

RURAL URBAN STUDIES UNIT

**RESEARCH INTO
COMMUNITY NEEDS AND
PRIORITIES: AN OVERVIEW**

Valerie Møller

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CENTRE FOR SOCIAL AND DEVELOPMENT STUDIES

UNIVERSITY OF NATAL DURBAN



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RURAL URBAN STUDIES UNIT

The Rural Urban Studies Unit was founded in 1983 with support from the Human Sciences Research Council for the purpose of studying the dynamics of the links between the rural and urban areas of South Africa. It is situated at the University of Natal, Durban within the Centre for Social and Development Studies (previously the Centre for Applied Social Sciences and Development Studies Unit). This Unit was directed by the late Professor Jill Nattrass until 1987. From 1989, Professor Simon Bekker has taken over its direction.

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1 INTRODUCTION

Development and planning at the national, regional and local level are based on explicit or implicit assumptions or community needs and priorities. This paper gives an introduction to empirical research into community-identified needs and priorities in South Africa and attempts to identify the major variations in community needs assessments in black urban settlements.

The analysis is based on the limited data which could be collected in the short time available for the project¹. However, every attempt was made to compile research evidence from several regions of South Africa. The examples serving as the data base for the analysis cover four regions: Soweto, Natal/KwaZulu (mainly the Durban metropolitan area), the Eastern and the Western Cape.

Starting point for the **data collection** was the assumption that empirical studies of community development needs would fall under the rubric of housing and quality of life research. In order to narrow the search and retrieval process to manageable proportions, consideration was given only to documents concerning **black** (African) communities for the ten year period prior to 1987. Official documents included mainly structure plans and guidelines of which only a small number were freely available².

The search process yielded several hundred titles. About half of these were examined and some thirty proved suitable for the present analysis. The source material is very heterogeneous (see list of references at the end of the text). For this reason, the

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- 1 The research for this paper was commissioned by the Urban Foundation in the second quarter of 1987. The research was conducted over a two-month period to meet the Urban Foundation's mid-year deadline. The Urban Foundation held copyright to the research report until September 1989, when the report was released for publication. The author gratefully acknowledges financial assistance from the Urban Foundation. Views expressed in the paper are those of the author and do not necessarily reflect those of the Urban Foundation.
 - 2 The author wishes to express her appreciation to a number of persons who assisted with locating material. These include Ann Bernstein, Head of Urbanisation Unit, Urban Foundation, Transvaal Region; Rob Evans, Centre for Applied Social Sciences (now Centre for Social and Development Studies), University of Natal; R O Matlock, Director, Urban Foundation, Eastern Region; T R Roux, Metroplan, Pietermaritzburg; M Swilling, Political Studies Department, University of Witwatersrand; and A Walker, Librarian, Urban Foundation, Transvaal Region. Thanks also go to other persons who supplied confidential material. Their names cannot be mentioned for obvious reasons.

original intention of applying a quantitative analysis had to be abandoned in favour of a more qualitative and impressionistic assessment.

The bulk of the data base is presented in its original or slightly abridged form in the appendix to this paper. The data compendium is divided into the following sections:

Section	Data	Exhibits
A	Research evidence: Community-identified problems, needs and priorities	1-23
B	Official identification of community needs and priorities (Eastern Cape)	24
C	Community and official upgrade recommendations	25-33
D	Strategies for meeting needs: Specialist and official recommendations (planning goals and principles)	34-42
E	Conceptual frameworks	43-45

In the first three sections materials are also ordered by region.

The following key questions guided the data analysis:

1. Which research methods are employed to assess community needs and priorities?
2. Are community-identified priorities similar in all parts of the country or do regional differences obtain?
3. To what extent do the needs identified by communities match those identified by officials as indicated in guidelines and development plans at all levels?

2 REGIONAL DIFFERENCES : FACT OR FALLACY?

A preliminary inspection of the exhibits in Sections A and C suggests that the **range** of community needs tend to be fairly uniform in all regions. However, the perceived **priorities** seem to differ quite substantially from one community to the next.

Beyond the broad definitions of a comprehensive needs and problems list, there appears to be no absolute hierarchy of community priorities which would apply to all South African areas.

This raises a further question: Are variations in community identified needs real or only apparent? Comparison of the results obtained from heterogeneous sources present numerous problems. In some instances the exhibited assessments of community needs and problems have been undertaken as part of a more broadly defined research exercise. Even though every attempt has been made to standardise the presentation of the collected data, it represents a rich variety of research designs and settings, and differences in style of reporting. Variations between exhibits also reflect the manner in which various priorities have been grouped together, and whether the intention was to compile a comprehensive list of needs or merely to isolate the chief priorities. In other words, the data base consists of such heterogeneous assessments, that there is no reason to assume that needs, defined very broadly, actually differ widely from one region to the next.

To our knowledge only one attempt has been made to compile a generally applicable list of perceived community priorities in black residential areas. Schlemmer (Schlemmer and Møller, 1982; Exhibit 1) based his priority structure on rich descriptive evaluations of township life in Soweto and Natal. Community researchers in other regions have found Schlemmer's model a useful point of departure for community studies in the past (cf Weichel et al., 1978).

The list compiled by Schlemmer provides a conceptual framework for a subtle interpretation of black community problems, but lacks the type of precision which can be easily translated into a concrete planning strategy. The model applies mainly to the townships and would have to be expanded to incorporate the needs of the increasing number of informally housed people.

3 COMPARISON BETWEEN TYPES OF COMMUNITIES

Let us assume that regional differences are not the most important distinction. An alternative proposition is that factors, such as level of development and degree of permanency of the settlement, cut across regional differences and have a major influence on the priorities identified by communities.

Needs assessments appear to differ quite substantially between formal and informal settlements in the same region (Exhibits 9 and 10). Maasdorp and Pillay (1978 : 95 ff and Exhibit 7) observe that needs in three informal housing areas in the Durban area are essentially similar. Researchers in the Natal region tend to agree that housing needs as such are not the top priority.

Needs for basic infrastructure dominate in informal and sub-standard housing areas. Correspondingly, recommendations for upgrade tend to take water and sewerage as their starting point. This is perhaps one of the major themes which runs through the data base. In this limited sense, one can say that official recommendations for upgrade which concentrate exclusively on engineering services are sensitive to the highest priority needs of shack dwellers in many parts of South Africa.

The range of needs of peri-urban settlers and regular township dwellers are by and large similar. Differences in priorities partially reflect the existing level of provision. The progressive fulfilment of basic needs is evident in priorities cited by the residents as well as in the recommendations for improvements tabled by planners.

Domestic water supply, sewerage system and electrification are the areas where need progression is most evident. Shifting priorities may be a reflection both of denser settlement and affluence in the community, and a combination of both in the sense that economies of scale can be achieved. One may also assume that aspirations, which influence priority ratings in terms of equity comparisons, may have had some effect on priority trends.

There is, for instance, no way of knowing the impact which the electrification of Soweto has had on community priorities in other parts of the country. The evidence collected for this analysis suggests that electricity is fast becoming a common priority in all residential areas. (This contention is supported by research conducted by Eskom (private communication), subsequent to the compilation of this report).

4 HOUSING PRIORITIES

The variations in the priority rating of housing needs calls for closer examination. There appears to be a tendency for township and shack dwellers to prioritise housing concerns in a different manner. Factors such as degrees of security of tenure, homeownership and opportunities to effect alterations to the dwelling unit may be

important considerations here. Studies of Natal and Soweto townships undertaken in the mid-1970's suggest that dwelling space and rent issues may be major causes of dissatisfaction, but may not necessarily be high priority issues if residents feel incapable of effecting change.

Trends in housing and the mobilisation of the community around rent and resettlement issues must also be taken into account when making comparisons over time. Homeowners and self-builders will inevitably view their housing problems differently from renters. The new housing policy with its emphasis on greater private participation in the housing process may also have played a part in influencing changing perceptions. The increasing power wielded by residents' committees in many urban areas of the country may have served to focus greater attention on housing issues in the wider sense.

The research context and the manner in which housing issues are defined or categorised may also influence its position on the scale of priorities. The exhibits show that the salience of financial aspects of housing, such as affordability, rent issues or value for money, may be quite different from aspects such as housing shortages, and the size of township dwellings. This is a point we shall discuss in more general terms in the next section.

5 COMMUNITY PRIORITIES : A FUNCTION OF RESEARCH DESIGN

A comparison of results obtained in studies of community needs during the period 1977-1988 raises a number of methodological issues. A wide range of methods have been applied to assess priorities ranging from socio-economic surveys, social surveys, in-depth sociological studies, discussions with community leaders and rank-and-file members, and objective observations. In some cases no description of method is available. In the following pages a number of factors are discussed which taken together may account for some of the variations in the findings emerging from needs studies.

The research context: Assessments of community priorities exhibited in the appendix form part of housing surveys, socio-economic studies, upgrading schemes or political awareness campaigns. Obviously, communities react to the context in which questions are posed and response patterns will reflect this.

Omissions and overstatements of needs may present problems in some research contexts. Serious environmental defects may simply not be mentioned because people have learnt to live with them. Alternatively, people may fail to mention a high priority need because it is so obvious to them that they assume the researcher will also be aware of it. A researcher who is not familiar with local conditions may easily overlook a major community concern. On the other hand, sensing that the inquiry may alleviate some of their problems, subjects may extend their list of grievances to include virtually every aspect of living. Alternatively, the community may rearrange its priorities to match the researcher's sphere of influence.

The role of the researcher: The researchers whose findings are listed in the appendix include, inter alia, social researchers, experts in technical fields, community officials, and community development workers. Some inquiries have employed the services of outside professional interviewers, while others have trained local elites or rank-and-file members to collect household data.

Data sets collected by the same school tend to be more comparable. This does not mean that different schools propose different community priorities on the basis of their research, but only that valid comparisons may be easier to achieve within schools.

There are a number of different approaches to the study of community needs, problems and priorities which have been applied during the past decade: For example, Human researching needs in Soweto and Mitchell's Plain (although the latter is a coloured township, data pertaining to Human's study of Mitchell's plain is included in the appendix, of Exhibit 21) has pursued a quality of life and indicators approach; Sutcliffe (Built Environment Support Group and Planact) has achieved good results with ranking exercises, Schlemmer and Møller have used a variety of quality of life probes, and members of the Urban Problems Research Unit have taken a systems approach to analysing community needs. Maasdorp and his colleagues have focussed on housing delivery and economic aspects of settlement. Haarhoff and Maasdorp (1981:56a) advocate a more qualitative assessment of community priorities, which would complement socio-economic sample surveys.

Key questions used to probe community needs, especially in the case of the quality-of-life and indicators approach, consist chiefly of satisfaction and dissatisfaction enumerations or ratings, definitions of community problems and grievances, and ranking of needs or recommendations for change and improvement in order of priority.

Dissatisfaction and problem indicators tend to yield fairly similar results as do priority rankings and suggestions for change. More parsimonious use could be made of one or the other type of indicator. In contrast to dissatisfaction and problem indicators, priority rankings and suggestions for change tend to yield a precise operationalisation of the community need concept for development planning.

An even sharper definition of need can be achieved if some form of commitment to priorities is involved in the ranking exercise. Attaching a price tag to a perceived need introduces an element of realism which helps to overcome the gulf between attitude and action. An example is shown in Exhibit 5. Human (1981) and Møller and Schlemmer (1980) have also asked for financial commitments with good results. Trade-off exercises are commonly used by housing consultants attached to the NIPR and NIBR. Incorporating costing exercises with priority ranking tasks may bring community needs studies closer to socio-economic studies which tend to focus more exclusively on affordability aspects.

The studies reviewed for this paper suggest that ranking exercises pose problems for inexperienced researchers. Subjects may unwittingly be prompted to rank-order priorities in the order in which they are listed in the questionnaire schedule. Alternatively, interviewers may influence respondents by supplying examples of infrastructure or services by way of a definition. From a technical point of view these problems may be difficult to overcome in the local South African context, even by experienced social researchers.

The weighting of ranked priorities also appears to pose problems for many researchers. Even exact calculations of rank-orders may be flawed by other measurement biases.

Probes can be broadly divided into two types:

1. Calls for spontaneous mention or enumeration of needs, problems, grievances or priorities.
2. Assisted or structured identification of needs and priorities.

Nonstandardised open-ended probes have the advantage of uncovering a comprehensive range of felt needs. The researchers need not impose their conceptual

framework on the issues under study. However, spontaneously produced needs lists have a number of shortcomings. Some categories of needs may be itemised in great detail while other equally pressing needs may be overlooked. This poses a problem for weighting. As mentioned earlier some needs may not be expressed at all in the tacit assumption that problems are common knowledge and self-evident. Items which cannot readily be remedied may similarly be excluded from the list.

On the other hand, standardised items tend to limit the free expression of felt needs and may influence priority rankings as discussed above.

In the interests of comprehensiveness and comparability the use of both types of indicator in each assessment appears essential. Of course, in order to achieve strict comparability the standard item will have to be based on identical categories of needs for all studies.

Categories of needs: The single most serious problem in achieving truly comparable results in different parts of the country is related to the manner in which needs are identified and categorised. Spontaneously produced items may cut across conventional planning categories. For example, concern with crime and physical security issues might manifest itself in a variety of ways in standard lists of facilities and services i.e. street lighting, police station, bus stops close by, etc.

There is a danger that if priorities are grouped into broad categories to afford an overview, need distributions may be distorted. Some researchers have attempted to overcome this problem at various stages of the research process. For example, in Exhibit 4 spontaneous mentions of various aspects of needs are ordered into broader classes of needs. Priorities within these classes are determined according to frequency of mention. Other researchers have introduced broad classes of needs from the outset and have then asked subjects to assign priorities within these classes on a spontaneous or fixed item basis. A distinction in terms of scale : say between the private home and the public sphere, is most common. Sutcliffe in his research in St Wendolins and Langa has introduced an a priori distinction between facilities and services. This approach yields a concise definition of community priorities which can easily be translated into concrete planning proposals.

Loose definitions of need categories by subjects and researchers also present problems. For example, 'electricity' may refer to anything from street lighting to a full

electricity supply to individual homes. Similarly, collective terms such as amenities, conveniences, services, facilities, and infrastructure are used to group together different sets of needs.

Where community needs assessment are obtained as a planning instrument for upgrades, one might presume that a priori definitions should be applied which correspond to conventional technical usage.

6 GENERAL ACCEPTABILITY OF NEEDS ASSESSMENTS

'There is growing conviction among specialists that too many decisions affecting the life style and aspirations of large segments of the population are done without proper knowledge of these needs and aspirations' (Hallen, 1977:36).

'Although further research into housing strategy may yield diminishing returns, some research would be necessary in all informal settlements scheduled for upgrading. Such research should focus on key socio-economic indicators such as demographic and employment and income data, but equally important, also on the main problems and organisational patterns within the community concerned. The aim should be to identify those positive forces which could be harnessed in the project so as to enable the community to be participants in, not merely subjects of, the scheme' (Maasdorp and Haarhoff, 1983: 568-569).

'What (housing upgrade projects) have in common is a process involving the community itself in moving in on the solution to the situation' (Andrew and Japha, 1978: 127).

'An important aspect of the upgrading process concerns the phasing of services and facilities. Ideally, an upgrading plan should aim to deliver services in order of need on the part of residents : from those most needed to those least needed for their general welfare' (Built Environment Support Group, 1986 : 24).

The above viewpoints appear to be gaining general approval. The principle of consultation with the community and greater participation in decision-making processes may be fairly widely accepted at least in theory. The evidence from the Eastern Cape suggests that the socio-economic survey is considered the vehicle for determining affordability and possibly also community priorities. The survey approach may be common practice in other regions as well. Horne Glasson (1982 : 65) recommends that investigations should be carried out to determine priorities for improving the quality of life particularly in the densely settled squatter areas outside Durban.

If community surveys are to become a regular feature of the upgrade process, a national data base should become available in a short period of time. This also raises the

question as to whether or not standard approaches to data collection should be employed in order to produce data trends.

The sketchy evidence collected so far suggests that there are enormous variations in approaches to community needs assessment. A certain degree of standardisation might be desirable if only to ensure an accurate assessment of priorities. This would increase the likelihood that communities get what they need and want most. (We are assuming that the valid assessment of community priorities is the key issue here, i.e. needs assessments are used to mobilise local participation in decision-making rather than to encourage acceptance of and cooperation with an imported upgrade scheme.)

In areas troubled by uncertainty and unrest, routine surveys may be counterproductive and a more sensitive approach may be called for. The credibility of the researcher may be of paramount importance here. For this reason community research initiatives along the lines of the self-survey (Lund, 1982) may achieve better results than surveys conducted by outsiders.

However, apart from sensitivity issues, it is imperative that a certain degree of professionalism and competence is brought to the task. Key questions which appear to achieve valid results (a number of examples are exhibited in the appendix) might form the basis of a standard research design which could be adapted by communities for local use. A manual outlining key items and tips on how to collect and process community needs data might be made available to communities wishing to play a particularly active role in this phase of the upgrade programme.

7 BASIC ASSUMPTIONS AND PRINCIPLES UNDERLYING OFFICIAL DEVELOPMENT PLANS AND GUIDELINES

As far as can be ascertained from the rather sketchy evidence, there appears to be convergence of ideas expressed by rank-and-file members of black communities, urbanisation scholars, regional planners and advisers as regards common goals.

Particular mention might be made of goals listed in the exhibits in Section D of the appendix such as security of tenure, upgrade instead of removal where feasible, community cohesion, and the incorporation of black satellite communities into the urban fabric of the metropolis and the core economy. For example, the Inanda structure plan

assumes local employment opportunities for approximately thirty percent of the economically active. Housing is seen as a vehicle for achieving a generally higher standard of living and fulfilling the education and employment aspirations which figure in so many of the comprehensive needs lists exhibited in Section A of the appendix. Several recommendations place particular emphasis on the employment and training opportunities which can be incorporated into upgrade schemes.

The structure plans and guidelines included in this survey give an overview of the many facets of urbanisation which require consideration in order to provide optimal opportunities to all residents in the region.

The chapter headings of Morris's Soweto report (Exhibit 43) might usefully be employed as a general checklist for assessing community needs. The other structure plans included in this survey tend to follow quite closely the brief of the Venter Commission report (Exhibit 37). Problem areas within the region under study are discussed under the appropriate heading and no real attempt is made to identify a list of regional community priorities. However, key issues which require urgent attention tend to be highlighted under strategies for implementation.

If one were to generalise at all, the official viewpoint appears to be that basic infrastructure is the first priority from which higher-order planning goals will be achieved. This emphasis is even more pronounced in the new housing policy where basic infrastructure is provided before housing structures.

The official upgrade recommendations included in this overview tend to focus exclusively on the delivery of infrastructure. Basic infrastructure is seen as a package deal, which is an integral part of the housing delivery service (this is also most evident in the needs identified by the Eastern Cape administrators, cf Exhibit 24). The typical components: water, sewerage, roads and stormwater drainage, and refuse removal, are seen as so basic that prioritising is a question of the standard of service provided, rather than a trade-off of one element against another. However, hygiene is most certainly a top priority, and clean water supply and sewerage tend to figure as the first items in upgrade recommendations. Regional differences in terms of climate and topography, rather than community preferences may dictate standards.

An interesting departure from the usual pattern of considering engineering services as a package is the current inquiry into housing needs in Natal/KwaZulu which according to a personal communication also includes education infrastructure.

8 COMMUNITY PRIORITIES BEYOND FACILITIES AND SERVICES

Another interpretation of the wide margins of difference in the results obtained in community needs studies might be considered. It is possible that conventional categories of community priorities in terms of infrastructure and facilities overlook the most pertinent aspects of discrimination which are so prominent in the spontaneously produced listings of needs. The planning goals and principles in the Section D exhibits (conceptual framework) in the appendix suggest that official planning agents are mindful of these intangible priorities. There appears to be some awareness that housing standards achieved may be less important than the delivery system, and that the provision of infrastructure per se may not begin to redress long-standing community grievances related to insecurity of tenure and lack of employment opportunities.

9 SUMMARY AND CONCLUSIONS

1. The lists of black community issues identified in various regions are very similar. However, community priorities emerging from studies conducted in four regions of South African differ substantially.
2. Strict comparisons of regional emphases are not possible in view of the fact that priorities have been defined in different ways and rank-orders are associated with the research methods employed.
3. The development of basic infrastructure appears to be a universally accepted community priority which is also given official recognition. A major difference in priority structures exists between shack areas and regular townships. Water tends to be the highest priority in shack areas. The demand for electricity appears to be linked to the existing level of services.

The emphasis on the provision of basic services in upgrade schemes conforms with the perceived needs of residents in communities which for various reasons have been under-provided with essential services.

4. There is a tendency for housing priorities in the strictest sense to be overshadowed by urban rights and social mobility issues such as income and

employment and education opportunities, security of tenure, and local government.

From a methodological point of view a case might be made for treating housing issues, defined in the narrow sense, separately from other community priorities. This may appear to contradict the commonly accepted notion that housing problems should be treated holistically. According to Dewar urbanity results from the opportunity costs resulting from interactions between various aspects and scales of the living space. However, from a practical research point of view it makes good sense to artificially divide housing issues from other community issues. The empirical evidence reviewed in this report suggests that rank-and-file members of communities face a difficult choice when required to rank-order their needs. Divorcing the narrower housing issues from other considerations should solve this problem to a certain extent. This distinction should go a long way towards making comparisons between community priorities in shack areas, site-and-service and regular township housing areas more meaningful.

Apart from basic infrastructure priorities it would appear that priorities in terms of public facilities may differ from one community to the next and it would be irresponsible to make common assumptions without inquiring into local preferences.

5. A basic proposal for community needs assessment is as follows:
 - a. The application of one or two general probes concerning local needs or problems. The aim is to uncover sensitive issues and the more intangible dimensions of community aspirations.
 - b. The use of one or more items which require subjects to rank-order priorities within groups of limited numbers of a priori defined needs. In residential areas scheduled for upgrade, the need categories should ideally correspond closely to practical planning considerations.

The evidence collected so far suggests that need categories can be meaningfully divided into at least 3 groups:

- o Narrowly defined housing issues
- o Infrastructure (eg. utilities, services)
- o Facilities

A fourth group might comprise the less tangible priorities and planning principles which cut across substantial need categories or provide for options in meeting basic needs.

The conceptual frameworks and classification systems shown in Exhibits 43 through 45 might provide a useful starting point for identifying intangibles. Other intangible needs can be gleaned from the comprehensive overview of grievances compiled by Schlemmer in Exhibit 1.

The approach outlined above should have the advantage of being sensitive to subtle local differences in needs and aspirations while producing results which are broadly comparable. It is hoped that such an approach will assist in identifying the needs closest to people's hearts which can also be readily incorporated in intervention programmes to improve the quality of life in urban settlements.

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APPENDIX

EXHIBIT I

General

RANK AND FILE BLACK GRIEVANCES

Tentative rank orderings

General problems and grievances

1st Order	2nd Order	3rd Order
<ul style="list-style-type: none"> o Wages/Incomes/c.o.l. 	<ul style="list-style-type: none"> o Housing/accommodation/ property rights o Political rights o Race discrimination o Transport 	<ul style="list-style-type: none"> o Employment opportunity/ and conditions o Access to education o Quality of education o Influx control o Crime and hooliganism

Community problems and grievances

1st Order	2nd Order	3rd Order
<ul style="list-style-type: none"> o Reliability, quality of transport o Cost of transport o Youth crime and hooliganism o Houses too small (3 bedrooms required) o High rentals o Shortages of housing o Lack of police protection o Night raids by authorities o Shortage of schools o Costs of education 	<ul style="list-style-type: none"> o High/fluctuating water charges o Long queues and unsympathetic treatment at government offices o Evictions for arrear rentals o Bribery and corruption o Lack of electricity o Evictions of widows/ children o Danger of movement after dark o Internal transport o Lack of various kinds of services and amenities o Need for youth employment schemes (greater now) o Application of influx control within township o Poor, badly maintained roads o Poor quality housing o Need for clearly defined home and property ownership o Boring, repetitive house design o Variety of effects of poverty o Need for more efficient house maintenance o Lack of freedom to alter houses o Poor quality of education 	<ul style="list-style-type: none"> o Variety of problems covering inter alia, shopping, prices in shops, dirt and refuse in townships, morals of youth, many specific aspects of house design and other issues too numerous to list

Context: General township setting in the mid - to late 1970's

Method: Generalisation on the basis of detailed research into community needs and grievances among a representative sample of 800 people in Soweto and a study with similar objectives in KwaMashu in Durban (N=150). P17.

Source: Schlemmer, L and V Møller.
1982 "Black Housing in South Africa", **Energos** 7, pp 2-37.

EXHIBIT 2

Natal

COMMUNITY PROBLEMS

(Spontaneous mention of grievances and community problems concerning)

	%
o Community administration	64
o Crime	62
o Transportation	54
o Housing	45
o Education	36
o Community facilities	31
o The Urban Bantu Council	21
o Medical services, ambulances	17
o Sanitation, drains, storm water, refuse collection	15
o Roads	7

N = 150

* multiple responses

(p.10)

Context: KwaMashu, township to the north of Durban, Natal**Method:** In-depth, semi-structured interviews with 150 residents in the mid-1970's. Respondents were requested to talk about life in KwaMashu and its problems.**Source:** Møller, V, L. Schlemmer, J Kuzwayo and B Mbanda.
1978 **A Black Township in Durban: A study of needs and problems**, Centre for Applied Social Sciences, University of Natal, Durban.

EXHIBIT 3

PERCEIVED NEEDS AND PROBLEMS

Natal

Need

No. of households who expressed the need

o Clinic	137
o Firewood	49
o High school	28
o Creche	28
o Schools (generally)	16
o Sporting/recreation facilities	13
o Community hall	8
o Electricity	8
o Street lighting	6
o Water laid on in house	5
o Improved wages	4
o Land for cultivation	4
o Upgrading to township status	4
o Further education facilities	2
o Sewing/cookery school	2
o Loans to build houses	1
o Burial place	1

Problem

o Water source too far away	193
o Bad roads	77
o Unemployment	40
o Bus stop/public transport too far away	34
o Site too damp/muddy	5
o Bus fares too high	4
o Overcrowding	4
o Possibility of removal	3
o Telephone application unsuccessful	3
o Paying money for purified water	3
o Shop too far	3
o Bus timetable unsuitable	3
o High crime rate	2
o Unsuitability of sites	2
o Rent is too high	2
o School buildings are poor	2
o No doctors available	2
o No place for stock to graze	1
o Not permitted to build houses with concrete blocks	1
o No work/facilities for disabled	1
o No tractor available for gardening	1

Context: Peri-urban shack settlement due to be upgraded (also under threat of removal). Durban-Pietermaritzburg metropolitan area, Natal.

- Method:** 1986 Household survey. 100% sample. Conducted by the Department of Health and Population Development with permission and co-operation of the community. N=454 households. Survey item "The household's felt problems are:..."
- Source:** Winter, R D.
1987 **A study of Hopewell: A rural settlement of Zulu people residing on various sub-divisions of Lot 7 of the Farm "Hopewell" No 881 in the County of Pietermaritzburg, Department of Health and Population Development.**

EXHIBIT 4

Natal

COMMUNITY PRIORITIES

(Improvements needed: "What things could be put right in Malukazi?")

Community conveniences	%*
o Water supply	46,8
o Toilet, sanitation, sewerage system	42,8
o Roads	37,1
o Electricity	32,7
o Street lighting	15,5
Services	
o Police station, physical security	27,7
o Schools	14,4
o Shops	12,2
o Refuse removal	11,8
o Postal service	5,8
o Transport	2,5
o Butchery	1,8
Public facilities	
o Clinic	23,7
o Creches	9,4
o Community centre	1,8
o Church	1,1
Housing	
o Quality	15,5
o Densities	13,3
o Shortage	10,1
o General	10,4
Environment and organisation	
o Clean up area	1,4
o Demolish and replan	1,1

N = 278

* multiple responses (Table 6.6 on pp 109, 110)

Context: Shack housing area in the Durban metropolitan area**Method:** Sample survey with 278 household heads using a questionnaire schedule

Source: Møller, V and P Stopforth.
1980 **Aspirations, Experience and Needs in Informal Housing: Survey observations in a spontaneous settlement near Durban.**
Centre for Applied Social Sciences, University of Natal, Durban.

EXHIBIT 5

Natal

COMMUNITY DISSATISFACTIONS AND UPGRADE PRIORITIES**Dissatisfactions/Grievances (spontaneous mention) (p.17)**

("What do you like least about living here?")

	Number	%
Poor amenities	37	15
Lack water	26	10
Dirty neighbours	26	10
No choice	15	6
Criminals	10	4
Cruelty of troops	10	4
Threat of removals	9	4
Other	32	13
No response	117	47

Upgrading priorities

(Respondents asked to rank order provision of infrastructure and facilities in order of preference)

Aggregate ranking of infrastructure	Total sample average ranking (p. 18)	Average price willing to pay for highest ranked infrastructure: (p.19)
Water to each site	2,1	R15,32
Flush toilets	2,6	R17,08
Electricity	2,6	R27,12
Tarred side roads	4,2	R24,40
Street lighting	4,1	-
Storm water drains	5,4	-
Aggregate ranking of community facilities: (p.19)	Total sample average ranking	
High school	2,2	
Clinic	3,8	
Shops	5,0	
Post office	5,0	
Primary school	5,1	
Police station	5,8	
Creches	6,1	
Public telephones	6,8	
Community hall	7,4	
Playing fields	7,6	

Additional community facilities preferences: (p.20)

("What other facilities would you like to see in St Wendolins?")

	%
Hotel	19
Recreational facilities	13
Old age home	5
Specialised facilities (schools etc.)	5
Better transport	3
Other	8

Context: Shack settlement to be upgraded in Durban metropolitan area. Fairly settled community. Less than 10% of heads of households have moved into the community within the last 3 years (p.15)

Method: Research commissioned by the community. Sample survey of 248 households using a questionnaire schedule.
Key questions: see above

Source: Built Environment Support Group.
1986 **St Wendolins: Building the community**
University of Natal, Durban.

EXHIBIT 5A

DESIRED COMMUNITY IMPROVEMENTS

(in order of importance)

	Natal
	%
o Water	66
o Shops	44
o Clinics	40
o Schools and creches	33
o Tarred roads	29
o Toilet/sewerage	29
o Transport facilities	15
o Ambulances	9
o Sporting facilities and playing fields*	

* Additional priority which emerged in meetings of the Planning Council with the black communities.

p.215

Context: Shack areas in the Durban Functional Region.

Method: Study undertaken by the Urban Foundation. No details supplied.

Source: 1986
 Vijoen, P S.
 "Development initiatives of the KwaZulu/Natal Planning Council in the informal black settlements around Durban."
Die Siviële Ingenieur in Suid-Afrika,
 (June) 211-217, 229.

EXHIBIT 5

Natal

PERCEIVED COMMUNITY PRIORITIES**Residential area needs:**

("Which of the following would you say is most needed in your area?")

	Rank order First mention only	Total mentions	
		Nov 1986 (N=296) %	Feb 1987 (N=293) %
o Housing	1	36	29
o Roads	1	29	29
o Schools	1	26	28
o Public transport	1	20	24
o Water supply	2	19	21
o Clinics	2	27	16
o Hygiene	2	12	15
o Street lighting	2	32	14
o Electricity	2	25	13
o Shops	3	22	12
o Sewerage	3	10	9
o Other (mainly recreation items)	3	17	14

(p.1)

Context: Greater Durban metropolitan area, Natal.**Method:** Panel study. Personal interviews conducted by the National Institute for Transport and Road Research with 300 respondents in a panel of black households in the Greater Durban Area. The fieldwork was carried out by Market and Opinion Surveys (Pty) Ltd using random sampling procedures in 8 formal and informal housing areas.**Source:** Market and Opinion Surveys (Pty) Ltd.
1987 **Black Commuter Response to Change: Some findings of second Durban survey (Feb '87) in comparison with first survey (Nov '86), Durbanville.**

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EXHIBIT 7

PERCEIVED COMMUNITY NEEDS

Natal

	%
o Security of tenure	99,3
o Water and electricity	98,6
o Streets and street lighting	98,4
o Individual toilets/bathrooms	73,2
o Housing (quality, size and cost)	36,6
o Facilities and services (shop, school, church, police)	5,0
o Transport (frequency, cost, safety)	1,2

(pp. 94-95)

Context: Informal settlement in a township in metropolitan Durban, Natal.

Method: Sample survey of heads of 900 dwelling units. "Respondents were requested to name any issues relating either to housing or neighbourhood which they felt required improvement and attention". (p.95).

Source: Maasdorp, G and N Pillay.
1978 **Unauthorised Housing in Clermont.**
Department of Economics/School of Architecture and Allied Disciplines,
University of Natal, Durban.

EXHIBIT 8

Natal

COMMUNITY PRIORITIES**Perceived need for community services and facilities**

(Top ten selected in approximate order of priority)

- o Police stations
- o Supermarkets
- o Schools
- o Churches
- o Railway stations
- o Creches
- o Bus stops
- o Clinics
- o Post offices
- o Community halls/centre

(Møller and Schlemmer 1980:181,
Schlemmer and Møller 1982:26)

Context: Umlazi, KwaMashu and Lamontville: three formal townships outside Durban, N=201. Natal.

Method: Personal interviews with township residents selected by means of a quota sample. The procedure for eliciting the above priorities was as follows: "A list of services and facilities which people might wish to have in their communities was read through twice by the interviewers, whereupon the respondents were required to recall the services they wished to have closest to where they lived" (1980:181).

Sources:

- 1980 Møller, V and L Schlemmer.
Quality or Quantity? A survey evaluation of housing in relation to the quality of South African black township life.
- 1982 Schlemmer, L and V Møller.
"Black Housing in South Africa",
Energos 7, pp 2-37.

EXHIBIT 9

Natal

PERCEIVED COMMUNITY NEEDS

(Spontaneous mention)

- o Water supply and other infrastructure (sewerage, roads, street lighting, telephones) +
- o Employment opportunities
- o Health services
- o Cemeteries
- o Schools + (preschool and creches)
- o Transport facilities +
- o Security of tenure and related issues +
- o Housing issues*
- o Recreational facilities
- o Electricity supply*/street lighting

+ Peculiar to peri-township areas

* Peculiar to township areas

Context: Black residential areas including formal and informal settlements-due for upgrading, partially under threat of removal.

Method: Discussions with groups of residents.

Source: Confidential.

EXHIBIT 10

Natal

COMPARISON OF TYPICAL NEEDS AND PROBLEMS IN FORMAL AND INFORMAL SETTLEMENTS.**Formal settlement**
KwaMashu township 1975**Informal settlement**
Malukazi 1977**Issues* in approximate order of importance:**

- o community administration
- o crime
- o transportation
- o housing
- o education
- o community facilities
- o the Urban Bantu Council
- o medical services, ambulances
- o sanitation, drains, storm water, refuse collection
- o roads

- o water
- o sanitation
- o roads
- o electricity
- o crime and physical security
- o community facilities (clinic, creches, etc.)
- o housing
- o shops
- o street lighting
- o refuse removal

* multiple responses

from Møller et al. **A Black Township in Durban: A Study of Needs and Problems**, 1978, p. 10

compiled from Møller and Stopforth, 1980: 106. Table 6.3: "Bad things about living at Malukazi", and Table 6.6: "Improvements needed in Malukazi",

(Table 6.5 on p. 106)

Context: Formal township and shack settlement (future uncertain) in the Durban metropolitan area, Natal.**Method:** Spontaneous mention of township problems, dissatisfactions, and recommended improvements. In-depth interviews in KwaMashu (N=150), questionnaire schedule administered to random sample of household heads (N=278) in Malukazi.**Source:** Møller, V and P Stopforth. **Aspirations, Experience and Needs in Informal Housing: Survey observations in a spontaneous settlement near Durban.** Centre for Applied Social Sciences, University of Natal, Durban. 1980

EXHIBIT 11

Soweto

COMMUNITY PROBLEMS**"Problems relevant to Soweto"**

	Weights
o The poor quality of life, lack of housing, general amenities, low income and living standards of residents	110
o The poor quality of black education, lack of study facilities as well as the present educational crisis	81
o Inter-group relations - lack of recognition of black bodies and leaders	48
o Laws, regulations and red-tape governing the lives of urban blacks	44
o Official attitudes	37
o The present high unemployment rate and depressed socio-economic situation	32
o Abandoned children	4

(Appendix B, Figure 2.1: Histogram showing recategorised results of responses)

Context: Soweto/black community in Johannesburg.

Method: 1972 Survey conducted among senior representatives of 45 organisations. Key questions: What in your opinion are - in order of priority - the three greatest problems in your field of activity/facing your organisation in meeting these problems?

Source: Jacques, P and J Eales.
1978 **An Analysis of a Study of Problems expressed by Organisations rendering a service to the Black Residents of Soweto and Johannesburg**, Urban Foundation, Johannesburg (Confidential paper).

EXHIBIT 12

Soweto

COMMUNITY PROBLEMS**Problems with amenities, services and facilities**

(Mentioned by over 50 percent of subjects)

- o Poor transportation (quantity and regularity)
- o Crime and hooliganism
- o Lack of electricity
- o Poor condition of roads
- o Distance from town
- o Lack of telephones
- o High prices in stores
- o Oversupply of bottle stores and shebeens
- o No flats for younger people
- o No facilities for cripples, retarded children, pregnant girls, insane people, etc.
- o Insufficient vocational training facilities

(p. 26)

Context: Soweto**Method:** Secondary analysis of information collected in the mid-1970's among a representative sample of 800 people in Soweto.**Source:** Schlemmer, L and V Møller.
1982 "Black housing in South Africa"
Energos 7, pp 2-37.

EXHIBIT 13

Soweto

ENVIRONMENTAL DISSATISFACTIONS

(Enumeration of housing and other dissatisfactions elicited in a sample survey)

"Other dissatisfactions":

- o Irregularity of refuse removal
- o Poor general maintenance
- o Condition of streets, pavements, open spaces
- o Lack of sporting facilities
- o Poor employment opportunities
- o Local government

"Housing dissatisfactions:"

- o No electricity
- o High rents
- o Poor standards of housing
- o Overcrowding
- o Housing shortages
- o Insecurity of tenure

Context: Soweto**Method:** Random sample survey involving 93 Sowetan households**Source:** Mashile, G G.
1985 "Constrained Urbanisation in South Africa: A Study of Sowetans' Attitudes Towards their Living-space",
RSA 2000 7(1), pp 80-83.

EXHIBIT 14

Soweto

PRACTICAL SOLUTIONS TO COMMUNITY PROBLEMS

Type of project	Number
o Education and training	10
o Recreation	7
o Welfare	6
o Housing	2
o Employment	1
o Transport	1
o Electrification	1
o Community participation	1
o Other	1
	30

(Compiled from list on p.99)

Context: Soweto**Method:** Series of group discussions conducted with residents to generate a problem list.**Source:** BBDO Research (Pty) Ltd.
1976 **Soweto Community Development Project, Stage I African, Developing the Problem List.**

EXHIBIT 15

Soweto

COMMUNITY DISSATISFACTIONS AND PRIORITIES**Sowetan dissatisfiers**

	%
o Employment	37
o Crime and delinquency	19
o Disrupted family life	18
o Facilities in Soweto	9
o Housing	5
o Others	12
	100

How to improve Soweto

	% and Ratings					
	%	First	%	Second	%	Third
o Improve housing	39	1	20	3		
o Electricity	13	2	21	2	24	1
o Improve environment (streets, sewerage, garbage removal etc)	13	2	24	1	16	2
o Local government	11	3	5	1	13	3
o Improve employment situation	9	4	7	4	6	
o Reduce rent	4					
o Better police force	3					
o Improve sport/recreation			7	4	11	4
o Improve shops, banks etc			5		9	5
o Education facilities					6	
o Others	8		11		15	
	100		100		100	

Context: Soweto (sample biased toward "middle class" or "new elite")

Method: Quality of life research. In-depth interviews with 50 Sowetans to produce items which were presented to 473 Sowetans selected according to random cluster sampling procedure. "The respondents were asked what they think should be done in Soweto to make it a better place to live". (p.41)

Source: Human, P.
1981 **Quality of Life in Soweto: A sociological view,**
Centre for Sociological Research, Department of Sociology, University of South Africa.

1981 "The Quality of Life for Sowetans", **Housing** (March/April), pp 2-9.

EXHIBIT 16

Eastern Cape

COMMUNITY GRIEVANCES

(Attitudes to official demands of Rini boycotters)

Demand	Score	Important %
o Building of 3000 houses	96	96
o Removal of SADF from township	95	94
o Minimum wage for workers	95	94
o Unbanning of public meetings	93	94
o Lifting of state of emergency	90	84
o Resignation of Rini Council	90	84
o End to house evictions	90	84
o Opening of facilities to all	90	84
o Business sites for hawkers	89	82
o End to unfair dismissals	88	82
o Improved facilities in township	88	79

Table 6, p.29

Context: Rini Township near Grahamstown, Eastern Cape**Method:** Sample survey of Rini households. Respondents were required to grade the importance of selected official demands in the local boycott on a five-point scale. Key questions: What are the official aims of the present boycott? What do you think the aims of the boycott should be?**Source:** Roux, A and K Helliker.
1986 **A Review of Issues Related to Planning and Development in Grahamstown: Voices from Rini**,
Institute of Social and Economic Research,
Rhodes University, Grahamstown.

EXHIBIT 17

Eastern Cape

PERCEIVED COMMUNITY PROBLEMS

("What are your major problems with living here?")

	%
o Poor roads	88
o No electricity	76
o No taps	73
o Poor sanitation	44
o No schools/creche	38
o Poor drainage	38
o Police harassment	23
o No refuse collection	22
o Lack of community facilities	19
o Few shops	13
o Poor housing conditions	9
o Unhealthy living conditions	3
	N = 225

(From Table 29, Section 5.4 of report)

Context: Langa township in Port Elizabeth/Uitenhage region - Eastern Cape. Some areas of the township are under threat of removal.

Method: Study commissioned by residents' committee. Random sample survey in 225 households using a structured questionnaire schedule. Spontaneous mentions of community problems were elicited at the beginning of the interview.

Source: Planact.
1986 **Langa: The case for upgrade.**

EXHIBIT 18

Eastern Cape

PERCEIVED COMMUNITY PRIORITIES

Ranking of infrastructure:	Rank	Given order in schedule
o Flush toilets	2,94	2
o Tarred roads	3,02	1
o Street lighting	3,43	3
o Water to each site	4,16	5
o Water to each home	4,61	6
o Electricity	4,68	4
o Storm water drains	5,16	7
Ranking of community facilities:		
o Schools	1,56	3
o Clinic	2,96	2
o Shops	3,93	6
o Creche	4,35	8
o Post office	5,18	1
o Playing fields	5,76	4
o Public telephones	6,13	7
o Community hall	6,18	5
o Police station	8,83	9

Other facilities

(What other services would you like to have in Langa?)

	%
o Civic facilities (eg. libraries etc.)	52
o Sports	32
o Commercial	31
o Churches	27
o Entertainment	24
o Health facilities	21
o Public ablutions	13
o Old age facilities	10
o Other	5

(N = 164 of the total sample of 225)

(From Tables 30 and 31)

Context: Langa township in Port Elizabeth/Uitenhage region - Eastern Cape. Some areas of the township are under threat of removal.

Method: Study commissioned by residents' committee. Random sample survey in 225 households using a questionnaire schedule. The researchers note that the order in which items to be ranked were listed in the questionnaire may have influenced priority ratings. The given order is shown in the righthand column in the table above.

Source: Planact.
1986 **Langa: The case for upgrade.**

EXHIBIT 15

Eastern Cape

PERCEIVED COMMUNITY PRIORITIES**Spontaneous recommendation for improvement**

("What things could be put right in Port Alfred township with reference to housing and services?")

	%
	(N = 414 households)
o Housing standards and shortage	21,8
o Sanitation	20,5
o Rent/Service charges	19,3
o Other (taps too far, etc.)	16,4
o Streets without lights	13,0
o Lack of employment	6,3
o Welfare services	1,7
o Livestock damaging gardens	1,0

(Table 29, categories reordered according to frequency)

Perceived community priorities (spontaneous? mention)

("What do you do you consider your most important needs, eg. water, security of tenure, paved streets etc. (Give in order of priority 1,2,3, etc)?")

	Weighted total	Rank
o Houses	368	1
o Street lighting	264	2
o Roads	247	3
o Employment	156	4
o Water /more taps	114	5
o Recreation hall	35	6
o Security of tenure	34	7
o Medical services	24	7
o Other	24	8
	290	

Context: Port Alfred township, Eastern Cape

Method: 1983 Basic needs survey conducted among households.

Source: Slabbert, T J C.
1984 **An Appropriate Strategy to Meet the Basic Needs of the Poor in Port Alfred's Black Township,**
Institute for Planning Research, University of Port Elizabeth.

EXHIBIT 20

Eastern Cape

PERCEIVED COMMUNITY PRIORITIES**UPGRADING RECOMMENDATIONS:****High priority needs:**

- o Adequate housing
- o High school
- o Community centre
- o Sports facilities
- o Park

- a) improvement of engineering services
- b) provision of affordable housing
- c) provision of lacking social and community facilities

Lower priority needs:

- o Engineering services

(1986, Compiled form Table 6 on p.9)

(1985, p.36)

Context: Walmer Township in Port Elizabeth, Eastern Cape. Small established community under threat of removal. Population estimate 7 400.

Method: Sample survey. 403 households. Occupants in each household were asked to rank-order the needs of township residents in order of importance. Items printed on the questionnaire read (from top to bottom): high school, community centre, sports grounds, recreation park, other (specify). In their concluding remarks, the authors of the report note that the structure of the questionnaire may have biased the ranking of the needs of facilities expressed by the residents (p.11). Engineering services (sewerage, water on site, electricity, roads) were mentioned spontaneously by small percentages.

Sources: Rosmarin & Associates, Town & Regional Planners.
1986 **Walmer Sample Survey 1986**, East London.

1985 **Report on an Investigation into the Functional Role and Importance of the Township within the Greater Port Elizabeth Metropolitan Context**, East London.

EXHIBIT 21

Western Cape
(Coloured)

MOST DISSATISFYING ASPECTS OF THE ENVIRONMENT

(Items highlighted in Table 5, p.24)

- o Crime
- o Vandalism
- o Police protection and physical security

Context: Newly developed formal township setting, Western Cape (Coloured housing)

Method: Quality of life research, questionnaire survey.

Source: Human, P.
1979 **Quality of life in Mitchells Plain,**
University of South Africa, Pretoria.

EXHIBIT 22

Western Cape

COMMUNITY PRIORITIES

(What facilities would you like to see in Khayelitsha?)

Rough order of importance:

- o Shopping facilities
- o Clinic
- o Police station
- o Butchery
- o Playgrounds
- o Community halls
- o Creches
- o Sports grounds
- o Industrial areas (places of employment)
- o Trains
- o Library

p.14

Context: Khayelitsha, newly established formal township, Western Cape.**Method:** Survey conducted by D van Heerden and R J Evans attached to the Public Administration Department, University of Cape Town. 100 residents were interviewed in October 1984.**Source:** Ellis, G.
1984 **Khayelitsha: The present situation.**
South African Institute of Race Relations, Cape Town.

EXHIBIT 13

Western Cape

COMMUNITY PROBLEMS

(Things problematic in Khayelitsha)

- o Size of dwelling
- o Lack of information concerning housing issues
- o Difficulties in shopping
- o Transport problems
- o Lack of work opportunities
- o Distance from families and friends
- o Availability of health services
- o Lack of informal trading
- o General well-being and nutrition
- o Recreation
- o Lack of telephones

RECOMMENDATIONS FOR IMPROVEMENTS

(What one thing is needed to make life easier here)

- | | |
|--------------------------------|-------------------|
| o Home ownership } | ca 50% |
| o Larger size house } | |
| o Shopping facilities close by | ca 25% |
| o Better transport facilities | 25% |
| o Work nearby | lower percentages |
| o Accessible hospital | lower percentages |
| o Police station | lower percentages |
- p.13

Context: Khayelitsha, newly established formal township, Western Cape.

Method: Survey conducted by the Peninsula Welfare Forum among 44 of the 297 households in the area in August 1984.

Source: Ellis, G.
1984 **Khayelitsha: The present situation**
South African Institute of Race Relations, Cape Town.

EXHIBIT 24

Eastern Cape

"OFFICIAL" COMMUNITY NEEDS

(Items identified by Eastern Cape township administrators as "pressing needs"; "planned action" or "action taken" to meet needs.)

In approximate order of frequency of mention (100% = 73):

72% :

- o Housing (units/serviced sites)

40-44% :

- o Water (reticulation/additional taps: 1 per 10 sites the norm)
- o Electricity (mainly high mast street lighting)

27-32% :

- o Roads
- o Schools and classrooms
- o Infrastructure, unspecified (upgrading, additional)

12-15% :

- o Sewerage/toilets
- o Sports/recreation
- o Community hall
- o Storm water drainage

7-10% :

- o Clinic
- o Cemetery
- o Trading sites
- o Housing upgrade
- o Refuse removal

2-5% :

- o Beer hall
- o Administration offices

1% :

- o Bus stop, telephones, police station, creches

(Compiled by the author from confidential source)

Context: 73 black residential areas in the Eastern Cape.

Method: Secondary analysis of 1981 administrative forms completed for 73 black residential areas. Hand count of items figuring under the headings "pressing needs", "planned action" or "action taken" to meet current needs or those assumedly identified in earlier returns.

Source: Confidential.

EXHIBIT 15

Natal

IMPLEMENTATION STRATEGIES

(Priorities as seen by the inhabitants of the Planning Area)

- o Water supply*
- o Suitable and affordable housing
- o Job opportunities
- o Health and educational facilities
- o Ability to develop privately owned land

* "..... with the possible exception of the first, (items) are not necessarily in any order of priority". (Section 10.3.1)

Context: Peri-urban area to the north of Durban. Mainly informal settlement.

Source: Horne Glasson and Partners.
1982 **Structure Plan for Inanda,**
Durban.

EXHIBIT 26

Natal

GUIDELINES FOR PROVISION OF ENGINEERING SERVICES IN RURAL SHACK AREAS

- o Services to be provided for a third world situation
- o Appropriate technology to be used
- o Relocation of as few shacks as possible
- o Allowance for future upgrading and upward mobility
- o Affordable development options
- o No or few building constraints
- o Existing communities to be kept together
- o Potable water highest priority
- o Increase in public transport points high priority

Development options

	Options		
	1	3	6
Service: Water	Standpipes every 250m minimum reticulation	10 sites/standpipe	Metered connection fully reticulated
Sewerage	VIP pit	VIP pit	Waterborne, house connection
Bus routes	Gravel, v drains levelled walkway	Paved, v drains levelled walkway	Paved, curb and channel drains, paved walkway
Streets	Tracks	Gravel, levelled walkway	Paved, paved walkway
Storm water	None	V drains	Curb and channel drains
Electricity	None	Street lighting 12 lights/km	Street lighting 24 lights/km. Reticulated for house connection

Context: Shack areas in the Durban Functional Region.

Source: Viljoen, P S.
1966 "Development initiatives of the KwaZulu/Natal Planning Council in the informal black settlement around Durban".
Die Siviele Ingenieur in Suid Afrika (June), 211-217, 229.

EXHIBIT 27

Eastern Cape

UPGRADE RECOMMENDATIONS**Recommended minimal level of services**

- o Running water and flush sanitation to each individual site
- o Access to all sites by means of minimum standard roads (gravel or bitumen surfaced)*
- o Better standard roads for arterial roads and bus routes*
- o Storm water drainage systems where necessary*
- o Electricity supply to each individual site*
- o Street lighting of the high mast type

Desirable:

- o Provision of sidewalks alongside heavily trafficked roads

*** Alternative recommendation of sub-minimum level of services assuming conditions of financial stringency:**

- o Only main arterial routes and bus routes bitumen - surfaced
- o Electricity supply only to institutional and community facilities
- o Only essential storm water drainage

(Compiled from Section 6)

Context: Port Elizabeth-Uitenhage metropolitan area, Eastern Cape.
Planning to affect the lives of estimated 368 000 black residents.

Source: Metropolitan Black Planning Council (Greater Algoa Bay Upgrading Project).
Report on the Upgrading of the Communal Infrastructure of the Urban Black Residential Areas in the Port Elizabeth-Uitenhage Metropolitan area.

EXHIBIT 2E

Eastern Cape

UPGRADE RECOMMENDATIONS

- o Roads
- o Cleaning operations
- o Refuse removal (additional containers)
- o Sewerage (additional toilets)
- o Water (additional standpipes)
- o Street lighting
- o Maintenance personnel and equipment

Context: Soweto/Veeplaas, Port Elizabeth Eastern Cape.
Site and service area, ca 11 000 families.

Method: Administrator's assessment of the situation. 1981

Source: (Confidential) memorandum from the Director Technical Services to the Chief Director of the Region. 6 pp + 3 illustrations.

EXHIBIT 25

Eastern Cape

UPGRADE RECOMMENDATIONS**Emergency phase (2 years)**

- o Communal water points within 100m
- o Storm water drainage
- o Grading of roads
- o Canalisation of water courses
- o Improved pit latrines
- o Labour training programme

Additional items:

- o Housing upgrade and removal where necessary
- o Schools

Later phase

- o Sanitation (Standard open to community discussion)
- o Water supply to each house
- o Tarred roads and additional storm water drainage
- o Drainage
- o Electricity a possibility
- o Ongoing training of labour

(Compiled from Section 6.4 of report)

Context: Langa township in Port Elizabeth/Uitenhage region - Eastern Cape. Some areas of the township under threat of removal.

Source: Planact.
1986 **Langa: The case for upgrade.**

EXHIBIT 3

Eastern Cape

UPGRADE RECOMMENDATIONS: SERVICES INFRASTRUCTURE**Assumptions**

- General principles:
- o Affordability
 - o Incremental development
 - o Maximum use of local materials and labour
 - o Services to benefit the community as a whole at each stage of provision

Phased implementation planWater supply:

- o Stage 1: 1 standpipe per 30 sites; Stage 3: 1 per site
- o Fire hydrants only at public buildings

Sewerage:

- o Stage 1: improved bucket system; Stage 2: improved collection system; Stage 3: waterborne sewerage

Streets and storm water:

- o Integrated upgrading of streets and storm water control
- o Stage 1: gravel; Stage 3 asphalt main roads

Electricity:

- o Stage 1: high mast lighting and limited individual sites electrified; Stage 3: all individual sites connected.

Context: Black residential area in Graaf Reniet - Eastern Cape
Estimated population 7 888 (1979), low-income area with 52% of households headed by pensioners.

Method: Upgrading plan based on socio-economic survey of households. Councillors trained as interviewers. Use of "information sheets" to enlist the cooperation of local residents in supplying information..

Source: - Report on Graaf-Reinet Socio-Economic Survey.
- National Building Research Institute.
1980 **Graaf Reniet: The upgrading of the black residential area - (services information).**

EXHIBIT 3

Eastern Cape

UPGRADE RECOMMENDATIONS

- o Domestic water supply (additional communal taps)
- o Housing (additional serviced sites)
- o Fencing of cemetery
- o Electricity (street lighting, possibly domestic supply)
- o Community hall (new)
- o Toilets (individual pit latrines or flush toilets to replace public toilets)
- o Clinic (improved accommodation)
- o Schools (better standard accommodation)

With the exception of the first item not necessarily in order of priority.

Context: Black township in Fort Beaufort, Eastern Cape.
Under threat of removal, affected by unemployment and unrest situation.
Estimated 9 500 residents.

Method: Administrator's assessment of the situation 1980.

Source: (Confidential) memorandum from the Director Technical Services to the Chief Director of the region. 5pp.

EXHIBIT 3

Eastern Cape

UPGRADE CONCEPT**Upgrading of Crossroads**

(Proposed developments to comprise:)

- o 33 service centres
- o Provision of storm water drainage
- o Surfaced roads (main access routes only)
- o Water supply from standpipes at the service centres
- o Bucket collection of night soil -
water borne sewerage at each service centre
- o Telephones at service centres, community buildings, schools, for limited number of
shops or important users
- o Street lighting (on main access roads)
- o Electrical power to service centres, street lighting, sewerage pump stations
- o Refuse collection from hoppers at service centres
- o Limited number fully serviced erven for essential community buildings (creches,
development centres, clinics)

Context: 1985 Upgrading concept to cater for a maximum population of 160000 at
Crossroads.

Source: Ove Arup Inc. Consulting Engineers.
1986 **Crossroads Upgrade: Infrastructure Services: Preliminary Design
Report,**
The Urban Foundation, Cape Town.

EXHIBIT 3:

Western Cape

IMPLEMENTATION OF UPGRADING PROGRAMME**Perceived priority ratings:**

- o Internal improvements
- o Shopping area improvements
- o External improvements
- o Street improvements
- o Sport and recreation area improvements

(p. 127-128)

Context: Karoo mining town. Western Cape**Method:** Presentation of solutions to assumed main problem areas prepared by the planning team in the form of before/after sketches. Survey conducted by locals among residents to test the accuracy of the diagnosis, people's priority ratings, and willingness to become involved in playing an active role in the design and decision-making process.**Source:** Andrew, P and D Japha.
1978 **Low-Income Housing Alternatives for the Western Cape.**
Urban Problems Research Unit, University of Cape Town.

EXHIBIT 34

Natal/General

DEVELOPMENT PRINCIPLES (p.24ff)

- o Democracy and community control
- o Promotion of life chances and economic development
- o Affordability and subsidisation
- o Choice and variety
- o Minimum disruption and compensation
- o Priority to existing inhabitants
- o Flexibility in design and policy

Context: Shack settlement to be upgraded in Durban metropolitan area.

Source: Built Environment Support Group.
1986 **St Wendolins: Building the Community,**
University of Natal, Durban.

EXHIBIT 35

Eastern Cape/General

UPGRADING PRINCIPLES

- o Affordability
- o Democracy and community control
- o Minimum disruption and only local resettlement on adjacent sites during the upgrading
- o Economic benefits to the community: labour intensive construction methods and local manpower
- o Implementation according to community priorities
- o Security of tenure
- o High quality living environment (choice and variety)

Source: Planact.
1986 **Langa: The case for upgrade**

EXHIBIT 3E

General

PLANNING PRINCIPLES**Recommendation that emphasis be placed on the following aspects:**

- o Security of tenure
- o Resources
- o Demand-orientation (What is needed and can be afforded)
- o Flexible standards
- o Participation and contribution
- o Choice in housing, range of options
- o Community identity and revitalisation

p.18

Source: Urban Foundation Transvaal Region.
1978 **Urban Black Housing.**

EXHIBIT 37

General

ASPECTS REQUIRING ATTENTION IN GUIDELINE AND DEVELOPMENT PLANS:

- o Traffic and transport system
- o Supply of water and energy
- o Utilisation of mineral resources
- o Population settlement, including housing and growth point formation
- o Agricultural development
- o Conservation and environment

p.3

Source: Third Report of the Commission of Inquiry into Township
1984 Establishment and Related Matters.
Pretoria.

(Venter Commission Report)

EXHIBIT 3E

Soweto

IMPROVEMENT RECOMMENDATIONS**Factors which would promote the quality of life in and the development of Soweto**

- o Integration into the metropolitan system
- o Adequate allocation of resources
- o Efficient administration
- o Education
- o Personal security
- o Opportunity for self-expression and choice

Factors are not "in any order of priority, as it is felt that a combined strategy for their improvement or implementation is required".

p.257ff

Context: Soweto
Source: Morris, P.
1980 **Soweto: A review of existing conditions and some guidelines for change.**
Urban Foundation Transvaal Region.

EXHIBIT 3:

Natal

STRATEGIC PLANNING PROPOSAL:

("Items that could be worked into a strategic plan")

- o Public participation in defining needs and aspirations
- o Housing
- o Employment creation
- o Recreational opportunities
- o Small business development
- o Local government reorganisation

p.36

Context: Greater metropolitan Durban.**Source:** Hallen, H (ed).
1977 **An Urban Needs and Resources Survey:
Preliminary studies and statements about functional Durban,**
The Urban Foundation for the Natal Region.

EXHIBIT 40

Natal

REGIONAL PLANNING GOALS

- o Integration of the peri-urban planning area into the metropolitan context
- o Conservation of natural and housing resources
- o Promotion of human resource development, community cohesion
- o Promotion of local job opportunities
- o Choice of housing and ancillary facilities, transport, recreation etc.
- o Flexible attitudes toward standards which encourage innovation
- o Appropriate and cost-effective technology
- o Community participation

(Compiled from pp 6, 19-20)

Context: Peri-urban area to the north of Durban.
Mainly informal settlement.

Source: Horne Glasson and Partners.
1982 **Structure Plan for Inanda,**
Durban.

EXHIBIT 4

Western Cape

RECOMMENDATIONS FOR IMPROVING THE SITUATION OF RESIDENTS

- o Security of tenure
- o Basic needs (affordable housing, facilities)
- o Local job opportunities
- o Transport
- o Community strength and participation

Context: Khayelitsha, newly established formal township, Western Cape.

Method: Secondary analysis of empirical studies.

Source: Ellis, G.
Khayelitsha: The present situation,
South African Institute of Race Relations, Cape Town.

EXHIBIT 42

Natal

PLANNING PARAMETERS

("The following factors require emphasis due to their obvious influence on the development potential of the area")

- o Communication
- o Water
- o KwaZulu consolidation
- o Agriculture
- o Industrial growth points
- o Rural development (employment and income generation)
- o Mining
- o Conservation and recreation

Source: Natal Town and Regional Planning Commission.
1934 Richards Bay - Vryheid Axis: Regional Survey.

EXHIBIT 43

Soweto/General

CONCEPTUAL FRAMEWORK FOR DEVELOPMENT**PROPOSED STRUCTURE OF SOWETO CONCEPTUAL FRAMEWORK FOR THE PLANNING****AND DEVELOPMENT OF SOWETO**Components:

- o Residential
- o Educational
- o Health
- o Social, recreational, cultural and religious
- o Commercial
- o Service (refuse removal, fire-fighting, ambulance, postal deliveries, telephone and telegraph,

Ecoplan 1979

"These components interact to produce a total urban environment".

Chapter headings:

- o Physical structure
- o Social structure
- o Administration
- o Financial base
- o Transport
- o Services
- o Economic activity
- o Housing
- o Pre-school education
- o Formal education
- o Health services
- o Recreation

P Morris: Soweto. 1980.

"The report is not intended as a prescription or as a physical and development plan, but aims rather at providing a factual and conceptual framework, within which such prescriptions or plans may be developed". (emphasis added)

Foreword by Justice J H Steyn,
Director Urban Foundation.

EXHIBIT 44

General

PERFORMANCE CRITERIA FOR GOOD PHYSICAL LIVING ENVIRONMENTS: A CONCEPTUAL FRAMEWORK

- o Shelter
- o Safety
- o Security
- o Health
- o Privacy
- o Interaction
- o Identity
- o Community
- o Anonymity
- o Choice
- o Scale
- o Complexity
- o Learning
- o Convenience
- o Variety
- o Coherence
- o Continuity
- o Environmental quality
- o Integration
- o Comprehensibility
- o Efficiency
- o Adaptability
- o Resilience

(p.8)

Source: Dewar D, R Uytendogaardt, M Hutton-Squire, C Levy, and P Menides.
1976 **Housing: A Comparative evaluation of urbanism in Cape Town,**
Urban Problems Research Unit, University of Cape Town.

EXHIBIT 45

General

CLASSIFICATION GUIDE**Classification of services** (Table 3.71 on p.42)

- o Utilities
 - Power
 - Water
 - Telephone
 - Sewerage
- o Refuse disposal*
- o Postal services*
- o Health care*
- o Education
 - Preschool, including creches
 - Primary school
 - High school
- o Recreation
 - Halls
 - Playing fields
 - Parks
 - Cinemas
 - Theaters
- o Banking
- o Shopping
- o Transport
 - Bus stop
 - Railway station
 - Taxi point
- o Religious*

* Subcategories omitted

Context: General analysis

Method: Systems approach to planning and development

Source: Ellis G F R and D R Matravers.
1982 **Regional Housing Investigation, Volume I: The RHI System Concept,**
Urban Problems Research Unit, University of Cape Town.

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