving according to their needs, but for the purpose of this study focus was confined to those who were saving to build houses. Other groups were saving for upgrading their already built houses, such as undertaking repairs and maintenance. For the purpose of this dissertation, the focus was on assessment of involvement by women in six major activities that were open to their participation.

#### **4.2.1 Mobilization of community members**

In community mobilization at Piesang River, women were expected to collect and bring up historical and background information relating to their community. This information indicated when and how the community originated and provided a profile of the current living conditions of community members (*see appendix 5: community profiling template*). Before the mobilizing team made contact with the community members, they first introduced themselves to the leadership of the community to gain their acceptance and get their permission to talk to the community. During the mobilization process, a team of people who seemed to have better understanding of the process was assembled for participation in the bigger FedUP group. This group then visited other neighbouring communities to encourage them about savings and explain how they can use savings to attract community development for their own benefit. Not all women were involved in the mobilization of community members, which was undertaken chiefly by women who were not working, who understood voluntary work and who had passion for upgrading their housing situations. It required the team to be well-equipped to answer the wide range of questions asked by community members.

### **4.2.2 Community enumeration**

Beneficiaries who were interviewed indicated that enumeration begins with a workshop for the field workers; the actual enumeration then takes place over the span of a week and is followed by an evaluation of the enumeration. Women indicated that their participation was influenced and encouraged by their vision of having better housing than the shacks that they were living in. During the community enumeration at Piesang River, women were involved in gathering their community information using a questionnaire related to specific community issues and derived from suggestions made by community members. Enumeration involves confidential information for each household, such as identity of the household head, income level and other data relating to the particular household. Women went from door to door to gather information (*see Appendix 2: community enumeration template*), doing a count to establish the number of households in the community. In each household women measured the dwelling to establish the available space for upgrading.

Information collected for each household was mostly numerical, establishing the statistics of each household in order to prepare for housing upgrade. Households refusing their information were not coerced. The enumeration team was mostly made up of young people from the area, including women, and supported by people who had previously conducted enumeration processes in their own communities. The overall team split into smaller teams, some to do measuring while others did a count of the old housing structures in order to get the total number of structures to be upgraded. Their support role was to encourage the community members to participate. Women said they use their experience to further encourage other communities and that they do this by relating how they have used enumeration as a tool to help open the door to development.

### **4.2.3 Saving of money**

Women are expected to save any affordable money that they would agree upon as a group on a weekly basis (*See Appendix 1: FedUP monthly savings reconciliation form*). Thus the saving contribution money varies, according to each woman's needs and how much she can afford. Each woman keeps a book where she records her savings. Whatever money she contributed is recorded under her name and it is for her benefit. Each woman gets what she has saved. This means that if a woman saves for example R500, she will also get R500 to add to her subsidy amount from government. During savings meetings women said they

encourage members to save and to attend savings meetings regularly. They even give their saving schemes names in order to encourage themselves. Men are said to be usually caught with doubt while women turn out positively and they see the need to have savings teams.

It was reported that some women have a tendency of sending their savings and not attend meetings. The active members encourage members to attend meetings even if she is emotionally or physically not well. Their belief is that if a woman is not well or is facing a problem, the other women must be there to help and support her. Although unemployment is a challenge, women said they are managing to contribute towards the saving scheme. The majority of the respondents indicated that they are not employed but FedUP has taught them that with the little they get they should think about the future. It came out from them that even though they are not employed but they still get some money to save. Some of them said they get different types of grants from the government, while others said their family members who are working give them money and they adjust a little from that for their FedUP savings.

#### **4.2.4 Attendance at meetings**

This is one issue that some members were not happy about. Members argued that those that have completed houses disregard attending the meetings, which it is not good since membership means attending all meetings. Women said they are supposed to attend meetings weekly during Sunday afternoon. These meetings are meant to keep their focus on achieving their goal. Respondents said that it helps them strengthen their relationship as FedUP members. They get to know each other better, including what each person's capabilities are, and they identify what skills each of them has that can be transferred to other members of the group. Attending meetings strengthens the mobilizing team because during this meeting they said they discuss about every matter including the questions that people asks them when they are mobilizing.

As mentioned earlier, the women's savings are not only for building houses; thus one finds that in a group there are women who have already built houses and others who are still saving for their houses to be built. Members who have completed houses are still regarded as members of the saving scheme. Based on the attendance register of the group it was clear that there is poor attendance at the meetings and that some members come late, especially those whose houses have been built and finished. During meetings that is when all decisions are

taken. When people are not present it becomes a challenge because sometimes the present members agree upon something and when the absent ones come in the following meeting, they disagree with what other members have agreed on and it seems as if some people were excluded. As a result of this, it has been stated to all members that they should come to meeting even if they do not have money to save for that weekend.

#### **4.2.5 Participation in decision makings**

Women are meant to come up with ideas which lead them to a joint conclusion. It is only those who attend meetings who get a chance to make decisions. Respondents said that it was not always easy to reach the same conclusion but they tried to listen to each other and respect each other's opinions; there was sometimes argument, but they understood the need for eventual consensus; every issue would be discussed, and a decision would be taken based on the views expressed by all members in the meeting. The group collectively addressed problems and possible solutions. They also made the point that those who did not come to the meetings but just sent their savings contribution slowed the activities of the group, because whenever they did attend they needed to be briefed about what had happened in the previous meeting. One respondent also noted a mistaken belief on the part of those who failed to attend meetings that decision making was confined to women who were educated.

The same respondent added that members who did not attend meetings should leave the project because they were too lazy to participate in the group and because their houses were complete. Women whose houses were under construction and women whose houses were still to be built remained actively involved; these were the ones who asked questions and who suggested avenues for achieving their housing goals. Equally there were also active participants whose houses had been built but who continued saving to pay for maintenance of their houses and for other housing necessities. In the words of one respondent, "to know that your voice or participation in the group is important and valued strengthens self-confidence" (Respondent, Nov.2011). She was explaining that decentralisation in their group countered a tendency to dictatorship because no individual had a stronger voice than others.

#### **4.2.6 Participation during the building process of the houses**

Women were expected to participate in a variety of roles during the building process: e.g., mixing mortar or laying foundations. Although women built their houses they confessed that

they also used professional support from UTshani Fund and other experienced builders from the community who from time to time would give them advice on housing production. As a group the respondents took pride in their participation, in one way or another, during the construction of their houses. Even those who were employed and could not be involved directly nonetheless made an effort to send someone to participate on their behalf. The elderly and the physically ill prepared food or performed other easy tasks for the ones who are on the construction.

The pie chart below shows the level of participation of women out of 24 respondents.

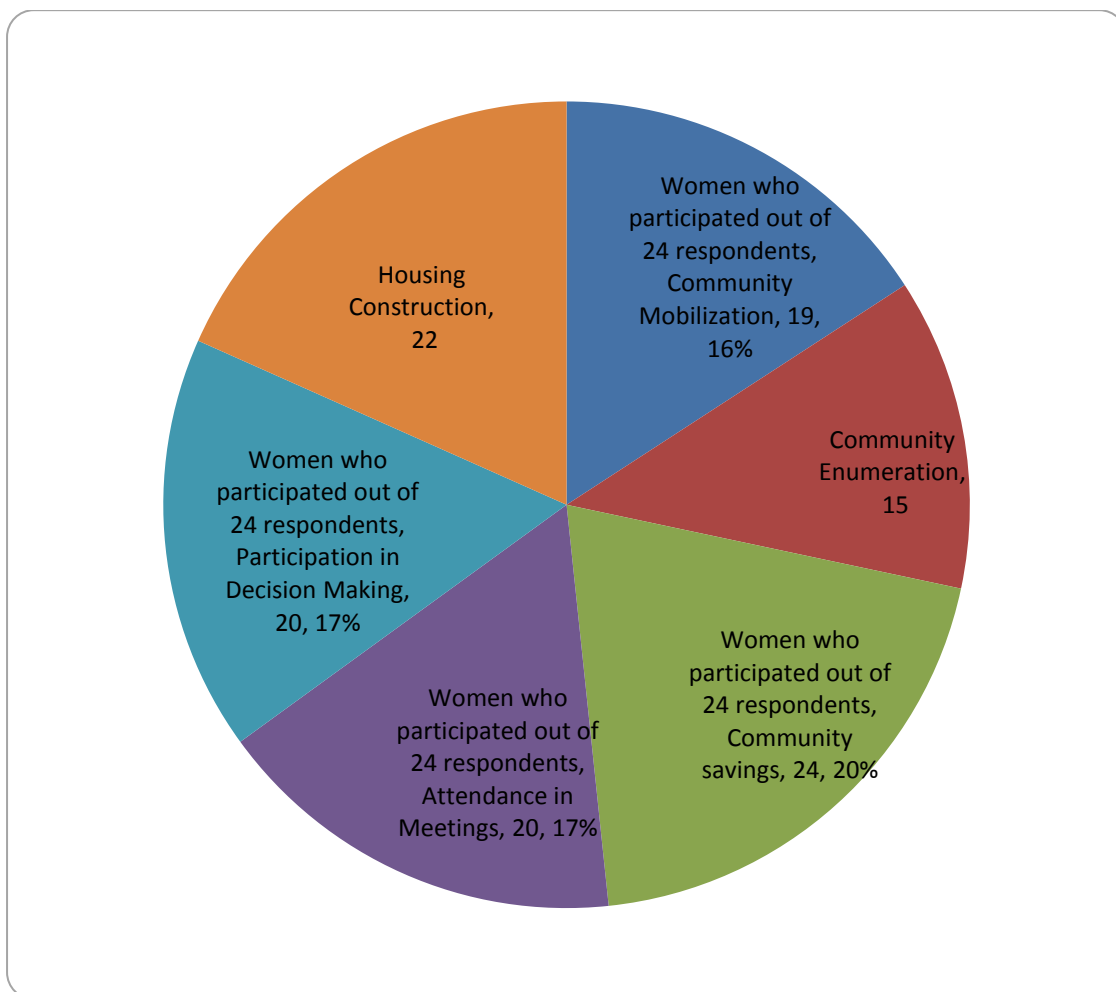


Figure: Level of participation of women as per their activities.

The level of participation by the women indicates that women gained power to control and participate in their housing project. Thus, participants became self-reliant because they were all given the control and they were able to work cooperatively to achieve their intended goals. The degree of citizen power is apparent when all the women are involved in deciding on all

the matters that affect them, as well as coming up with workable solutions. The group revealed that each member's input to the organization was important and that failing to respect their participation would have defeated their goal of achieving adequate houses at Piesang River.

## **4.3 Skills and knowledge learnt by women**

### **4.3.1 Ethical research skills**

Before women would go out to mobilize community members, they first attended a workshop. The aim of the workshop was to train mobilizers and thereby capacitate them with ethical research skills. Women who were responsible for mobilizing other communities to start their community savings have become more knowledgeable in terms of each community's struggles. Women mobilize using the skills and information that they have by giving testimonies of how they moved from informal settlements to adequate houses.

Beneficiaries who were interviewed indicated that enumeration helped them to accomplish the planning and construction of their houses. Enumeration brought important information about the members of FedUP and the whole community at large. The training by the professionals about the procedure and research ethics empowered women by giving them exact information about their numbers and other information that they could use to negotiate with the municipality.

### **4.3.2 Problem-solving skills**

Some respondents said they had developed problem-solving skills while others said they were just happy that they had a support group to share their problems without being judged. Even in their homes they utilised these skills to solve some of their personal problems. As noted by Thomas and Bendapundi (2004), participatory planning encourages the decentralisation of voice. Participatory planning gives each person an equal chance of participating in decision making, hence power is not restricted to certain people and does not exclude others from participating (Williamson et al, 2006). Women said they shared communication skills among themselves. They became even closer to each other and this built unity in the group. During

the construction work they would sing their mobilizing songs and share jokes, which made them a happy and successful team.

#### **4.3.3 Financial management skills**

All respondents acknowledged that since joining the FedUP saving scheme they had learnt how to manage the little money they can get. According to the women, saving does not mean that a family has to starve today because tomorrow you have to build a house. Respondents said FedUP has taught them to enjoy today but save a little bit for tomorrow. These women emphasised that even though they knew about the need for saving, joining FedUP had taught them to be more consistent with their savings. Respondents added that they used to think that they would start saving when they had a lot of money but through engaging with their saving scheme they have learnt that they did not have wait before saving until they had a lot of money. They added that savings should start with the little you are getting so that when you get more in the future you are able to keep it wisely (Saving scheme member, Nov. 2011).

#### **4.3.4 Innovative thinking skills**

Another respondent commented that the project had capacitated them to be innovative in the way they approach things. The skills and knowledge they acquired helped them to create separate savings for household cleaning materials and for funeral saving schemes. This idea was triggered by the women's love for their homes and their concern about their dignity when they or their family member passes (Respondent, Nov. 2011). This respondent added that as much as their commitment to savings had been triggered by their belief that a clean house means a healthy life, equally the participatory planning model they used in the planning and construction of their houses had also contributed to the thought.

It is only those members who attend meetings that get a chance to learn or have more exposure to the programme, and these are referred to as active members. While others may duly pay their savings, if they do not attend meetings they cannot be regarded as active members. Availability of information to all members of the federation is encouraged by participatory planning. Participatory planning also stresses that individuals have equal access to information (Rabinowitz, in KU Work Group, 2013). Active members who attend meetings are empowered with knowledge because matters are discussed during meetings which give them power to own and drive their development (Rabinowitz, in KU Work Group, 2013).

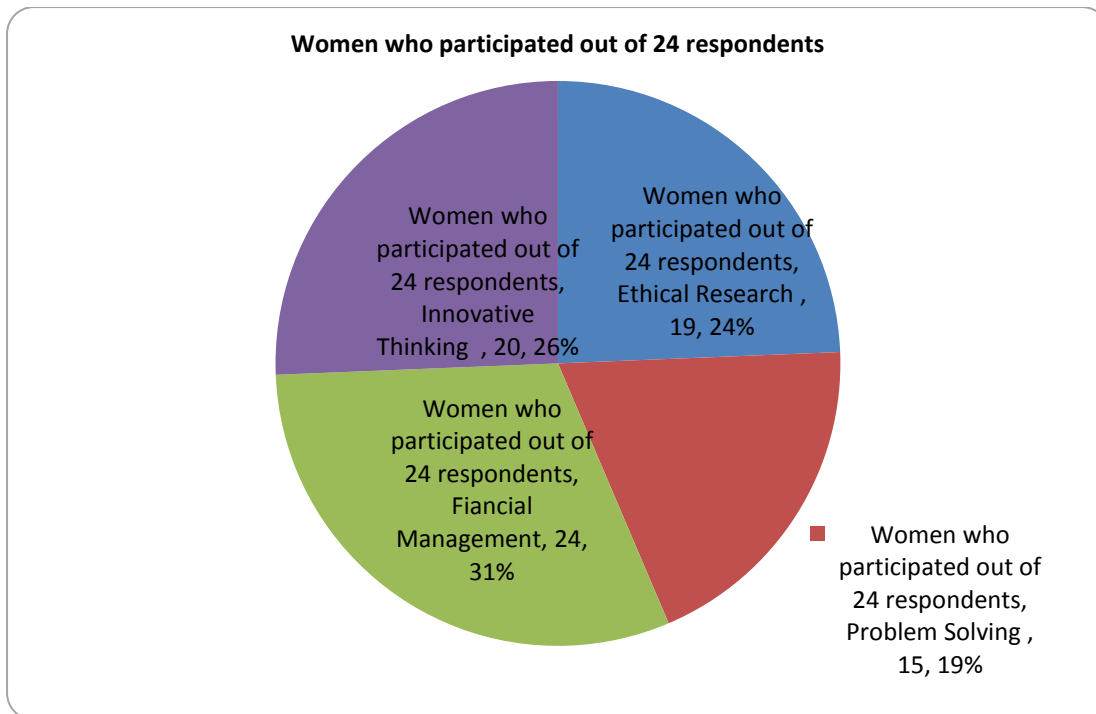


Figure: Skills and knowledge achieved by women as per their participation

## 4.4 Challenges encountered during planning and construction of houses at Piesang River

### 4.1.1 Challenges faced by women during their project

In 2006 FedUP was able to accumulate savings of R12 million in all its saving projects, and it has built more than 30 000 houses to date. The organization has an active membership of more than 80 000 but it has also identified various factors (FedUP Profile, 2007) that impeded planning and construction processes in its projects. Although this may seem as a small amount for construction of each house, these savings were added with individual subsidies from government to make better quality houses.

#### (a) Access to land ownership

Access to land ownership has always been difficult because it is expensive and women's savings could not cover land cost. The women also emphasised that they had to fight for land,

especially since government has transferred land to private owners which makes it even more difficult for them to access. Land ownership where planning and construction of houses take place is not easy, and this is the case in both the urban and rural project. Beneficiaries reported that access to land at Piesang River was through illegal land invasion. Beneficiaries also reported that they regret disregarding the municipal underground pipes and municipal planning bylaws. The researcher found that some of the federation houses were identified for demolition and residents had to be relocated, because their houses were built on land which was not identified for housing development but agricultural usage. Due to having limited investigations about the land most FedUP houses were built on top of municipal pipes and under dangerous electricity power cables. Women argued that illegal invasion was their only option at Piesang River because most of them already had jobs around and their children were schooling in the neighbourhood thus they did not want to be relocated from the life they have started. However, women made it clear that they have subsequently stopped invading land illegally after what they experienced in Piesang River and now they said they know that they have to follow legal procedures in order to access land.

#### **(b) Low community trust in FedUP**

Although respondents from the organization dedicated their time to going out and talking about FedUP savings, the level of response from the communities was a challenge, especially when people were told that they have to save money. Respondents noted that the communities complain about issues related to trust rather than to not having money to save, especially with men. One of the challenges women encountered in mobilizing the Piesang River community was to change people's perceptions from the dependency syndrome to self-reliance. Most people are still dependent on government for their basic needs, including provision of housing. Those people who did not believe FedUP were passed over, because the women said they didn't have enough time to convince difficult people. It was only once FedUP was able to start visibly building houses at Piesang River that people began to believe in the organization and eventually join it. Women said this was a problem at first because beneficiaries did not believe they could build houses from as little as R750. They thought the organization was a scam in suggesting that women should save from as little as R0.50 and be able to contribute towards building their own houses. Piesang River community members did

not trust FedUP and believed that it wanted to control and steal from the community, because R0.50 could not possibly go towards building a solid house.

The mobilization of poor communities to start saving is intended to enable women to own the resources and knowledge which underpin the organization's approach for securing delivery and deepening democracy (<http://www.sasdialliance.org.za/about-fedup/>). The Federation model says to communities that if they save small amounts of money gather information and then use these accumulated assets to negotiate with government they will not only have a better chance of securing entitlements, but will also capacitate and strengthen themselves. (<http://www.sasdialliance.org.za/about-fedup/>)

### **(c) Old debt affected the PHP process**

Old debt resulted when uTshani Fund previously used to give FedUP members money upfront to build their houses while waiting for their subsidies to be approved by DoH (*See Appendix 2: Application form for a project-linked subsidy*). UTshani Fund gave this money as rotating loans; this means that a saving scheme ready to build would take the money first and when their subsidies were approved then repay the money for the second group to build. This was an agreement between uTshani Fund and DoH which stipulated that uTshani Fund would continue to build houses and the DoH would then pay later, which continued until uTshani Fund encountered financial problems as a result of members who had already built being subsequently refused by the DoH system because they did not qualify for the subsidy. In this way, uTshani Fund would lose because residents would fail to repay for the already built house on the grounds of having financial problems. Moreover, payment of completed houses was made upon the approval from NHBRC inspections, and houses which were not approved for compliance with NHBRC standards remained unpaid for. Thus this led to uTshani Fund losing even more money.

Other FedUP beneficiaries who found themselves in difficult situations turned to government schemes and built through a contractor because they were sceptical about FedUP and uTshani Fund. Women said the old debt not only affected their continued participation but also slowed down the PHP with generally negative consequences. Membership went down because there were rumours that PHP projects take a long time to complete, while some are never completed. As a result of the delays which started happening, women indicated that

most people stopped believing in the PHP programme; people associated it with corruption because they did not understand the challenges that were encountered with the Piesang River project.

#### **(e) Poor relationship between FedUP and government**

The respondents preferred FedUP because their houses were a minimum of 50m<sup>2</sup>, compared to the 40m<sup>2</sup> minimum of the government houses. On this point the ward councilors battle to explain the difference in the sizes of houses to the other community members who are not members of the federation. This has thus created a bad relationship between the federation and government, with the municipality in particular. It was also reported that when FedUP members attended community meetings the ward councilors were absent. Another issue was that lack of cooperation from ward councilors can be a significant challenge for the organization when they embark on house construction in the communities. The community councilor of Piesang River had little information on FedUP as he thought it was another political body competing with his own.

#### **(f) Low membership in FedUP**

Although FedUP's PHP approach has encouraged the participation of women in planning and construction of houses, beneficiaries reported that membership has declined. Beneficiaries indicated that during the Piesang River project women were enthusiastic about doing everything themselves but that this had subsequently changed completely. At FedUP gatherings women used to sing encouragement songs but this now rarely happens. The interviewees said that women are tired and some have become lazy, while others are affected by chronic diseases which make it difficult for them to participate in FedUP activities. As a result those women who collect money now have to collect from door to door instead of waiting for members to bring their savings to the meetings.

### **4.4.2 Challenges for women noted by the facilitator during women's participation**

#### **(a) Illiteracy among the women**

A recurring hindrance to the women's participation was illiteracy. The facilitator at Piesang River also added that the women's lack of knowledge about project planning and

management were particular challenges in the process of planning and construction of their houses. The facilitator explained that part of her responsibilities was to help women to understand that patience and perseverance are needed for them to achieve their goals, since some of them came to the organization hoping to build mansions immediately. To help them arrive at a more realistic understanding, the facilitator explains issues of budget and gets the women to see all the figures of what money is available and what expenses must be covered. Furthermore, the facilitator/planner believed that women needed to be educated and trained in order to help them utilise their indigenous knowledge effectively.

### **(b) Competition among women**

The study revealed that rivalry between the women had badly affected participation of women in the organization. Single women who were heads of households expected to be in the same position in the organization. As Tandon (2008) points out, women cannot be judged as a collective because they each have differences in which affect the way they relate with others. Hence, differences among women also perpetuated competition between them. Women come with the mentality that as leaders at home they know best. There was a belief that the facilitator valued some women's participation more than that of others, giving rise to jealous feelings. The participatory planning model recommends that everyone should be a leader at some point but this is not always easy in community work (Rabinowitz, in KU Work Group, 2013).

### **(c) Employment opportunities**

Employment opportunities were seen as both a positive and a negative factor in the level of participation by women. For households where a woman is the sole breadwinner, employment opportunities discouraged participation. Every woman was expected to play a role in the group, and where necessary she was expected to send someone to represent her at the meetings. Women with young children were also expected to pay a representative if they could not attend meetings or when women were going to be building that particular working women's house. This was a disadvantage for the women who were working because some of the money which they had saved had to go to paying the representative. Scarce employment opportunities are a serious impediment to saving. For women without jobs, saving is a big sacrifice because they have very little to begin with. Hence, there are strong advantages in a

skills development approach which helps to foster employment opportunities. The skills learnt and ideas shared in the project have helped women to start co-operatives which could generate income for them with assistance from their facilitator and local government.

#### **(d) Physical wellbeing of women**

Physical wellbeing affected women's participation. The facilitator made the point that the high prevalence of HIV/AIDS and other chronic diseases often makes it difficult for women to participate in the housing project. She added that sometimes you find that women would be absent or not able to participate because of the member who is sick. Women justified this by saying that, going to participate while a family member is not well is against a woman's nature. As a result it came up that some women prefer to apply for government RDP housing because their participation is not important as it is in the CBOs, (Technical facilitator, Nov. 2011).

#### **4.4.3 Challenges encountered by the eThekweni municipal project manager**

The Piesang River project manager stated that the project had been a nightmare because of the various problems that had been encountered:

**(a) The process was undertaken back to front.** This means that project planning was not done properly. Land ownership was not even looked at, and as a result people at Piesang River own houses but they do not have title deeds to their sites.

**(b) Topo-survey was not efficiently done.** There was no clear understanding or thought given to the underground infrastructure; as a result some houses were built on underground infrastructure such as water pipes.

**(c) No approved layouts on town planning schemes.** The project manager reported that the project was influenced by politicians. The provincial government was under pressure to deliver as many houses as possible. Due to the pressure from politicians the planners and development practitioners forgot about the quality of the houses and ignored other preliminary processes which come before the project starts.

**(d) Lack of Norms and Standards.** The discussion thus far has focused on the hierarchy of legislated spatial policy from national to local level of government. However, there are a number of other key pieces of legislation and related policy which can be invoked to promote

public participation (including women), especially at the local municipal level. The problem has been that many people come up with solutions to the needs identified by planners and development practitioners. Democracy was a huge achievement for the South African government but there was a lot of pressure on the government to effect change in a short period of time (Project manager, 2012). The democratic government aimed to build one million houses and through RDP, PDA, the Constitution, the Housing Act, and even the BNG, no standards and regulations have been put in place to direct the planning and construction of houses. Furthermore, community participation has been mentioned but specifically women's participation has been overlooked by the previous professionals who had been involved before eThekweni municipality took over the project. The taking over of local municipalities with policies such as IDP, SDF and LUMS has encouraged participation of the communities. There is a section in the IDP which advocates for public participation.

## **4.6 Strategies to overcome the challenges during the project at Piesang River**

### **4.6.1 Local & Regional Exchange Programmes**

The FedUP women have come up with strategies to resolve the problems of debt and legal access to land. Despite low community trust and high drop-out of FedUP members, respondents indicated that they use local exchange programmes to gain or re-instil trust from the new and old members or communities. In local exchange programmes, members of FedUP from different communities visit other communities, or invite communities who do not believe in FedUP to witness the PHP projects. Local exchanges are very powerful because they are also a good strategy to encourage women to participate. For municipalities, there are regional exchange programmes where a certain municipality gets invited by another to see the work which has been produced in partnership with FedUP. Due to the history of Piesang and women's participation, this area has been identified as an important learning centre.

### **4.6.2 Unlimited membership scale**

To deal with low community trust, especially for new communities, women in FedUP encourage other women to save and also they show them the benefits of saving. Although

there is low response from the community, FedUP mobilization gives membership even to small groups with the hope that others will join later when they have gained confidence.

#### **4.6.3 Income generating programmes**

The women indicated that to cope with the lack of jobs most of them rely on the informal economy which involves mostly small businesses and is not favourable to saving abilities. Popular businesses which they manage themselves include street vending, and collecting and selling steel, bottles or cardboards. While the researcher was conducting the study the women indicated that unemployment affects not just the FedUP members who are unable to save, but the whole group in the saving scheme. Even when the saving scheme members realize that there is a member who has not been saving and later comes back to the group, the members in the group are supposed to welcome them back rather than turning them away.

### **4.5 Government intervention in the Piesang River PHP project**

To rectify the problems caused by poor planning and construction, the project manager recommended that a new project plan be implemented. The cost and time will be critical but at least quality will be assured, said the project manager (2012). The municipality suggested that they will invite DoH, and with them they will identify mistakes of the past plans of Piesang River and present a proposed plan to be implemented:

**(a) Re-Planning of the community.** The re-planning of this settlement indicates that there will be houses which will have to be demolished and built somewhere else because they have been built on municipal underground infrastructure while others are on environmentally sensitive areas such as servitudes (Project manager, 2012).

**(b) Proposed layout and subdivision.** A re-planned project is proposed which will have five phases (*see Appendix 3 showing proposed layout and subdivision of land*). According to the project manager, the proposed plans had not yet been approved by the DoH and/or the municipality.

The municipality had already made suggestions for fixing the pitfalls of the Piesang River project. Federation members indicated that they would like the municipality to also consider them as one of the role players. FedUP members at Piesang River reported that they realized that their approach had defects in that they illegally grabbed the land and started building

without approval from the land surveyors' General Plan: the geo-tech and feasibility study. During planning and construction of houses at Piesang River, beneficiaries said that they did not think of leaving spaces for roads and passages because all that was driving them was to build adequate houses. While the federation's houses are regarded by women as better constructed than government houses, the federation beneficiaries also acknowledged that land surveying and town planning applications are important in terms of planning of housing project. The women indicated that they would like their projects to be treated the same way as the municipality housing projects. During housing inspection beneficiaries asked inspectors not to be too harsh on FedUP with complying with the norms and standards which even the municipality fails to comply with. (*See Appendix 4: Inspection of a house for a federation beneficiary*)

The project manager indicated that some of the shortcomings of the project were due to the fact that it had passed through many hands, which meant that no individual was to blame for mistakes that affected the project. For instance, the project was run first by the provincial government (DoH) and then the eThekweni municipality took over. The DoH was responsible for the administration of RDP funding to FedUP members who wanted to build through their PHP process. The eThekweni municipality (North region) then took over the project after people were already given their subsidies, which means that it was rather late for the municipality to manage the project. Respondents said that although there was a formal relationship between DoH and the federation, the relationship was not all that beneficial. (*See Appendix 6: MOU between uTshani Fund and Metro Housing about another project - double storey houses at Piesang River*). From the information gathered from the technical facilitator it was apparent that the relationship between FedUP and eThekweni municipality was at a non-reactive stage.

In addition, although the former DoH has acknowledged the effort made by these women, the project suggested that the Piesang River initiative could have been more successful if FedUP and other organizations together with DoH had worked as a unity. The DoH first became involved in the PHP project at Piesang River when the government introduced a system of giving subsidies to poor people. The role of uTshani Fund became intertwined between DoH and FedUP. Following an agreement with the DoH, uTshani was approved as an accredited lender with the DoH for the purpose of administration and distribution of housing subsidies (FedUP Profile, 2007).

## **4.6 Supporting Roles played by UTshani Fund**

Poor housing conditions at Inanda prompted FedUP, in conjunction with the uTshani Fund, to encourage Piesang River women to mobilize their savings in order to supplement the RDP housing subsidy. Savings were encouraged because the government housing subsidies alone were not sufficient to produce complete top structure (Sibiya, 2002). Instead of waiting for the government housing subsidy, women have taken the responsibility of building their own houses.

Although Piesang River housing development may be driven by women themselves, beneficiaries highlighted the important role of the facilitator in the process. The importance of the facilitation approach and the advocacy planning model in the case of these women is that it highlights the fact that there are also other women who have not been capacitated to build houses and who do not have enough funds to develop adequate houses on their own. The facilitating approach is important for understanding the role of the community planner: the facilitator is the enabler and enhancer of the success of participatory methodologies. According to Nandago (in Borck & Pettit, 2007), the success of any participatory development depends very much on input from the facilitators and it is thus critical that due attention is paid to their work, regardless of the mounting challenges faced by women. The facilitation process enables people to critically analyse their environment, identify issues and problems affecting them, and work out practical solutions for sustainable development training (Nandago, in Borck & Pettit, 2007). A facilitator mobilizes and facilitates the learning sessions with the participants; for example, s/he may make follow-up visits to the participants to support their learning from their homes or from other areas the group chooses as part of its hands-on learning (Nandago, in Borck & Pettit, 2007).

In the Piesang River housing project the technical community facilitator explained her involvement as being someone who guides the relationship between the women and the technical community facilitator. She made the point that as a facilitator she does not see the women as empty vessels, and her focus was on directing them in achieving their goals. She commented that in the course of her interaction with women from Piesang River she has seen them becoming increasingly competent as planners, which she attributed to the enabling and conducive environment. The facilitator affords women space to raise their concerns and make decisions themselves without interference from her.

Although women are driving their process, the facilitator plays her role as an advocacy planner. At the stage where plans are being drawn, the planner monitors women to identify better locations for windows and doors but also ensuring that the women themselves take the final decision on what the plans show. The approach gave women confidence as they had absolute ownership of the project. Forrester (1994) emphasises that advocacy planners should not intervene in community work by doing the work for the community but must encourage people by advising them to do things for themselves. The facilitator encouraged participation through savings. She said that before the project started she would sit down with the women to make them realize that they needed to save in order to attract government aid. The facilitator was completely involved during planning, monitoring the projects and bringing up new ideas which may have been skipped during planning.

The Community Construction Management Team (CCMT) made up of knowledgeable members from the community, they work with the facilitator to monitor the construction process and to ensure that everything needed on site is available. This team deals with designing and approving of plans during construction. The technical community facilitator drew attention to the fact that the FedUP organization teaches women involved in construction how to draw and read plans, together with building skills such as laying foundations and bricks. During training, the CCMT is involved as a supporting structure; they check on whether all the necessary procedures have been followed. CCTM is also responsible for the possible solutions to any threats in the process. Once the construction is completed the facilitator evaluates the project together with beneficiaries and inspectors from government.

In the ePHP approach, working in combination with sweat equity, the community beneficiary is more closely engaged than in a facilitator-driven development. This approach involves the women themselves in the construction of their houses and this should reduce the expense of paying contractors (Ndinda, 2004). Although this approach allowed women to be actively involved, employed and single women said that this approach is a problem for them when they need to be present for the house construction. Respondents confirmed Ndinda's (2004) observation that this approach is difficult for women-headed households because if a member of the household is not available then someone else has to be paid to participate on their behalf.

The technical facilitator said that her role as a facilitator/advocacy community planner with FedUP is to guide participation of women in the programme. Collaborative planning is a

significant model that encouraged the success of women in this project. Among the factors that promoted women's successes was the broader model of collaborative planning. The respondents reported that although they understood the planning process, their project succeeded because of the support they received from the technical community planner. Hence their success was enhanced by collaboration between the facilitator and the women.

The facilitator also drew attention to four methods which the organization uses to promote success of women's projects: First was the technical community supporter's **changing role as both a professional community planner and a facilitator**, maintaining good communication during planning and construction. One respondent commented that the good communication between the group and the technical supporter meant that they are no longer scared to participate. As a professional, the planner was aware that some beneficiaries lacked skills and therefore needed to be encouraged and assisted to learn from their mistakes so that they can do better in future projects. Although she still maintains her professionalism, her position as facilitator require her to become part of the community so that she understand the various issues faced by different members in the organization.

Secondly, the **planner should be able to understand the women's mind-set**. The only way to understand others is by listening and letting them talk said the technical facilitator (Nov, 2011). According to the facilitator, there is no wrong idea and every woman's idea has value; as noted by Tewdwr-Jones (1997) collaborative planning gives power to indigenous knowledge, and experts should not take it for granted because it can promote mutual learning whether the expert and the local people learn from one another (Tewdwr-Jones, 1997). Myeni (2005) noted that people know their needs better than anyone else and they should therefore be given space to raise their concerns and find solutions to their own problems.

Thirdly, the planner should **make everyone responsible by showing them tasks**. Through this technique the importance of the women indigenous knowledge of is given due recognition and becomes a starting point for further progress. Moreover, this technique gives the participants a demonstrable sense of empowerment. As women are given roles, they feel that their knowledge is valued and important.

Lastly, the planner provides **constant guidance to the group**. Constant guidance and involvement of the participants builds a relationship between the group members and their facilitator.

## 4.7 Measuring success of participation of women in the project

Information gathered from beneficiaries leads one to assess that participation at Piesang River is reaching the stage where it constitutes a degree of genuine citizen power. The women's participation in the six activities discussed gives them skills in self-reliance, and the knowledge and skills they acquire contribute positively to their growth and empowerment. Appraising her experience, one respondent said that when she came to the organization she did not know how to build a house, but her on-going participation in the group had taught her how to make foundation slabs; hence, she feels she has been empowered.

Members of FedUP at Piesang River reported that they achieved success by overcoming their challenges in completion of a house. For this dissertation, measures of success means the achievements or indicators that give women hope. Respondents indicated that active membership participation, such as **attending meetings**, is a measurement of success because those who attend meetings all become part of a solution. This also builds confidence among members.



Figure 2: Meeting attendance by federation members at Piesang River community office  
Source: Patience Phewa at Corc/uTshani office (Durban)

Secondly, women reported that accessing land was a no-win situation at Piesang River because the land belongs to private owners whom they are always battling with. Thus, when

they finally get access to land they measure it as success and an indication to start planning for house construction although they did not get it legally.

A third measure of success was **respect for each other and for federation procedures** such as savings, unity, songs, etc. (*see Figure 2*). While respect for one another in the federation, including all formalities, might be taken for granted, they are in fact important measures of success. Respect and teamwork means not being afraid of other members; it includes listening to each other and valuing each member's opinion. Respondents stated that respecting other members and the formalities of the federation led to their success.

A fourth measure of success is **unity among participants**. Women said savings have unified federation members to an extent that members are bound by federation core values to help households faced with difficulties. Beneficiaries made the point that their focus is not just on getting better houses but is also concerned with improving the lot of the whole household. Figure 2 shows the different ages of the women in the organization, which is a symbol of non-discrimination. Unity means that the women put their ideas together and make informed decisions. Team work allows women to learn from each other, and in that way they have more faith in the success of their project. In addition, the technical supporter argued that it is important for them to fight as a united group so that their voices could be heard.

Lastly; respondents highlighted **completion of the houses** as the main measure of success. Beneficiaries stated that they felt satisfied after the completion of a house. Furthermore, they felt empowered through the participation process. One participant stated that if women are involved in planning and development of their houses they tend to look after their project with greater care than in the case of a house provided by the government through a contractor/developer where they are not included in the planning and construction process.



Figure 3: Completed houses of Piesang River  
Source: Jeff Thomas, (UTshani Fund) 2012



Figure 4: Participation of women in FedUP during drawing of their housing plans  
Source: Shack/SDI gallery

The women in Figure 4 are involved in a mapping and planning exercise in the housing project. Although they are not professionals they received support and guidance from a professional who taught them how to draw, measure and design. Towards completion of their houses the women also receive support from the CCMT which is made up of community members, mostly skilled men from the communities involved (*see Figure 4*). Respondents indicated that there were different activities which they had to participate in, although they were not all flocking in the same activities but till this stage of their project they still feel empowered with the skills and knowledge they received from their participation.

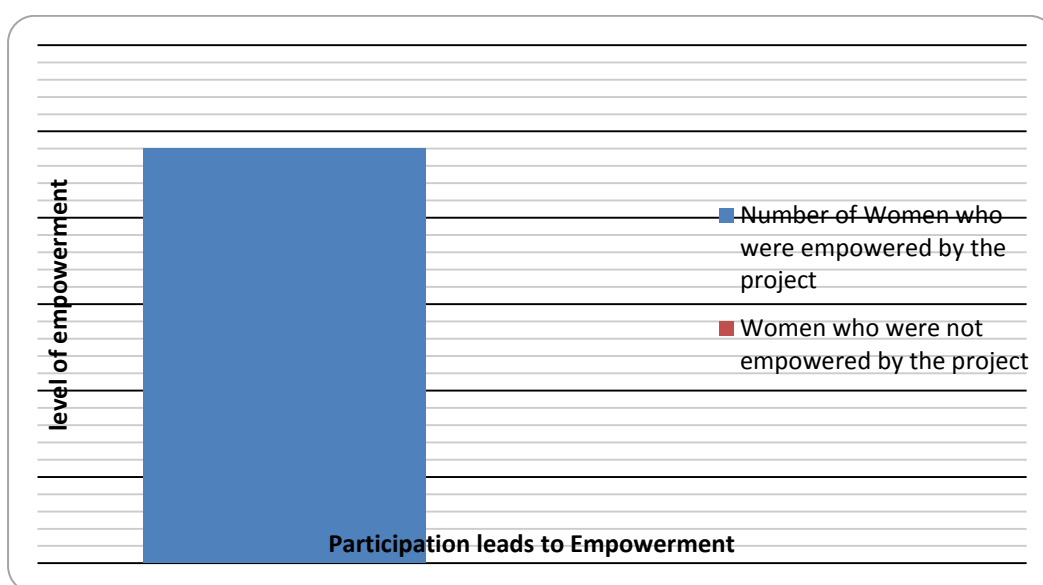


Figure: Level of Empowerment of women at Piesang River Project

#### 4.8 Responding to the research hypothesis: principle of empowerment

The women in Piesang River project reported that they had been empowered by FedUP not only in housing projects but also in other initiatives such as skills development and knowledge, and in becoming self-reliant. Some of the skills that were gained are those of; making washing soap, starting a funeral service, recycling, and running a soup kitchen. It is clear that these women were empowered. Rowlands (1997: 17 in Ndinda: 2009: 319): states that:

Women are now able to organize themselves to increase their own self-reliance, to assert their independent right to make choices and to control resources which will assist in challenging and eliminating their own subordination.

Thus women felt that their membership and the activities they participated in empowered them with skills and knowledge. The researcher accordingly agrees with Manik (1999) and Sibiya (2002), who found that women in Piesang River project were being empowered by the PHP approach when they participated in building their own houses.

## **4.9 Conclusion**

This chapter presented the findings of the study. It highlighted the challenges faced by women such as accessing land. In addition, the chapter found that women can play an active role during the planning and construction of their houses provided they are given the right platform and appropriate support by the relevant developmental experts. This chapter dealt with the assessment of participation of women from Piesang River in two saving schemes that were purposefully selected for the study. Different approaches discussed in chapter 2 to planning and construction of houses were analysed in order to understand how participation empowered women.

# **Chapter 5**

## **Summary of findings, conclusion and recommendations**

### **5.1 Introduction**

This chapter discusses the recommendations which were drawn from the findings of the research conducted at Piesang River. In doing this, various approaches in community development including Arnstein's ladder of participation, sweat equity and bottom-up approach were used to understand different levels of participation in order to assess women's participation. This chapter will summarise key issues which relate to women participation that were raised in the dissertation. In addition, literature has been reviewed to understand the various planning theories including advocacy planning and collaborative planning. Recommendations drawn from international case studies from Brazil, Kenya and Canada will be used to strengthen the South African context of participation of women in planning and construction of their houses.

### **5.2 Summary of findings**

In order for the reader to understand the conclusion and recommendations of this study, it is important that the researcher glances once back at objectives of the study. The summary of findings of this study are based on the main objective of this study being, to establish the role played by women during the planning and construction phases of the Piesang River housing project. The main research question was to understand the degree of participation of women that was enhanced during planning and construction of their houses in the Piesang River Project. This dissertation assessed the level of participation of women in the project, based on the activities they participated in. The summary of findings is entailed below by revision of objectives which the study aimed to achieve in the first chapter of this dissertation.

#### **5.2.1 The level at which women participated in the Piesang River housing project**

The findings showed that women were empowered by the project because they were directly involved in various phases of the project implementation. The findings also showed that women not only influenced decision making in drawing plans, they also managed to build their own houses through the self-help approach. This study gives endorsement to Rowland's (1997) empowerment approach which suggests that empowerment is when people believe that they have participated and they have been empowered. Thus the level of participation of women according to what they feel, they have gained during their project implementation can be termed as the citizen control level of Arnstein's Ladder of participation approach.

### **5.2.2 The methods of participation used by women in the Piesang River project**

This study found that women feel that through their method of savings and additional support from the former DoH they have significantly participated in the planning and construction of their houses. While literature in this study mentioned that it is important for participants to follow town planning bylaws, findings revealed that these bylaws must also take into account gender and participatory imbalances which used to happen in the past. Women showed that they believe in what they are doing and they feel that government is not yet investing enough in ePHP solutions – otherwise government would show more concern about the high number of people who are solely dependent on it for housing provision.

### **5.2.3 The factors that have affected the participation of women in the Piesang River project.**

It emerged from the study that participation of women was affected by challenges associated with failure to recognize women as capable participants in the society and in government. In relation to the societal aspect, the findings have shown that it was difficult to convince other women to participate in the federation because they did not have trust in ePHP. Most people thought savings was a scam to run away with their money. Other people in the community wanted to know why they should make it their responsibility to build their houses while there was a government responsible for doing this. In relation to government, the findings indicate that government at the municipal level in particular is not happy with what women of federation did at Piesang River insofar as there was failure to comply with the town planning bylaws. As a result some of their houses are due to be demolished, which is a matter of

grievance to the women. They want government to recognize their work even if it is informal or fails to comply with bylaws. Thus, now that the municipality is preparing to demolish some houses they have indicated that they would still like to be part and parcel of the process. They want to learn how to do it the right way.

#### **5.2.4 The role played by UTshani Fund and eThekwini municipality in assisting women**

This study found that participation of planners from the UTshani Fund and the eThekwini municipality has fallen short in relation to technical advice women about the town planning bylaws. Preliminary study was not done to establish flood lines and environmental precautions. This is apparent from the fact that the eThekwini municipality witnessed houses being built on the municipal sewer lines and on road servitudes. However the study also found that on the social aspect such as empowering women to make decisions themselves and save their money, UTshani community facilitators did excellent work.

### **5.3 Research recommendations**

Recommendations in this study are suggested from the challenges identified in the project. There were also lessons which have been noted and for which this section will propose how they can be further improved or promoted.

#### **5.3.1 The Challenge:** Poor communication between Piesang River (FedUP) women and EThekwini Municipality but better communication with DoH:

The respondents clearly indicated the challenges they faced, one of which was insufficient support from government. This challenge is one of the reasons why women struggled in accessing adequate houses, hence the researcher recommends better communication between the two parties.

#### **Recommendation: Encouraging Municipal Community Partnerships (MCP's) between eThekwini Municipality and Piesang River (FedUP) community**

Although the PHP is said to have failed because it did not build or produce any houses in 2004 and 2005, it is argued that the enhanced PHP should be used by both the local government and FedUP to advance the production of adequate houses (Tissington, 2011). Since the government encourages CBOs to intervene and come up with the solutions to the challenges of housing provision, in this context it is vital that the eThekwini municipality work in partnership with the Piesang River community (FedUP) and other ePHP CBOs

instead of competing with them. There are MCPs in countries like Brazil and Kenya where government has taken initiatives in working with women to support their community savings and their self-help approach for building their houses.

Here in South Africa, government's role should be extended to go beyond merely providing subsidies and be involved more closely during the processes. EThekweni municipality should do a close monitoring exercise to see where FedUP women are struggling and provide support. This does not mean that the partnership has to rule out the FedUP approach which focuses on the community at grassroots level, where the participants own their development and share knowledge among all members. As much as women can learn from the municipality, the municipality can also learn from the approach of women. In cases where parties are facing challenges, they can discuss together so that there are no disputes. For the EThekweni municipality and Piesang River community to pursue an MCP, each of the two parties needs to understand the obstacles barriers that the other party is faced with. Understanding each other's problems and establishing partnerships will inform the kind of partnership model which will suit people's need. Even the issue of shortage of land can be discussed in such partnership meetings. Thus resolutions can come from both the municipality and the federation. Additionally, although FedUP is mostly dominated by women, municipality intervention can also stress gender equality. Municipality intervention would ensure that men are also accepted well in the organization and that they are also trusted with positions such as being treasurers and signatories.

The MCP is the main recommendation because it will also solve other challenges faced by the federation in the project of Piesang River. The lack of community trust in FedUP can be solved if the municipality joins in partnership with the federation. Ordinary community members in Piesang River can start to accept and treat FedUP as alive in their community. Even the ward councilor can start recognizing FedUP as present at Piesang River.

### **5.3.2 Challenge: Access to land ownership**

It emerges from the findings that one of the challenges which women face is access to land, which is why they have been involved in land invasion cases. Respondents said that they have realized that invasion is not a good idea; thus they are looking for legal options in getting access to land. They expressed regret that the act of illegally grabbing land has given

FedUP a bad name in the in the books of the municipality and they are therefore looking to repair their good reputation.

### **Recommendation: Public Private Partnerships (PPPs)**

The challenge of insufficient land for development is similar to the situation in Brazil. In South Africa, and Durban in particular, vacant space is mostly in the private sector rather than in the public sector. One solution would be for government (in this case eThekweni municipality) to adopt the strategy used in Brazil of creating partnerships with private land owners to transfer some land for FedUP housing development. The municipality can facilitate the partnership in relation to payment and women's savings. Government at provincial and local level should further assist in the process, thus making sure that the federation does not buy environmentally sensitive areas or undevelopable land. Government, with support from organizations such as the South African Homeless People's Federation (SAHPF), uTshani Fund and South African Women in Construction (SAWIC), can negotiate with banks to give marginalized women loans to buy land from private owners. Ndinda and Uzodike (2008) suggest that government acknowledge the marginalization of African women when it comes to housing finance and that there should be initiatives to alleviate their lack of social capital. The micro credit schemes already exist but they need the state support to get to the neediest. In Canada, government negotiated with the banks to give people, especially the low to middle income earners, some loans to build their houses (National Working Group on Women & Housing in Canada, 2003).

### **5.3.3 Challenge: Non-compliance with the town planning bylaws**

Although the findings revealed that the municipality did inspect Piesang River FedUP houses after construction to say if they complied with NHBRC this needed to go further. Inspection is conducted too late, when damage has already been done. The eThekweni municipal project manager indicated that lack of technical capacity on the part of the town planning professionals involved with the Piesang River project had a negative impact. He alluded to the time the project has taken to be completed which was extremely protracted because of poor project programming. The project manager added that mistakes could not be blamed on

the Minister in the provincial government. The few town planners and development practitioners who were handed the project while it was still managed at the provincial level were to blame for ignoring project planning and project management procedures. It is thus important that town planners and development practitioner should not be overwhelmed by the political pressure of projects and end up failing to comply with the rightful norms and standards.

### **Recommendation: Town planning bylaws compliance**

It is a fact that Piesang River project (FedUP) must comply with town planning bylaws, and if not, then the municipality should prosecute contraventions. This was suggested by the municipal project manager and it should be taken as a recommendation for the project of Piesang River. On the side of uTshani Fund, the technical supporter recommended that since the women involved are already planners in their homes, they could be given some technical training to help them further to understand planning bylaws. Although it is understandable that government (DoH) was under pressure to deliver a lot of houses, having begun the project during the first democratic elections, this should be taken as a lesson. Government (DoH) focused on quantity and forgot about quality. Quality and quantity should have been taken as equally important variables in the project. In order for the government to ensure compliance it is recommended that monitoring start in the planning stage of the project. Although FedUP is a people's process it should be the role of the municipality to remind them about the importance of complying with bylaws. Before construction, a reasonable time should have been given for officials to interpret the policies and for planners to plan properly and implement accordingly.

Town planning studies are concerned with the needs of people who are side-lined. These people need to be given a platform where they can gain empowerment and be able to do things themselves and question or challenge the status quo (Watson, 2006). These people who are side-lined are not well-equipped with information, so what happens is that they rely on the planner to guide them and not deceive them (Sanderkock, 1998). Municipal planners and facilitators from uTshani have an ethical duty to serve people with difference; they need to empower the women. This does not necessarily mean deciding for them or doing things for them, but instead letting them do things themselves, thus promoting self-reliance and confining their own role as planners to that of facilitation.

Moreover, there could be municipal mentors and reports sent to the municipality from the women to update them on what has happened and what is going to happen next. This will enable errors to be identified and rectified while there is still time. FedUP should be encouraged by the municipality to refer to the NHBRC standards to help them build quality houses and on environmentally suitable sites. In Kenya, women have been reported as building houses themselves, but none have been reported as contravening bylaws because the government of Kenya and the supporting organization have been equipped to monitor and advise the women. Also here in South Africa, this is already working. There are housing projects which make it their responsibility to observe town planning bylaws. The eThekweni municipality can help the federation to identify these projects so that FedUP can learn from them.

#### **5.3.4 A good lesson to be promoted: Community-Driven development**

The findings of this dissertation show that EThekweni municipality could indeed learn from FedUP about the culture of community engagement in development. It emerges that during the Piesang River project (FedUP) there was no hidden information, and for municipality to adopt this culture of transparency it needs to accept and support what the federation is doing. Urban Landmark (2008) recommended community-driven development because this kind of development has benefits to community members. This dissertation supports the recommendation set by Urban Landmark (2008) of community-driven development, because it enables the community to own their development. Other projects can learn this approach from Piesang River project. Community-driven development needs to be adopted because, firstly, in this approach citizenship is built and beneficiaries become more aware of their rights and responsibilities. This means that the development expert involved in the process of facilitation enables the community to take on the initiator's role while s/he plays a facilitator role. When the community is given an initiator's role it means that they understand all their rights and responsibilities and they make decisions for themselves based on the options they are given. Secondly, community members become more directly involved in the process, thus benefiting from the transfer of skills; skills are transferred from the facilitator to the community and from the community to the facilitator. Lastly, the final housing product is more sustainable because the participants are included and are responsible for identifying their needs right up to the provision stage.

### **5.3.5 A good lesson to be promoted: Enhanced People's Housing Process (ePHP)**

Although government faces many challenges in seeking to meet housing needs for a diversity of women, the enhanced PHP seems to be capable of harnessing its resources to cater for these needs (COHRE, 2008). This ePHP approach adopted by FedUP in its community-driven housing initiatives focuses on empowering beneficiaries so that the community can ultimately take control of the development processes (Urban Land, 2008). Government in South Africa can learn from it and promote it, especially as a suitable approach for empowerment of women. Although FedUP tried to create a gender balance by including both men and women, 85% of the membership in FedUP is marginalized women (COHRE, 2008). Hence this organization may be seen as a women empowerment initiative because women are given an initiator role to drive the process. Ndinda (2009: 330) argues that women can be said to be empowered when they comprise a large proportion of those engaged in construction and when their participation includes designing houses, establishing quantities, contracting and building; conversely, there is a low level of empowerment when only a few women are involved and their involvement is only in unskilled aspects such as providing labour.

## **5.4 Recommended further research areas**

The aim of this research has been fulfilled, but there remains a need for further research especially since the municipal project manager has indicated that the municipality is planning to correct the mistakes in the Piesang River project. Firstly, further research in assessing participation of women in planning and construction of their houses could also include a quantitative scale supported by more recent case studies to determine when empowerment can truly be said to have happened. The findings of this study revealed that empowerment took place because the women themselves believed that they had been empowered through skills and knowledge. Secondly, this dissertation confined its focus to the participation of women even though men were also involved in project planning and housing construction. The role of men in the organization has not been examined in this dissertation, and further

research is therefore needed to establish what role they played in Piesang River (FedUP) and how they relate to women, which will create a better understanding of community participation in overall. Lastly; as indicated in this dissertation women acquire skills from the participatory activities they are involved in; it is thus recommended that researchers look into the possible advance in women's skills after they have been involved in construction of housing. There is a need for further research to find out if the skills and knowledge acquired could help women in terms of livelihoods or any income generating activities.

## **5.5 Conclusion**

The chapter began with a summary of findings in relation to objectives of the study. The chapter also noted that the research could have benefited from both qualitative and quantitative methods in order to arrive at both exploratory and statistical assessments of the participation of women. Various gaps have been identified in the study; these relate to the implementation of policy on women's participation, and various recommendations have been raised in this regard. This chapter concluded by recommending other areas for further research that could build on the existing body of knowledge on the participation of women in planning and construction of houses.

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## **Interview respondents**

Ms. Bunjiwe Gwebu: 24 October 2011: Durban City at 13h: 00

Mrs. Shandu: 06 November 2011: Durban Inanda (Piesang River) at 8h: 00

Beneficiaries from Piesang River, members from UMthombongashi & Sivukile saving schemes: 06 November 2011, Durban Inanda

Mr. Jeff Thomas: 29 May 2012, UTshani Fund Durban City office at 10h: 00

Ms. Patience Phewa: 29 May 2012, UTshani Fund Durban City office at 11h: 00

Mrs. Mkhabela: 21 June 2012, UTshani Fund Durban City office at 10h: 30

Mr. Zack Sadic: 16 October 2012, North Region Municipal offices in Phoenix at 9h: 00

# Appendices

Appendix 1- Monthly Savings Reconciliation sheet

Appendix 2-Application form of a Project Linked Subsidy

Appendix 3-Proposed layout & subdivision of land (Proposed plan for Piesang River)

Appendix 4-Inspection template of a house for a federation beneficiary

Appendix 5: South African Homeless People’s Federation Settlement Profiling template

Appendix 6: Memorandum of Agreement entered between Metro Housing and UTshani Fund

Table 1: Themes and questions for the interviews

Respondents/ interviewee	Themes/questions	
	During planning	During construction
1. Beneficiaries of adequate houses through FedUP	<ul style="list-style-type: none"> <li>a) Who was managing your housing project?</li> <li>b) When did FedUP start the housing project?</li> <li>c) What was the situation before the project was started?</li> <li>d) What kind of impact has been brought about by FedUP at Piesang River?</li> <li>e) How did you participate during the planning and construction of your house?</li> <li>f) What did you gain from the project?</li> <li>g) What are the planning challenges you found while participating in FedUP housing project?</li> <li>h) If the project was to start afresh how would you like to take part in it?</li> </ul>	<ul style="list-style-type: none"> <li>a) How did you take part in the construction of your house?</li> <li>b) Did you have/get any training or skills related to construction?</li> <li>c) If not, would you have taken part in such training?</li> <li>d) Was your house designed according to your preferences?</li> <li>e) If the project was to be repackaged, how would you like to participate in the construction of your house?</li> </ul>
2. (a) UTshani Board member (b) UTshani Savings mobilizing leader	<ul style="list-style-type: none"> <li>a) What is the membership criterion for FedUP?</li> <li>b) What sorts of planning and construction activities in your organization involve women?</li> <li>c) What makes it challenging for women to participate during FedUP planning and construction activities?</li> <li>d) Have women been empowered through FedUP? Substantiate your answer.</li> <li>e) What is the role of savings in the planning of adequate housing?</li> </ul>	

3. Technical Community Planner	<ul style="list-style-type: none"> <li>a) What kind of support do you give to women during the planning and construction of their houses?</li> <li>b) At what level do women participate?</li> <li>c) What was your role in the project?</li> <li>d) What are the principles and methods used in guiding the relationship of the planner and the women from the FedUP organization?</li> <li>e) What are the challenges you have experienced while working with the women and how have you resolve them?</li> <li>f) What are the benefits that you noticed while you were working with the women?</li> </ul>
4. Technical Community Consultant	<ul style="list-style-type: none"> <li>a) What is the role of uTshani Fund during the planning and construction for adequate housing projects?</li> <li>b) What is the SWOT analysis of uTshani Fund, in contrast with the Municipality's contractor-driven approach to adequate housing development?</li> <li>c) What is the process of UTshani in engaging women during the planning of their adequate houses?</li> </ul>
5. Partnerships Administrator	<ul style="list-style-type: none"> <li>a) What support was given by eThekwini Municipality during the process of planning for adequate housing at Piesang River?</li> <li>b) What guides the FedUP organization relationship with the eThekwini municipality? Is there an MOU, and if yes what does it say about the partnership?</li> </ul>
6. EThekwini Municipality North Region Project Manager	<ul style="list-style-type: none"> <li>a) What was your experience with working with Piesang River housing project?</li> <li>b) What was your relationship like when you were working with women at Piesang River FedUP project?</li> <li>c) What have been the challenges you faced while working with the women in the Piesang River PHP housing project?</li> </ul>