

# LANDfirst Campaign Strategy

Policy ■ People ■ Participation

Final draft

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# Introduction

Afesis-Corplan is an East London based NGO that has been doing work in on local governance and settlement related issues since 1992. They developed the 'Land First' concept, which is essentially about providing people with access to land (and basic services, basic tenure, etc) as a first step to incrementally and progressively improving the lives of people living in slum conditions. Afesis –Corplan has partnered with Urban Landmark, which is a 'making markets work for the poor' programme in the context of the realization of land rights. Urban Landmark has been supporting Afesis-Corplan with the development of its Land Access Manuals as well as a series of workshops with relevant stakeholders countrywide where they presented the 'Land First' concept.

Urban Landmark and Afesis-Corplan now wishes to build on these initiatives by shifting the focus of the work to the development of a Land First Campaign. The intention in developing a 'campaign' is to, in part, develop a 'vehicle' with a 'purpose' so that a wider grouping of role players such as community groups, NGOs, private sector organisations and others are able to network and rally around the model and concept of LANDfirst and perhaps take it to its next logical step of development or institutionalisation. The development of a campaign strategy is the start of this process and intended to explore the following issues, by way of providing Afesis Corplan and ULM with an implementation plan that would ultimately:

- Define a core support group to support the implementation of the LANDfirst Campaign
- Reach consensus with stakeholders on how their support of LANDfirst would manifest and
- List activities to drive LANDfirst over a three-year period.

This document aims to:

- Define and locate campaigns as an advocacy tool for LANDfirst
- Consider campaign benchmarks appropriate to LANDfirst
- Propose a campaign strategy for LANDfirst.
- Strategically differentiating between LANDfirst the campaign and LANDfirst the concept.

- Simplifying LANDfirst the concept for sake of building a brand and conceiving a campaign.

## Understanding LANDfirst

**LANDfirst is about 1) providing suitable land for settlement (this is both existing informal areas and Greenfield land), and then 2) allowing incremental, occupation and development of this land.**

LANDfirst is an approach to settlement development that emphasises the provision of planned secure land with basic services as a first step towards a longer-term housing and settlement upgrading process. It can be contrasted with most existing settlement development programmes that focus on the immediate provision of a complete 'full house' as part of a fully planned and serviced project.

LANDfirst is a simple yet revolutionary concept to speed up the process of settlement development, by providing previously disenfranchised South Africans with access to well-located, affordable and secure land for residential and other development. At the core of the LANDfirst concept is the desire to find innovative solutions to the growing discontent expressed by thousands of 'informal' settlement, backyard shack, dwellers and other landless that eke out a living on the periphery of society.

### **An Alternate Approach to Land and Housing Development?**

LANDfirst's approach to land and housing development looks at how land can be provided as a first step to housing as both a reactionary response to allowing people to stay on land they have already occupied, and as a proactive response to allowing people to occupy new land in an organised manner, thereby preventing more un-recognised and un-organised informal settlements emerging.

Having researched and developed the concept of LANDfirst, Afesis-Corplan together with its partner Urban Land Mark is now mobilising support for a LANDfirst Campaign. Central to this is a call for support and cooperation from stakeholders in the land, housing and human development arena. According to Afesis-Corplan:

- Local government needs to plan for land in advance of need and implement land acquisition mechanisms like land banking, land swaps (where government swaps well

located private land with less well located government land) and land readjustment (where developers enter into agreements with land owners to develop the land and give back a portion of the developed land to land owner to keep or sell).

- National and provincial government should establish a pilot programme to explore how LANDfirst can be implemented within the existing subsidy mechanisms like the Upgrading of Informal Settlement programme and the Emergency Housing programme, and determine if there is a need for a new Managed Land Settlement programme.
- The National Department of Land Affairs, national Department of Housing (with the Housing Development Agency) and the Department of Provincial and Local Government, needs to establish a land access inter departmental committee, that in consultation with non governmental organisations, reviews existing procedure and mechanisms for accessing well located large (and smaller) project scale portions of public and private land, that can be made available to LANDfirst and other types of settlement development projects.
- Micro finance institutions should be lobbied to explore ways that they could provide saving and loan products that allow people to purchase land, provide tenure security, and install basic services. The land and housing subsidy can come later. The housing micro finance sector presently focuses on the provision of home improvement loans and not on land access loans.
- Communities need to organise themselves into groups and organisations so that they can negotiate with Local Authorities and landowners to get land as a first step. Communities need to look first to using their own resources to purchase land with government subsidies for land purchase (and service and house construction) coming later when available.

### **A Call to Equity – the Constitution**

The calling for LANDfirst is embedded in the highest legislative mandates of the country, According to the Bill of rights:

- Right to land: “The state must take reasonable legislative and other measures, within its available resources, to foster conditions which enable citizens to gain access to land on an equitable basis.” (section 25.5)

- Right to housing: “Everyone has the right to have 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”. (section 26.1 and 26.2)
- 39 Interpretation of Bill of Rights: When interpreting the Bill of Rights, a court, tribunal or forum- must promote the values that underlie an open and democratic society based on **human dignity**, equality and freedom;

On a practical level the Housing act 107 of 1997 outlines general principles applicable to housing development:

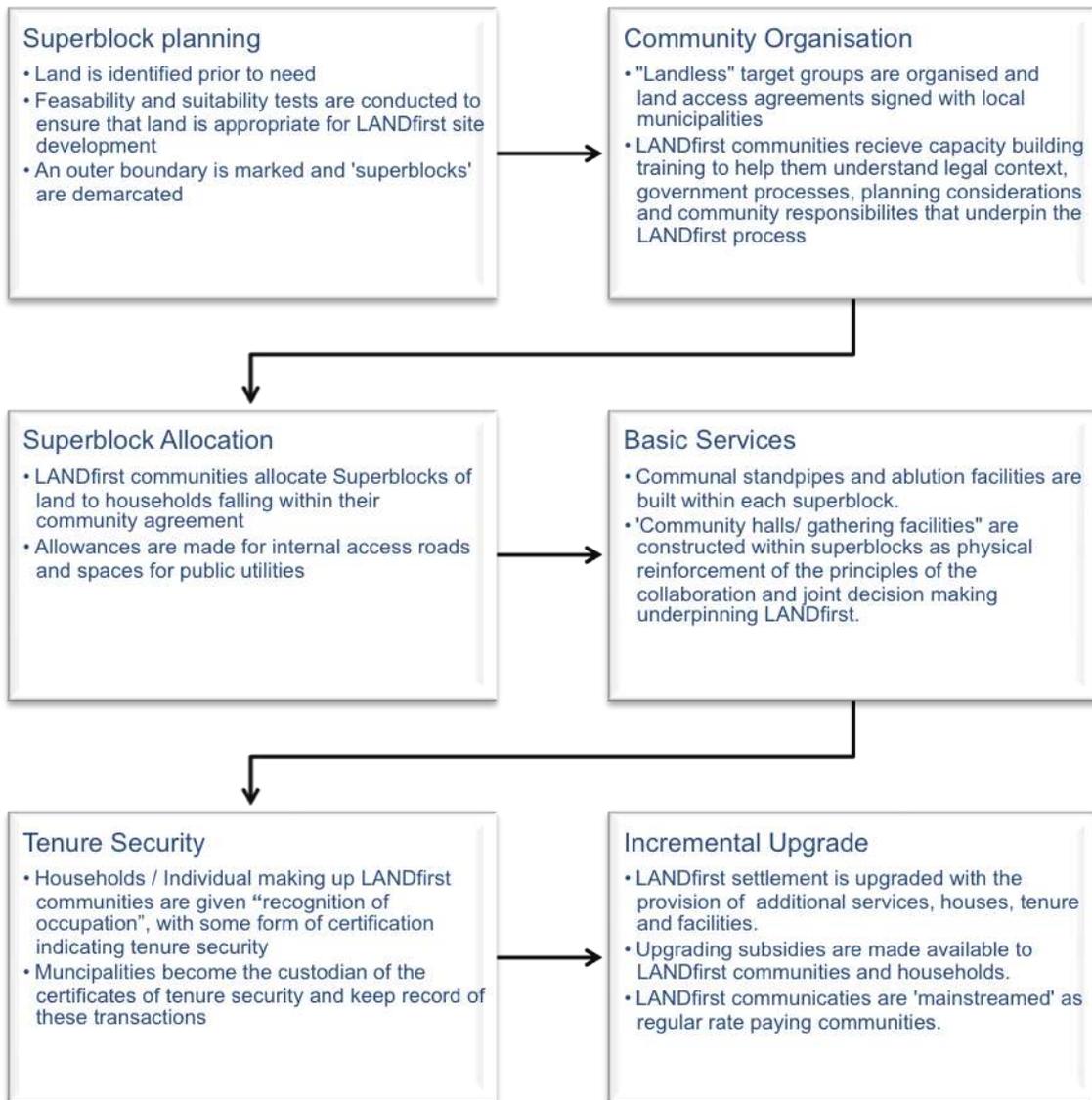
National, provincial and local spheres of government must--

d) 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 fulfil 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; (*i.e. land and services*)\*

k) use public money available for housing development in a manner which **stimulates** private investment in, and the **contributions of individuals to, housing development**; (*i.e. self build*)\*

The rallying call for an alternate approach to housing and land development in South Africa is based, as an example, on the following simple, stage gate process central to LANDfirst principles of development:

# LANDfirst Sample Process Map



# Understanding Campaigns

The simplest definition of a campaign relative to the work of LANDfirst is perhaps this one:

**“A connected series of activities designed to bring about a particular result.”<sup>1</sup>**

This definition is appropriate in the main because of the conceptual nature of LANDfirst and because the ‘call to action’ will develop as the model takes and changes shape. The aim of this strategy then is to create a flexible enough plan of action around a model of LANDfirst, which is assumed with change over time.

## Advocacy defined

*A working definition*

Citizen-centered advocacy is an organised political<sup>2</sup> process that involves the coordinated efforts of people to change policies, practices, ideas, and values that perpetuate inequality, intolerance, and exclusion. It strengthens citizens’ capacity as decision-makers and builds more accountable and equitable institutions of power. <sup>3</sup>

To make the ‘user’ perspective of LANDfirst we have drawn on a few points of view which could characterise an approach to the LANDfirst advocacy model and campaign – the quotes in bold are meant to highlight perspectives that might have more applicability than others in relation to the campaign approach eventually adopted.

*Possible advocacy perspectives from view of targeted campaign audiences.*

- **“Advocacy is strategic action that influences decision making (for and against) in order to improve the social, economic, political environment toward the improvement of the community.”**

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<sup>1</sup> [www.tolerance.org/pt/votequest/vq\\_dictionary.html](http://www.tolerance.org/pt/votequest/vq_dictionary.html)

<sup>2</sup> ‘Political is used in the context of: “1. Of, relating to, or dealing with the structure or affairs of government, politics, or the state.” - <http://www.thefreedictionary.com/political>

<sup>3</sup> VeneKlasen and Miller, 2007

- “Advocacy is about bringing positive changes to all levels of society through the identification of issues, taking of a position, mobilisation of resources, organisation of structures and mechanisms, and implementation of strategies.”
- “Advocacy is a continuous process which leads to positive change in attitudes, behavior, and relationships within the family, workplace, and community, and state and society i.e. all social institutions”.
- “To advocate on behalf of the voiceless”.
- “Working with the voiceless, organising people to speak for themselves”

(VeneKlasen and Miller, 2007).

## Approaches to advocacy campaigns:

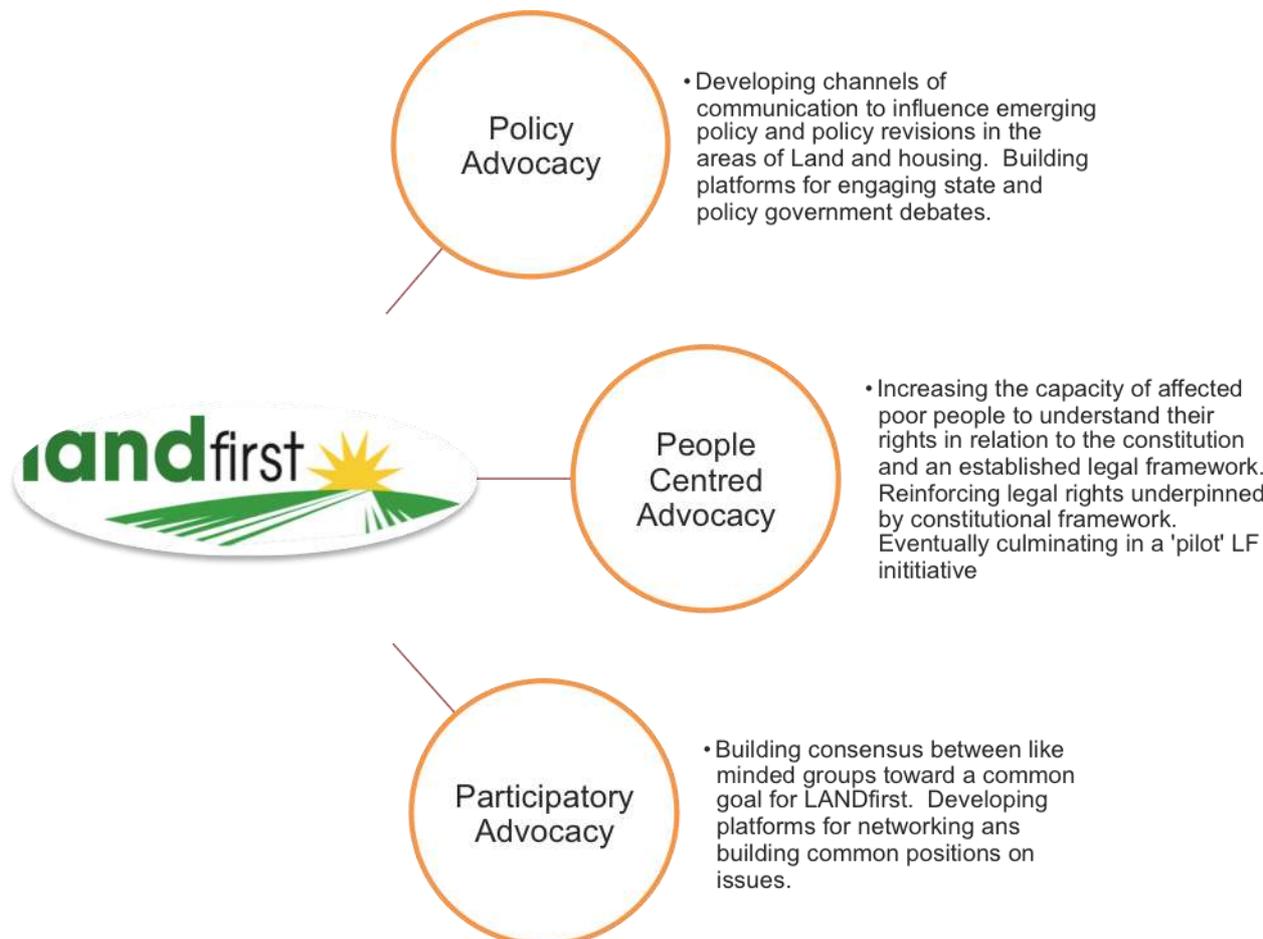
There are various ways in which LANDfirst can approach advocacy campaigns, these include:

- **Public interest advocacy:** This is typically large-scale campaign-style advocacy often involving professional lobbyists, media experts, pollsters and fundraisers. These actors mobilise resources and influence in pursuit of policy reforms on social and political issues with the goal of serving the broad public interest.
- **Policy advocacy:** Policy advocacy initiatives focus exclusively on the policy agenda and a specific policy goal. These advocates usually assume that policy change will produce real change on the ground.
- **Social justice advocacy:** A number of organisations worldwide describe their advocacy this way. Strategies involve political and policy influence around issues that directly affect people’s lives, especially the lives of the poor and marginalised. Oxfam and the Advocacy Institute (USA) describe it like this: “Advocacy consists of organised efforts and actions based on the reality of ‘what is.’ These organised actions seek to highlight critical issues that have been ignored and submerged, to influence public attitudes and to enact and implement laws and public policies so that visions of ‘what should be’ in a just, decent society become a reality.” They stress the need “to embrace power relationships and people’s participation”.

- **People-centered advocacy:** These strategies aim to empower poor people to advocate for their rights and interests themselves. This approach challenges the notion that policy is the terrain of “experts.” For Action Aid (UK), people-centered advocacy “supports and enables people to better negotiate on their own behalf, for basic needs and basic rights”.
- **Participatory Advocacy:** Participatory advocacy extends the boundaries of public decision-making by engaging civil society groups in policy debates. It is founded on the belief that democratic governance is the task of citizens as well as governments. This type of advocacy aims to expand public space and citizenship.

## Proposed LANDfirst Advocacy Model

It is recommended that LANDfirst adopt the following combination of approaches towards its advocacy campaign:



# Campaign Benchmarks relevant to LANDfirst

This strategy has used the benefit of hindsight by exploring case studies as benchmarks for the LANDfirst campaign. This section means to explore learnings emerging from relevant campaigns with the aim of building a case for the LANDfirst campaign and being able to mould an effective LANDfirst concept.

## Upgrading for Growth

What is it?

Ekurhuleni Metropolitan Municipality's Upgrading for Growth strategy makes **development of human capital** the core outcome of the upgrading process. The Upgrading for Growth program aims to provide not only increased choice in the provision of shelter and basic services but also to empower communities in informal settlements to enter the productive economic sector and take advantage of social benefits available for these purposes.

## Core Campaign Elements

- On the face of it Upgrading for Growth (UFG) does not appear to be a 'campaign' in the same way as for instance the Treatment Action Campaign, embodies campaign advocacy. But when measured against our definition of "A connected series of activities designed to bring about a particular result. It emerges that UFG has actually been quite successful in seeding an alternate idea around human settlements within existing municipal and national housing frameworks
- The Upgrading for Growth programme represents a shift in approach away from rigid objectives and risk-averse delivery. While its values and pro-poor approach are clear and unchanging, it embraces innovative solutions and change in tackling the challenge of building sustainable human settlements.
- In seeding these ideas of Upgrading for Growth Strategy and Programme has been developed through a partnership between the Ekurhuleni Metropolitan Municipality and the Cities Alliance. Through the support from the Cities Alliance, a team of technical experts assisted Ekurhuleni in research, analytical and planning activities

with a particular focus on environmental, housing, energy, land, regulatory, local economic development, micro enterprise development and institutional arrangements. The result of these technical inputs is a set of programme and project plans geared towards achieving upgrading for growth at scale.

- At this stage Ekurhuleni Metropolitan Municipality is considering formally adopting Upgrading for Growth as the council's 'special programme' which will be supported by its resources.

### Lessons for LANDfirst

- Campaigns do not have to be premised on opposing forces. Collaborative campaigns might not generate as much groundswell and public support, but can be equally effective on an outcomes level.
- When well articulated and designed collaborative campaigns are able to muster the support (resources and expertise) of external agents, which will increase the strength of and grow the initial idea.
- If successful collaborative campaign ideas can be adapted and mainstreamed into existing policy frameworks. There are risks associated with this which will need to be managed, but ultimately this might be a 'logical conclusion for LANDfirst to consider.
- Depending on the idea, collaborative campaigns like UFG require extension research and specialist support to grow from idea to strategy to programme.

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## Antiretroviral – a TAC campaign for health rights in SA

### What is it?

Founded on 10 December 1998 in Cape Town, South Africa, The Treatment Action Campaign (TAC) advocates for increased access to treatment, care and support services for people living with HIV and campaigns to reduce new HIV infections. In its campaign approach the TAC has positioned itself as a vocal 'watchdog' of government and sees its role as holding government accountable for health care service delivery. They have also

campaigned: “against official AIDS ‘denialism’; challenged the world’s leading pharmaceutical companies to make treatment more affordable and cultivated community leadership on HIV and AIDS. Our efforts have resulted in many life-saving interventions, including the implementation of country-wide mother-to-child transmission prevention and antiretroviral treatment programmes.”<sup>4</sup> For its efforts the TAC has received worldwide acclaim and numerous international accolades, including a nomination for a Nobel Peace Prize in 2004.

## Core Campaign Elements

- The TAC’s approach is based on a solid technically / scientific understanding of the core issues related to HIV and AIDS, balanced by an intense grass roots mobilisation programme, that has become the calling card of TAC advocacy events.
- Although well respected internationally the TAC is seen as being ‘oppositional’ and sometimes ‘obstructionist’ in its relationship with government. For its part government bows to the ‘pressure’ created by TAC campaigns only as a last resort and often time after legal intervention.
- Despite its conflict ridden relationship with government, the TAC has identified and filled an important communication by helping poor communities understand the core issues and messages around HIV and AIDS.

## Lessons for LANDfirst

- In both the case of Upgrading for Growth and the TAC major donors have come to the table to support the ‘cause’ advocated by each approach. The involvement of external players undoubtedly adds ‘reputational’ value and helps draw in resources to engage the idea further.
- In an already politicised landscape, LANDfirst would need to think carefully of taking a confrontational approach to government. This might not be the best position for LANDfirst given that the aims of both government programmes however effective or ineffective and those of LANDfirst are in essence the same – to provide previously disadvantaged communities with access to land (and housing) denied to them under apartheid.

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<sup>4</sup> <http://www.tac.org.za>

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## Ethembalethu – In search of Land and Housing in the New South Africa

This was the case of a Muldersdrift community whose ten-year struggle to acquire land for their developmental purposes proves instructive for LANDfirst. A study, undertaken by the World Bank, describes the ‘saga’ of how one community, instead of squatting in an informal settlement or invading a new plot of land, attempted to buy land legally and build their own houses in a peri-urban area, using their own savings. The Ethembalethu story draws attention to the many challenges that poor people face accessing land and housing in South Africa and is a very apt ‘lens’ for the LANDfirst campaign to understand the contextual complexities of advocating on issues dealing pro poor land and housing acquisition in SA.

### Lessons for LANDfirst

Development Specialists commissioned by the WB to support the Muldersdrift Housing Trust Foundation note the following ‘learnings’ applicable to LANDfirst:

“Improving access to land for low-income households in the peri-urban areas to allow for the type of integrated housing and agriculture settlement aspired to by the MHTF needs to be explicitly facilitated. This also follows international practice suitable for peri-urban areas. This facilitation should include:

- Revisiting the urban edge policy, which creates too strong a dichotomy between residential and agricultural land;
- Overcoming reluctance from municipalities to the settlement of low-income families, due to fear of non-payment for municipal services and unwillingness to forego income from alternative, “high-end” land development;
- Making the Integrated Development Plans explicitly pro-poor for both demand-led and supply-driven land acquisition and housing development;
- Simplifying and aligning legal procedures;
- Clarifying intergovernmental roles and responsibilities;
- Unifying relevant subsidies and decentralizing them to the local level;

- Introducing key reforms to enable more effective participation in the land market by low- income South Africans;
  - Identifying and implementing appropriate infrastructure service standards; as well as
  - Building and/or freeing up capacity to support demand-driven housing and land reform proposals and proponents.”<sup>5</sup>
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## Johannesburg Rates Campaign

This case marks how Johannesburg inner city residents moved from protest to petitioning to winning a battle against landlords.

Residents of the inner city of Johannesburg, having waged several battles with landlords against high rentals during the late 80's and early 90's through organisations such as ACTSTOP and SANCO, finally resorted to the litigation route, through the petitions and public participation process. Several rent boycotts, coupled with poor building management and maintenance and criminality through “illegal rent collectors” strained relations between landlords and tenants to a point where dialogue was no longer a means of resolving their differences. The civic organisations, ACTSTOP and SANCO led residents in this struggle and resorted to the only known means of action – protest action – through rental boycotts and marches to call for the reinstatement of the then Rent Control Act of 1950.

Alongside the protest action, mediation attempts between residents and landlords through an intermediary in the form of the local ANC Hillbrow/Berea branch and its alliance partners continued, but did not yield desired results of getting landlords to voluntarily submit to residents' pleas to reduce high rentals for flats in their high-rise buildings. It was then that the local ANC branch and its alliance set up a committee to begin with their own investigation into motivating for return of the Rent Control Act. Preliminary investigations by the committee into researching the Act, indicated that this was proving to be a highly technical process, requiring legal expertise. The committee thus solicited help from the Legal Resources Centre (LRC) to assess their chances in winning this battle.

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<sup>5</sup> Ethembaletu – In Search of Land and Housing in South Africa

At the same time, dialogue between the ANC Hillbrow/ Berea branch and its alliance partners and government departments (Gauteng Housing Department and Gauteng Legislature's Housing Standing Committee) began. The legal opinion in the meanwhile indicated that technically, the Rent Control Act, was no longer a valid piece of legislation that could resolve their case of high rentals as to was limited to and applicable to a protect a particular rental market i.e. returning soldiers post World War 2. This shattered the hopes of the committee tasked with the work and further disillusioned the inner city tenants. Further discussions with the affected government departments, the committee and the Legal Resources Centre continued, and a common ground was found. It was acknowledged that using past legislation to address current problems might not be the solution, but that creating new legislation may be the answer. The committee, on behalf of the tenants prepared a petition with evidence from tenants, and presented it to the Gauteng Legislatures, Standing Committee on Housing. This set in motion the investigation to explore alternative options to the Rent Control Act. After some months, the residential landlord Tenant Bill was born and published for public comment, and then went on to be finally promulgated. Regulations to support the act followed shortly, as well as the necessary institutional arrangements such as a dispute resolution team, an office where tenants could lodge their complaints, etc.. The outcome was a win-win for both tenants and landlords as tenants, although not getting the Rent Control Act reinstated, won the battle against exorbitant rentals and had a mechanism regulated by law, to resolve disputes arising with landlords. On the other hand, landlords could continue to earn profits from their rentals, through an annual rental increase, capped within a limit.

## Lessons for LANDfirst

- **Ownership:** The series of activities undertaken by the inner city tenants, was initiated wholly owned and driven by them from beginning to end. This was made possible through the capacity within the inner city ANC/Alliance organisations. When legal expertise was required, this was sought through the LRC, which has a track record for taking up community struggles. The lesson for LANDfirst is the importance of creating a partnership with individuals/ organisations that can provide technical expertise and support.
- **Tactics:** The story of the landlord tenant act, illustrates that what started out as a confrontational relationship between landlords and tenants, with community's anger being channelled to government for lack of action through marches against high

rentals, was turned around into a policy advocacy campaign. Although ACTSTOP and SANCO initially resorted to protest marches and rent boycotts which heightened tensions between landlords and tenants, they did adopt the approach of dialogue through an intermediary, the ANC Hillbrow/ Berea branch, whose approach was to use mediation and conciliation in resolving landlord tenant issues. The lesson for LANDfirst is to utilise the various role-players within the group to demonstrate and take a leadership role at different phases of the campaign.

- Internal and external resource capability: The strength of this case lay in the partnership that existed between the inner city alliance structures (ANC/ SACP/SANCO/ACTSTOP) and the relation that was forged with the LRC, which provided invaluable legal support and expertise.
- The approach of mediation and conciliation between aggrieved tenants and landlords, and the approach of engaging in a constructive dialogue with the Gauteng Housing Department and the standing committee on Housing in the Gauteng Legislature, also paved the way for new options to be explored. The lesson for LANDfirst would be to appreciate and access the vast hidden resources and expertise that various individuals could contribute to the campaign and where necessary, draw in technical expertise.
- Legislation: Opting for the legal route may present challenges such as the time that it takes for an Act to be promulgated, but by its very nature, the process is quite rigorous in ensuring an unbiased approach to dealing with conflict and emerging with a win-win solution. Whilst the legal processes of drafting the legislation, there was a decision to discontinue with evictions and to continue with mediation between landlords and tenants. The lesson for LANDfirst is to have measures in place to carry the campaign and sustain it through lengthy legal processes and to create an environment of trust for parties to go the full length of the campaign.

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## CATA – NGO support triggers community action

The CATA case study illustrates an excellent campaign model that emerged from an awareness campaign by an NGO, resulting in full-scale broad based community development with direct participation by the community.

Working with rural communities in former Ciskei and Transkei, since 1994 in land reform and restitution, the Border Rural Community took up a struggle of communities that fell under the betterment scheme and who were dispossessed of their land during the apartheid era and who did not fall within the land restitution process. To date, the BRC's greatest success lay in its ability to take up struggles of rural communities in restitution of land – their main tactic used was land invasions. The CATA case, however presented to BRC an opportunity to amend their tactics from protest to dialogue, which results pleasantly, surprised them.

The initiative to apply for the compensation by the CATA community was prompted by 3 applicants who had taken their case to court within the set timeframe for application, and won. This ushered in the Vula Masongo campaign by the BRC, mobilising communities under the betterment schemes to claim compensation.

The CATA Settlement Agreement was signed on 7 October 2000. Through this agreement, each household who were categorised as being “dispossessed through the betterment scheme” were compensated R32 000. The recipients had agreed that half of this would be received as a direct cash contribution and the other half would be set aside for economic development, totalling almost R5.2 million. Through a Project Steering Committee that was set up, the community had a majority representation and direct decision-making powers. The CATA story, in summary is about “people co-operating with one another and pulling together, about fostering partnerships, about deliberately adopting an integrated approach to development”

### Lessons for LANDfirst

- Social mobilisation was dependent on the communities “connection with the issue” and by the fact that the issue emerged from the community. The campaign was driven largely by the community on a mass scale and supported technically and otherwise by the BRC. The need to prepare communities for the length of time that the campaign results may materialise and find ways to sustain the campaign was highlighted as a key issue.

- Role of the NGO was clearly distinct from the community that drove the campaign. NGO provided secretarial support, admin and technical support, set up meetings, initiated negotiations and prepared community members for negotiations. A special projects steering committee was set up with technical task teams.
- The campaign required organisation, which was achieved through setting up of structures at all levels –village, local, district and provincial, coinciding with municipal boundaries.
- Use of various methodologies such as dialogue, lobbying, advocacy were necessary at different phases during the campaign. Broad consultation of the community is necessary but it is important to also expect some level of opposition in the CATA case, this was from political parties and civics with their own agendas. Need for an awareness of other factors such as class interest that may vary within communities that could influence individuals to shift their support for the campaign.
- The BRC shifted their tactic to that of dialogue with government with the CATA cases as opposed to their earlier approaches used during the first 5 years post democracy, which was through land invasions.
- The CATA case highlighted to BRC, the need for clearly defined outcomes for the recipients, which were quantified from the onset. Also highlighted that when outcome was achieved, it was important to celebrate and share the success story with others.

## For Consideration ... Confrontational Advocacy – intended and unintended consequences

For a campaign like LANDfirst, it is important to consider what responses might be triggered by its campaigning (hence the stakeholder analysis). Attempts to advocate for change or to pursue a 'cause' could lead to negative or undesired consequences and it is therefore important to think these through, prior to initiating campaign activities.

For instance the Treatment Action Campaign (TAC) managed to get the government to fast track the process of issuing antiretroviral (ARVs) drugs, but repercussions of this action was to create a 'contentious' relationship with government who saw the TAC in the same light as it would 'opposition political' parties and treated every TAC encounter as a potentially conflict driven one. Some analysts have noted that pharmaceutical companies became the end benefactors, as the rollout was hurried; it over-burdened the state's capacity to carry out the logistics involved. Moreover, some argue that the treatment itself was ineffective, as it had to be supplemented with a healthy diet – which the majority of the patients could not afford given South Africa's poverty scourge. <sup>6</sup>

Whilst some campaigns are meant to draw government's attention to concerns of the 'people on the ground', it may actually default to the opposite; one case in point is the Landless People Movement Gauteng (LPM Gauteng), which has unfortunately been 'boxed' into a category seen as in conflict or at odds with government. This is where having a 'bigger picture' about societal problems comes in – measures to tackle a grievance may be in the pipeline, but because of harsh and aggressive devices of some campaigners, the state may be influenced to re-direct programmes towards other competing alternatives.

On the whole, the success or failure of a campaign should be evaluated with caution as it is also determined by the situation within the immediate environment of campaigns. Timing is everything when, for instance, assessing the case of Khutsong and the Barack Obama case – lessons on the victory of the above-mentioned are no doubt, attributable to electioneering. Khutsong, for instance, was re-incorporated into Gauteng, 'conveniently and coincidentally' before the April 2009 General Elections.

All this confirms the observation that effects of a campaign should be gauged as an end result – Obama might have won votes of Americans, but what needs to be assessed, should be achievements during and after the presidential term of office.

This, by no means, suggests that roles interest groups play, through campaigns, are trivial – their varying views are instrumental in ensuring that policy outcomes are balanced and 'trickle down' to as many people and groups as possible. This is the space that LAND first engages in, where every action on the part of the campaign could and should trigger an action and potentially a reaction to influence the ultimate course and cause of poor landless people in South Africa and abroad.

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<sup>6</sup> SOURCE?



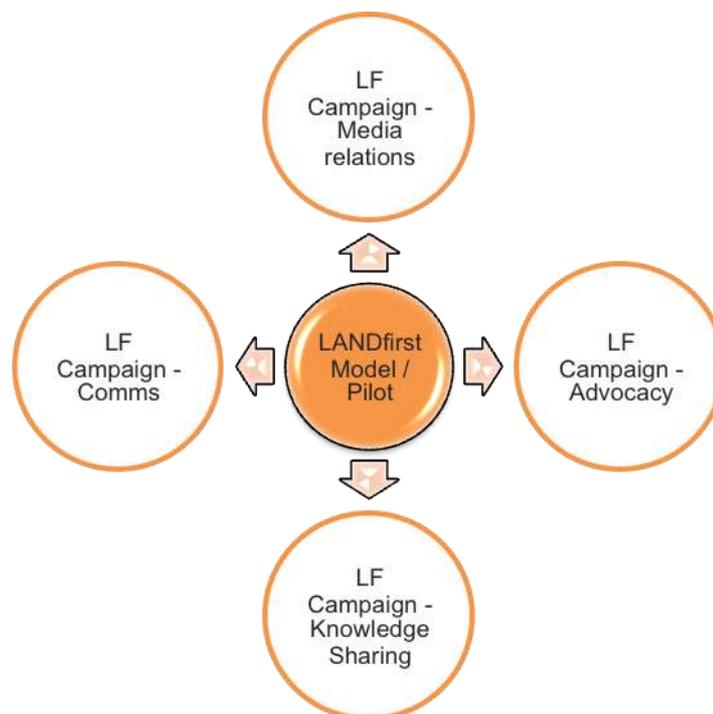
# A Campaign Strategy for LANDfirst

## Differentiating the model from the campaign

Because LANDfirst is at this stage an intangible concept, activities meant to build the LANDfirst model can be mistaken for campaign activities aimed at promoting the model and implementation plan. To properly locate the LANDfirst model it is important to draw a distinction between the LANDfirst model (and later pilot) and the LANDfirst campaign. The LANDfirst model is a concept and an idea on how to use land acquisition as a trigger for housing and socio economic development for poor communities.

**The LANDfirst model is about 1) providing suitable land for settlement (this is both existing informal areas and Greenfield land), and then 2) allowing incremental, occupation and development of this land.**

The LANDfirst campaign is about realising the goals. The LANDfirst model, through a range of advocacy, lobbying, communication, media relations, public relations as well as knowledge management tools and systems.



## LANDfirst Campaign Input Factors

It is recommended that the following five input factors be explored in developing an advocacy campaign for LANDfirst<sup>7</sup>. The decision to start a campaign can be driven from any one of these points. A change in, who's involved in an issue, or a new resource becoming available, is just as legitimate in determining how the campaign will emerge and take shape. For LANDfirst, the campaign that it starts with in 2009 may not be the campaign that it has after two years of implementation. Campaign leader will at all times need to be mindful of changes in the 'input' factors so that the action of the campaign is always attuned to its internal and external environments as encapsulated below:

- **Ambition**: what we want to achieve in terms of change (both to the problem directly, and in terms of changing potentials, or the context, to increase the possibility of longer term change). Analysing the significance of possible objectives;
- **Actors, obstacles and players**: the who's who and what's what of the issue;
- **Social weather conditions**: how things change in our society today, and how we think they're going to change in future, the means of change and agency;
- **Communication desires**: what we want to communicate as an individual, or more likely, as an organisation. This may exist quite independently of the need to achieve the immediate objective;
- **Campaign assets**: the tools for the job. Social, material, financial, intellectual and other resources, including intelligence capacities and special campaigning tools.

## LANDfirst - Ambition

LANDfirst wants to see a change in the way poor people access land and housing in South Africa. In trying to create a 'credible' complimentary modality in addition to the traditional 'packaged' approach of housing, LANDfirst advocates for 'incremental development' based on the successful acquisition of 'well appointed' land and on effective community mobilisation.

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<sup>7</sup> Based on How to Win Campaigns: 100 Steps to Success – Rose, C, 2004

According to research undertaken by LANDfirst advocates, there are many different ways that incremental settlement development and upgrading can be implemented. Examples include giving basic service vouchers to communities to decide what type of basic services they want, providing people with recognition of occupation certificates, establishing local land offices to manage the occupation of land including tenure registration procedures, to providing on site communal toilets.

It is expected that the LANDfirst model will be mindful of development in this arena and will in turn grow and change during the course of the campaign. Whatever model it eventually takes must be mindful of the need to adapt according to the needs of those it aims to service.

If LANDfirst is implemented it would result in:

- A reduction in informal settlements;
- Poor communities being more involved in decision and policy making around housing and land reform;
- Poor people having title and tenure of land and housing, leading to a sense of individual ownership;
- A mindset change of all South Africans towards mixed communities and planning approaches;
- Communities, which are educated and 'empowered' to act on their rights from an informed perspective;
- Greater collaboration and partnership between government, communities and the private sector reflected by greater understanding of constraints, challenges and expectations of all sectors;
- LANDfirst communities leveraging their land and housing to create material resources to build their community;
- Government and communities will be able to identify spaces for synergy and collaboration;
- Government being supported by Civil society to advocate pro poor policies and to identify policies that act against the interests of poor communities.

## LANDfirst - Actors, obstacles and players

Advocacy perspective	Action agenda	Audience
Policy Advocacy	Developing channels of communication to influence emerging policy and policy revisions in the areas of Land and housing. Building platforms for engaging state and policy government debates.	<ul style="list-style-type: none"> <li>• Elected members of parliament with a land and housing mandate</li> <li>• Government managers and officials with a housing and land scope at all three spheres of government</li> <li>• Government agencies mandated to manage or deal with land and housing issues.</li> <li>• Government officials across all spheres of government with a mandate around socio economic development.</li> </ul>
People Centred Advocacy	Increasing the capacity of affected poor people to understand their rights in relation to the constitution and an established legal framework. Reinforcing legal rights underpinned by constitutional framework eventually culminating in a 'pilot' LF initiative	<ul style="list-style-type: none"> <li>• LF 'beneficiaries'<sup>8</sup> – likely to be key 'actors' in the LF campaign by driving the LF 'pilot'.</li> <li>• In essence LF beneficiaries are community organisations or community groups who <b>understand</b> and <b>accept</b> the LF model as a means to manage and deliver on their needs for land and housing.</li> </ul>
Participatory Advocacy	Building consensus between like-minded groups toward a common goal for LANDfirst. Developing platforms for networking and building common positions on issues.	<ul style="list-style-type: none"> <li>• NGO's / CBO's / Development Trusts who have an advocacy or development mandate in the areas of Land, Housing and Socio Economic Development.</li> </ul>

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<sup>8</sup> A LF beneficiary is seen as an organisation, group of people, community who have come together and formed a common understanding and commitment towards the implementation of the LF process of development

## LANDfirst – Social weather conditions

Social weather conditions speak to the material and perceived changes in the context that defines an ‘environment’ for LANDfirst. To this end a cursory glance at the South African socio political environment reveals the following:

- Land and housing are hugely political issues in South Africa;
  - The government of the day is increasingly faced with community driven ‘outbursts’ emerging from frustrations with service delivery including housing and basic services;
  - The government has not managed to meet any of its land distribution targets for a variety of reasons. These stand to be equally obstructionist and frustrating to LANDfirst in trying to bring parity to land acquisition for Landless communities;
  - South African markets are not pro – poor in nature and whatever ‘concessions’ has been forthcoming in granting finance to poor communities has come in the main through government intervention;
  - Government does not have a good track record in working with NGO’s or Civil Society in meeting the needs of communities. Aside from any difference of opinion government is not ‘geared’ structurally to be adaptive to interrogations from ‘external’ elements. Public participation is structured at all three spheres of government and there is little scope to engage outside of these parameters. For instance at a local level strategic ‘public participation’ happens through the IDP process. It is at this stage of outreach that communities are able to articulate their needs to politicians and officials with the ultimate aim of these issues manifesting the programmes of a local municipality. There is also a petition system – which can be used during the course of the year to raise issues with the municipality – being that these issues happen outside of the planning cycles of government, it is unlikely that that many of these ‘issues’ will make a material impact on the programmes of a local municipality, but will serve as an ‘awareness’ raising opportunity.
  - On a policy level post 1994 government administrations are yet to filter out the minute discriminatory policy elements, which manifest themselves when communities decide to challenge the status quo.
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## LANDfirst – Communication desires

Audience	Communication desire
<ul style="list-style-type: none"> <li>• Elected members of parliament with a land and housing mandate</li> <li>• Government managers and officials with a housing and land scope at all three spheres of government</li> <li>• Government agencies mandated to manage deal with land and housing issues.</li> <li>• Government officials across all spheres of government with a mandate around socio economic development.</li> </ul>	<ul style="list-style-type: none"> <li>• To promote LANDfirst as a process and product which reinforces the LF call to action.</li> <li>• To grow the support of active “champions” for LANDfirst</li> <li>• To understand and collaborate on areas of synergy and support between government and civil society in making well appointed land available to poor communities</li> </ul>
<ul style="list-style-type: none"> <li>• LF ‘beneficiaries’<sup>9</sup> – likely to be key ‘actors’ in the LF campaign by driving the LF ‘pilot’.</li> <li>• In essence LF beneficiaries are community organisations or community groups who understand and accept the LF model as a means to manage and deliver their needs for land and housing.</li> </ul>	<ul style="list-style-type: none"> <li>• To promote LANDfirst as a process and product which reinforces the LF call to action.</li> </ul>
<ul style="list-style-type: none"> <li>• NGO’s / CBO’s / Development Trusts who have an advocacy or development mandate in the areas of Land, Housing and Socio Economic Development.</li> </ul>	<ul style="list-style-type: none"> <li>• To promote LANDfirst as a process and product which reinforces the LF call to action.</li> <li>• To grow the support of active “champions” for LANDfirst</li> <li>• To influence housing and land policy in favour of poor communities.</li> </ul>

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<sup>9</sup> A LF beneficiary is seen as an organisation, group of people, community who have come together and formed a common understanding and commitment towards the implementation of the LF process of development

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## LANDfirst – Communication and advocacy devices

Communication desire
<ul style="list-style-type: none"><li>• To promote LANDfirst as a process and product which reinforces the LF call to action.</li></ul>
<ul style="list-style-type: none"><li>• To grow the support of active “champions” for LANDfirst</li></ul>
<ul style="list-style-type: none"><li>• To understand and collaborate on areas of synergy and support between government and civil society in making well appointed land available to poor communities</li></ul>
<ul style="list-style-type: none"><li>• To influence housing and land policy in favour of poor communities.</li></ul>

### Communication Assumptions & Recommendations

- That the LANDfirst Learning Network, should decide on what the primary call to action of the LF ‘brand’ will be and that this ‘branding’ will be used for all communication and that it will manifest across all communication activities with all audiences;
- That there is or will be an ‘institutional’ manifestation of LANDfirst either as a network or as legal entity that will be resourced to drive communications and create communication products;
- With the understanding that the most effective means of communication is still interpersonal, that most communication vehicles will in the first instance seek to be interpersonal, and then proceed to be reinforced by a media / communication product;
- Communication products created will leverage public / social media (Facebook, MySpace, SMS messaging etc) before considering mass media options (newspaper advertisements etc);
- Current communication products will be further simplified, branded and packaged with due consideration for the audience identified above.

## Establishing a call to action for LANDfirst

It is important for LF to create a ‘call to action’ that will inspire and crystallise the intentions of the LANDfirst campaign resorting to the creation of a ‘mission’ and ‘vision’ statement. By crafting a ‘call to action’, one can powerfully communicate purpose and meaning and ultimately motivate participants of the LF projects to realise the common vision of the campaign. Below are samples of possible ‘calls to action’. It is recommended that the finalisation of a defining LF ‘call to action’ be decided at the first meeting of the proposed LANDfirst Learning Network.

“Call to Action”	Notes
Dignity through Land	+ an emotional appeal to the higher purpose aim of providing land and housing to poor communities - might be misconstrued as a Land campaign - does not communicate incremental approach of LF
Incremental development, Secure Livelihoods	+ communicates the essence of LF - too academic, not very emotionally appealing
Inclusive Incremental Development	+ communicates the essence of LF - too academic, not very emotionally appealing
Step by Step Sustainable Development	+ communicates the essence of LF - Not very ‘community’ friendly
Community Voices for Participatory Development	+ communicates the community aspect of LF - perhaps too one sided?

## LANDfirst – Now and then ...



### The story so far ...

“Tembisile is a 45 years old. She lives in an informal settlement of Gugulethu/Everest in the Ekurhuleni Metropolitan Municipality on Gauteng’s East Rand. Ekurhuleni Metro Municipality (EMM) is currently South Africa’s third largest city and contributes more than 20% of the gross geographic (gross?) product of the Province of Gauteng, yet the municipality still faces challenges posed by post apartheid democratic South Africa. 65% of the metro’s

population reside in townships and informal settlements and about a quarter of that number in informal or inadequate housing.

Tembisile lives in a wood, plastic and cardboard shack, which she bought from another resident in Gugulethu/Everest. This was almost 10 years ago, when her husband was retrenched from a factory in Springs. They live together with their three children who have just started schooling again at a nearby school. The ‘shack’ that she stays in is very bad for her family’s health. The kids get colds all the time and her husband finds it hard to sleep at night. She once thought of building it from scratch with her husband, but decided against it because the plot was not theirs and they didn’t know what would happen if they needed to move. Everyday Tembisele’s husband joins scores of other unemployed men at the side of the N12 highway hoping that someone will pick him up and he will get a day’s work, earning between R40 and R100. Now that the children are back at school, Tembisele will venture into the town of Benoni to try her luck at giving pamphlets on the side of the road.

Seven years ago Tembisele was told that she qualified for a low cost ‘RDP’ house from the government. She put her name on the list and waited in anticipation for her turn to come. Then two years ago municipal officials started plotting and planting pegs around the area near her shack. Tembisele was delighted until she learned that she would have to move to a temporary site in Bapsfontein for a ‘few years’ until the new development was complete. Her main concern was moving to an area that she did not know. Bapsfontein was also far away from the children’s school, which meant she would have to keep them home again, leaving her with no means of earning an income herself.

Tembisile was not alone in her objections to the planned move. When the local councilors came to explain, other residents started shouting and someone threw a stone from behind her and the councilor pointed at her ... and then things went very wrong, because her husband jumped-in to protect her and got arrested.

Tembisile is not sure what is going to happen now, her husband and other residents were released on bail after they raised money they could amongst themselves. She still doesn't want to move but has heard that if she doesn't leave by the end of the month the 'red ants' will come and demolish all the shacks in the area. Without resources she has very few choices. Tembisile wishes she had never come to Gauteng in the first place.

*Tembisile is a fictional character representing the plight of a growingly large number of South Africans, who migrate in ever increasing numbers to cities in search of work, better health care and education for their children. The Majority wind up in informal settlements when they discover that they do not have the means to live in established municipal areas. Once in informal settlements, they live an uncertain and vulnerable life with little or no protection from criminals or the elements of nature. Tembisile is an ideal candidate for LANDfirst.*

If LANDfirst is implemented the following would manifest in Tembisile's life in the following ways:

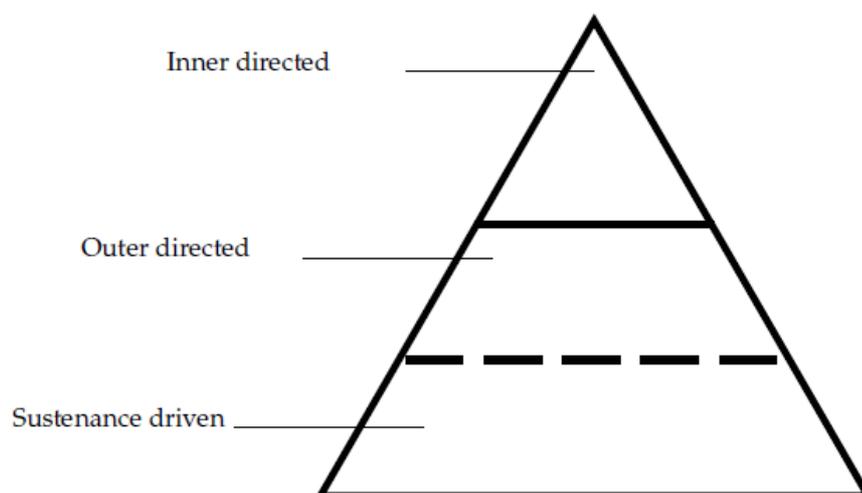
- She would understand her rights in relation to her physical space;
- She would not feel isolated from her neighbours and would seek to create partnerships with them;
- Her collaboration with her neighbours toward a LANDfirst project will result in a formal agreement between them with regard to their needs and desires for land and housing;
- She is able to share and pool her efforts with a team of people to approach the municipality for their collective land and housing needs;
- As a community grouping she is able to negotiate with greater authority with the municipality;
- She is certain that she will not need to move and destabilise her life when she makes the transition between living in a shack and living in a house;
- She is excited because she has control over how her house will look and who she will be living with in the community; also

- She is assured that the land and house she will eventually have will be an investment for her children – one that will have value for them and their children in future.

# Stakeholder Analysis

The role of campaigners is to capture as much knowledge as possible about what motivates identified participants. Campaigns like the LANDfirst campaign must take into account that people have different needs, behave differently, think differently and are motivated differently.

According to theorists in the field of human behaviour ‘sustenance or security-driven’ groups (which is naturally where we all start and most likely to be LF participants or beneficiaries), need the basics of individual, family and social life. ‘Outer directed’ groups who have their basic needs taken care of may be more driven to succeed and be seen to succeed, to be recognised for, in some ways, being better than others. Ideally this might be a ‘transition’ process for LF beneficiaries – once they have been given a ‘stake’ in their own futures, one would hope that this takes root in the form of them being driven to achieve further. Inner directed groups look for deeper meanings, finding new meaning and value in things beyond their safety, security or status giving properties – in our case these groupings / institutions are most likely to be the NGO’s / CBO’s who take up the ‘cause’ of poor communities in motivating for pro poor approaches to Land and Housing in South Africa.



Title: Figure 1, Maslow's hierarchy of needs

Source: Rose (2004)

Using value-modes mapping and insights in constructing campaign propositions: If an audience is mixed, the rule of thumb is to make sure you put the offer, argument or call to action to accommodate all three 'castes'. A message will be rejected if it's put in the wrong way, not just if it's something an audience disagrees with as an objective.

LANDfirst has organised its target stakeholders into the following categories

- LANDfirst Beneficiaries – this stakeholder grouping / s stand to be the direct beneficiaries of a LANDfirst approach to development. Given the legacy of Apartheid, these stakeholders, are typically of a lower LSM grouping;
- Government stakeholders, Including Local, Provincial and National layers of government;
- Non government stakeholders – including stakeholders working in the same 'space' as Afesis Corplan and Urban Landmark; and
- International advocates – organisations working with communities on a range of issues.

## Issues emerging from stakeholder analysis

- In engaging with a sample of these stakeholders the following issues emerge:
- Assumptions and Concept of LANDfirst;
- There emerged a need to interrogate the assumptions underpinning LF: why are existing programmes not working? What's new to the existing 'land release' and informal settlement upgrading programme;
- "LANDfirst campaign akin to apartheid site and service strategy implemented in areas such as Orange Farm";
- LANDfirst is not a new concept – it was implemented under apartheid state. No credible asset register of land exists – very fragmented at this stage between DPW and DLA. Valuation roles being conducted by municipalities (Ekurhuleni and EThekweni completed);
- Whilst ownership of land is important in terms of a "footprint", the debate needs to move beyond land and an annual increment. Land availability is dependent on ownership and suitability. There is a need for a shift within municipalities to create housing beneficiaries together with incentives such as community access to Internet, education, community centres, and libraries;

- Immediate response was that the LANDfirst idea/campaign is calling for the site and service of the past and introduces the same arguments of width vs. depth in terms of housing service provision;
- Need to weigh the cost of in-situ upgrading now vs. repairs and upgrading in 20 years. Also need to remove the stigma attached to site and service.

#### **Other approaches:**

- Cities/municipalities should rather look at how they receive new entrants;
- Extending the 'Upgrading for Growth' programme;
- Need detailed analysis of existing programmes such as the Informal Settlement Upgrade programme and point to what must be done differently. HDA and ULM currently undertaking a comprehensive land audit which would assist in this regard;
- The BNG strategy also advocates quality and creating housing opportunities in well-located land;
- A Land first policy does exist – need to weigh the campaign objectives against this policy;
- Role of NGOs in building co-ops and self-reliance in communities would be the way to go; and an
- Emphasis of any initiative should focus on acceptance of the informality with introduction of stringent health and safety standards. The key would be to continue the dialogue on the acceptance of informal settlements with clearly defined minimum standards through e.g. booklets on the how to of health, safety and standards for communities.

#### **Funding / Finance related issues**

- Synchronisation of funding needed to curb slow spending. EIA – there is a huge timeline difference and turnaround for delivery for private sectors vs. municipality housing project applications. Capacity in municipalities also impact on delivery, especially project management. Other issues such as a lack of accountability and indecisiveness impacts negatively on delivery; also
- Constraints to housing development are not always financial, other factors capacity & EIA.

#### **Concerns**

- There may be some lessons that can be drawn from this approach, but one should be careful that it is not turned into a “land grab” campaign; also
- The campaign must be very clearly defined – noting that the current informal settlements is a result of “land grabs after years of land hunger”.

## Issues Emerging from Housing Development on the National Upgrading Support Programme

At a recent NUSP workshop facilitated by the NDoH, where consultants who have undertaken a recent evaluation of the 16 flagship projects of the National Upgrading Support programme, reported back on key issues and made recommendations for a consolidated framework, the following key areas were identified as key areas for discussion and action areas to be included into a comprehensive framework. These issues should be taken into account when further refining the LANDfirst model:

- Is structured upgrading happening?
- Is there really a national upgrading programme?
- Are we empowering communities?
- Are there too many relocations?
- Densities are still too low
- Security of tenure
- Dependency vs. self reliance
- Preventing growth of slums
- Technical aspects
- Project management & technical capacity
- Beneficiaries and administration
- Partnerships
- Finance and affordability
- Why is the full package approach dominant?

Issues that have impact on the LANDfirst campaign have been explored further below:

Area	Issues for LANDfirst
<b>POLICY</b>	
<p>Whilst the need for a policy review was not strongly advocated for, there appears to be gaps in so far as some form of “Standard Operating Procedures” or common by-laws that assist in a standardised. This was illustrated when municipalities responded in varying ways to the first step in a land invasion in their municipality.</p>	<p>In the 4 workshop series AC and ULM did last year around the country, the issue of communities wanting a platform for dialogue with government (at different scales) came out strongly. One of the suggestions was that Municipalities be ‘forced’ to establish land sector committees to look at land access and use issues. The idea was to have ward committees (that are geographically based) and have sector committees to enhance participation. This would especially help with the ‘bulk’ land access issue. Afesis Corplan mentions municipalities such as Joburg and Buffalo City that have tried similar approaches to LANDfirst through rapid land release programmes. LANDfirst should look at these local policy experiments and learn what worked and what did not work. If it did not work, then what is different now. This must be picked up in the campaign implementation plan. LANDfirst could use the existing land acquisition model – or reference those that have been tried by municipalities, like the Johannesburg Rapid Land Release programme - to develop a standard operating manual or “HOW TO” for communities in line with what government advocates.</p>
<b>SAMPLE SIZE OF PROJECTS EVALUATED</b>	

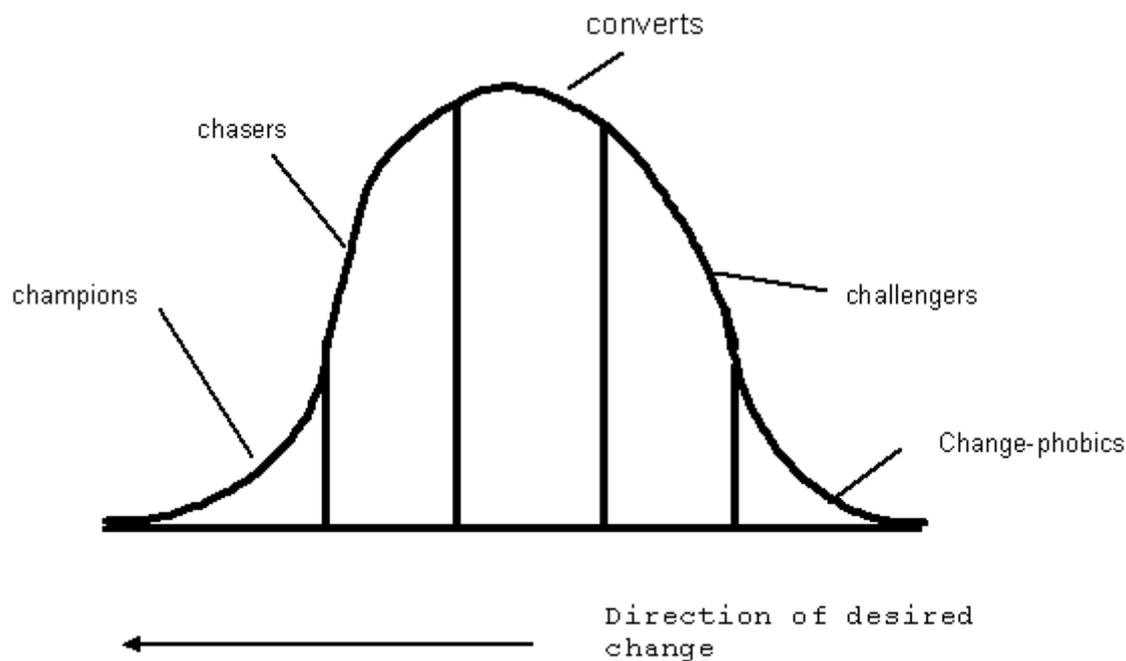
<b>Area</b>	<b>Issues for LANDfirst</b>
<p>The consultants only sampled the 16 flagship projects and were seeking to develop a framework around which to enhance delivery towards the 2014 goal. Therefore, there is no comprehensive national assessment or yardstick of where the country is against the target, or any peculiarities experienced by e.g. coastal cities, versus metros vs. rural municipalities. A few municipalities are engaging the CSIR to conduct their own feasibility studies to guide them in their strategy.</p>	<p>This might hinder a national campaign launch agenda. May need to look at a municipal based campaigning initially, evolving to a provincial and national level.</p>
<b>COMMUNITY PARTICIPATION</b>	
<p>The area of community participation remains a weak link in the housing process, both from a point of having achieved reasonable levels of success across projects (noting that the PHP programme is not getting the same level of support) as well as from the point of embedding participatory processes of housing into existing community structures such as ward committees.</p>	<p>The community of practice network recommended at the workshop should seek to include as many CBOs as possible, in order to bring in the views of community groupings into the dialogue. Note that in the 4 workshop series AC and ULM did last year around the country, the issue of communities wanting a platform for dialogue with government (at different scales) came out strongly. One of the suggestions was that municipalities be 'forced' to establish land sector committees to look at land access and use issues. The idea was to have ward committees (that are geographically based) and have sector committees to enhance participation. This would especially help with the 'bulk' land access issue.</p>
<b>GOVT COMMUNICATION &amp; MESSAGING</b>	
<p>There was criticism levelled at the mixed communication and messaging as well as the tone expressed by certain public figures</p>	<p>The LANDfirst campaign strategy needs to ensure that messaging is clear and consistent and in keeping with the 'call/s to</p>

Area	Issues for LANDfirst
regarding informal settlements e.g. one shack down, one house up. The messaging goes against the theme of formalising informal settlements.	action' identified earlier in this document.
<b>TECHNICAL ASPECTS</b>	
The standard prevailing technical approach to housing delivery was raised and a call for creativity and innovation was called for. Lessons drawn from India, Brazil and Thailand need to be re-looked at.	Case studies on land first in these countries need to be used as a basis for dialogue in the network as well as with municipalities with similar conditions as the international case studies and should also inform the implementation strategy for LANDfirst.
<b>MINDSET &amp; ATTITUDES</b>	
Criticism was levelled against the current mindset and attitudes of officials dealing with housing delivery as being very rigid.	This is a recurrent comment (Buffalo City also mentioned it). Need to consolidate through further engagement, on what mindset would we like to replace the current one with and what do we want to achieve through this? The idea would be to shift to a mindset that 'allows incremental occupation and development of land'. We need a mindset that allows flexibility in the search for innovation.
<b>FINANCE &amp; AFFORDABILITY</b>	
Finance institutions are demanding higher standards to protect their investment and are introducing an element that has implications for creating different standards and raising community expectations.	LANDfirst lends itself to incremental savings and loans, which is what this micro finance sector (which includes banks as well as micro finance institutions) is also promoting. LANDfirst network needs to have a focus group with this sector and must be added to the implementation plan.
<b>FUNDING FORMULA</b>	
Currently, no leverage exists to access some form of "top-up" funding for integrated	The issue of how funding is obtained for LANDfirst needs to be picked up in the

Area	Issues for LANDfirst
<p>planning, where e.g. municipalities could bargain with other departments e.g. to put up funding to be matched by education in ensuring the building of schools within an upgrade programme. Costs such as creation of registries are estimated very high (KZN R45 to develop and R5m pa to maintain)</p>	<p>implementation plan. Matching funds from municipalities is one approach. Creating a central location for getting funds for land first is another approach. Different departments could put money into this fund.</p>
<b>DENSIFICATION</b>	
<p>Body corporate has not succeeded in middle-income areas and therefore presents more of a challenge for low-income housing. High-density options therefore need to be carefully considered.</p>	<p>This is an area that needs further consolidation based on the experience of Afesis-Corplan to give a perspective on the current scenario and implications for LANDfirst.</p>
<b>KNOWLEDGE SHARING &amp; EXCHANGE</b>	
<p>It was acknowledged that currently no repository or community of practice exists for sharing and exchange best practice between and amongst housing practitioners. It was recommended that a housing KM platform be created. Also, calls for re-looking at the external capacity such as Cuban initiative, IBSA in order to assemble capacity in its entirety.</p>	<p>This platform proposed as the NUSP reference /KM group could be one of the key platforms for dialogue on the land first campaign, when set up. This should be factored into the implementation plan as an action to follow up with the HDA to engage on the relationship between NUSP, HDA and LF.</p>
<b>IGR &amp; GOVERNANCE ISSUES</b>	
<p>It was recognised that the issue of informal settlement upgrading, falls within the broader ambit of urban management and that structural issues may be need to be addressed in order to address issues and gain consensus on organic growth and migration issues.</p>	<p>The land first campaign also needs to be located within a broader planning arena. More town planners as opposed to just housing practitioners may need to be engaged through the stakeholder consultations going forward as there are pre-house construction. Maybe it means engaging more with the DPLG and the whole IDP planning process (especially as it relates to bulk land).</p>
<b>SUSTAINABILITY</b>	

<b>Area</b>	<b>Issues for LANDfirst</b>
<p>More community awareness needs to take place regarding energy saving efficiencies, alternative building, building sustainable livelihoods etc to build sustainability.</p>	<p>The element of sustainability also should be factored into the LANDfirst campaign – as a part of the community capacity development process.</p>
<p><b>INSTITUTIONAL ARRANGEMENTS</b></p>	
<p>Intergovernmental relations issues are emerging in relation to MOUs that need to be signed between different spheres of government and municipalities. Current IGR structures appear not to be able to deal with the emerging issues or have not been receiving adequate attention to be dealt with through the current arrangements.</p>	<p>A case needs to be made of IGR issues that are hindering progress towards the 2014 goal. A consulting firm has already developed 6 comprehensive case studies on IGR and we could check whether any of these relate to housing or land related matters and possibly engage them on the land first campaign with a view to bringing in their expertise to the communities of practice network.</p>

## Engaging stakeholders – what to expect



Source: Rose (2004)

Is it recommended that a 'Champion-Chaser Analysis' <sup>10</sup> be used to assign campaign role-players and stakeholder to possible response categories to help decide lobbying and other priorities for the LANDfirst Campaign?

- Champions - ahead of you - impatient - will run with the idea - normally very few in number but may be noisy<sup>11</sup>;
- Chasers - early movers - see advantages/ decide to move quickly. Often silent<sup>12</sup>;
- Converts - may go with it or oppose it - normally need some sort of 'evidence'. Often silent;
- Challengers - resist but only because the outcome is important - can be convinced/ see their interest - in which case they will be important in making it work. May be noisy; and
- Change-phobics - will never be convinced. Position may not be entirely rational - normally few of them but can be very noisy in the discussion.

Using these broad categories of stakeholder ‘characters’, this campaign strategy has organised LANDfirst potential stakeholders into the following groupings:

### Champion / Chaser Stakeholder Analysis

This analysis should be considered an illustrative perspective based on the stakeholder interviews conducted during the research phase of this strategy

Stakeholder	Champion	Chaser	Converts	Challengers	Change-phobics
<b>GOVERNMENT</b>					
NDoH				☹	
DLA				☹	
Housing Development Agency				☹	
Gauteng Provincial Government				☹	
Eastern CAPE Provincial Government				☹	
<b>MUNICIPALITIES</b>					
City of Jhb			☺		
City of Tshwane			☺		
Buffalo City Municipality			☺		
Ethekwini Municipality			☹		
<b>CBO'S</b>					
Abahlali (KZN)	☺				
Abahlali (City of Cape Town)	☺				
COARC		☺			
Landless People's Movement (Gauteng)	☺				
Shack Dwellers International		☹			
<b>NGOs</b>					
Planact		☺			
<b>ACADEMIC</b>					
CUBES (Centre for the Urban Built Environment-Wits)		☺			
<b>OTHER</b>					
SACN			☹		
SALGA				☹	
NUSP			☹		

## Implications for LANDfirst –

- From this analysis it is clear that while there might be difference of opinion with regard to approaches / methods and policy, but none of the stakeholders approached disagree with the fundamental notion of improving the way Land and Housing has been happening to date – we see this event from our analysis that there are no Change Phobic per se. People agree that change is necessary – it is the how aspect that is at question.
- Not surprisingly most of the potential challengers to LF come from the government sector. We believe this is primarily because of the insecurities of government with regard to the basic tenets of LF as possible conflict with existing policy frameworks or in the extreme concern that LF might inadvertently promote ‘land grabbing’. Communication messages must be mindful of this situation when communicating with government stakeholders. Ideally we would want to move government officials to a stage where they see LF as an ‘efficient extension’ of the work of government and lend their support as converts or at best Chasers. It is unlikely that government stakeholders would ever ‘champion’ LF as this should remain the mission of the proposed network and support NGO’s / CBO’s.
- Our chasers and champions come from the ranks of the LF beneficiaries themselves and from the NGO’s / CBO’s that support these kinds of causes. It is vital that these grouping are fed with information and resources needed for them to remain hopeful and informed that LF is the solution / part of the solution that is lacking in the Land and Housing sectors in South Africa.

# Implementation considerations

## Levels of Advocacy Planning: Local to Global

LANDfirst like many campaigns internationally, although local in nature stand to have global impact because of the 'international' nature of its content and call to action. Most modern day advocacy campaigns require planning and action on more than one level. But the 'global' nature of communication in a campaign environment comes with its challenges. For instance, when planning on a global level, face-to-face discussion and decision-making are more difficult. While information technology has made global and regional planning easier, it has also reinforces material inequalities between various socio economic groups. Because of the disparities set up by the years of Apartheid, the inequalities that LANDfirst aims to tackle with regard to Land and housing, must also be considered in the communications terrain. This will require that LANDfirst make a more concerted effort to have multilayered systems of consultation, communication and feedback, particularly with its 'beneficiary' stakeholders.

Other considerations brought on by a multilayered approach to campaign implementation includes:

- **Local:** Participatory planning is sometimes easiest at the community, neighborhood, or city level where face-to-face interaction is not complicated by distance. When reaching out to local communities LF must be mindful of the need to create new and innovative ways to facilitate community 'conversations'. LF would be well placed to consider the 'World Café' method of dialoguing being used by the Urban Renewal Programme – in the Inanda Ntunzuma and Kwa Mashu Renewal Project. The URP has been successful in seeding this methodology allowing communities to develop their own conversations, agenda and action points emerging from City hosted, community facilitated sessions.
- **National & Provincial:** Often, planning for national & provincial level advocacy involves coordination of different organizations that serve as intermediaries for a variety of community-based and local groups. The Provincial aspect of advocacy is especially important in the context of South African where Provincial governments hold delegated authority on a range of matters impacting on housing and land. National & Provincial advocates rely on their allies to be in touch with local groups and involve them in analysis, planning, and decision-making. National & Provincial

advocates need to remember that participatory planning takes time and should be careful to take this into consideration in their timelines.

- **Regional:** Regional planning efforts entail communication among the participants at different levels. Again, timelines need to accommodate discussion and decisions across borders. The Internet is often useful for regional advocacy planning. However, regional organizers need to make sure that groups without Internet access are fully informed and can offer input. This level of outreach might be appropriate when LF has established and embedded its 'network' as a first level institutional vehicle.
- **Global:** Like regional planning, global processes need to coordinate and provide information and feedback to the different players so that the final planning decisions include input from all levels. This input is crucial since some partners will be taking on greater risks than others.<sup>13</sup> With the written material already developed by LF, it can already play a role in reaching out to an international community by seeding its material at international conferences focusing on Land and Housing issues targeting poor communities.

Multilevel participation in planning and carrying out global advocacy helps to:

- Build new forms of citizenship that increase the voice of excluded groups;
- Give legitimacy to people's voices in the eyes of global policymakers;
- Create a network to monitor and enforcement so that global policy promises become real at the national and local levels (VeneKlasen and Miller, 2007).

## Building toward an institutional vehicle – creating a LANDfirst Network.

A key assumption of the LANDfirst strategy is that the current partners Afesis Corplan and Urban LandMark should be able to leverage the support of a wider group of organisations toward testing and refining the LANDfirst goal and (in a parallel process) develop support for the concept as it develops. To this end, this strategy and implementation plan proposes the creation of a LANDfirst Learning Network that would in essence function as a ‘community of practice’ to help develop the LF model while promoting the LF concept.

### The Fundamentals of Communities of Practice

#### The Concept:

Community of practice (CoP) refers a process of social learning that occurs when people who have a common interest in some subject or problem, come together to collaborate over an extended period of time to share ideas, find solutions, and build innovations.

#### The History:

The term was first used in 1991 by Jean Lave and Etienne Wenger who used it in relation to situated learning as part of an attempt to rethink learning at the Institute for Research on Learning. In 1998, Etienne Wenger extended the concept and applied it to other contexts, including organisational settings. Today Communities of Practice have become associated with knowledge management, as people have begun to see them as ways of developing social capital, nurturing new knowledge, stimulating innovation, or sharing existing tacit knowledge within an organization. It is now an accepted part of organisational development (OD).

#### Benefit of CoP’s:

According to Melissie Clemmons Rumizen, Communities of practice are integral and a ‘must have’ in a Knowledge Management practice in an organisation. Some of the benefits she highlights include:

- Providing a valuable vehicle for developing, sharing and managing specialist knowledge;
- Avoiding 'reinventing the wheel';
- Cutting across organisational boundaries and formal reporting lines;
- Being more flexible than traditional organisational units;
- **Generating new knowledge in response to problems and opportunities;**
- Providing early warning of potential opportunities and threats to an issue; and
- **Being a vehicle for cultural change.**

On an individual level the benefits of CoP's include:

- Having access to expert help to expand horizons, gain knowledge and seek help in addressing work challenges;
- Members often feel more conscious of, and confident in, their own personal knowledge;
- Provides a non-threatening forum to explore and test ideas or validate courses of action; which
- Can foster a greater sense of professional commitment and enhance members' professional reputation.

### Stages of development in Communities of Practice

Many theorists hold that communities of practice progress through various phases of development pointing to a COP 'lifecycle'. The information block below illustrates the stages that researchers Snyder and Briggs (2003) after extensive research in public sector use of COPs, suggest are core to the COP process:

1. *Discovery*: identifying strategic issues to address—those that align with both strategic objectives and members' interests
2. *Coalescing*: convening members to develop an action-learning agenda and building their collective commitment to pursue it together
3. *Maturing*: building on knowledge sharing, clinics, and co-consulting activities—toward collaborations on innovation and application projects; growing beyond the initial group

4. *Stewarding*: establishing a prominent role in the field and taking stewardship for addressing leading-edge issues at scale

5. *Legacy*: beyond success, what's next—institutionalisation as a formal organisation; letting the community dissolve once the issues lose salience; segmenting the community into sub areas as issues become more differentiated

(Synder and Briggs, 2003)

# Resources

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