



<b>Title</b>	<b>The Community Asset Mapping, Mobilisation and Management (CA/M) Approach: A Case Study</b>
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## **The Community Asset Mapping, Mobilisation and Management (CA/M) Approach: A Case Study**

### **Abstract**

As opposed to needs-based approaches, which use a definition of the deficiencies of a community that need to be addressed as a starting point (“needs analysis”), asset-based development approaches begin with identifying and building on the assets or capacities that a community already has.

The CA/M methodology is asset-based and was developed to ensure that the construction of community assets could be integrated with local community development to enable sustainability through meaningful community participation and empowerment. CA/M proposes that community empowerment, capacity building and local economic development can be achieved through a structured process of asset mapping, development of an asset mobilisation strategy, and ongoing asset management by the community. The paper will present a practical application and recommendations based on a CA/M implementation in the Imperani Tourism and Training Centre (ITTC) project in Ficksburg.

The ITTC experience has contributed to the development of a CA/M Guideline which has been prepared with the objective of supporting the implementation of participatory programmes and initiatives on the ground. The CA/M guideline is targeted at all the stakeholders involved in the life-cycle of an asset including Government, donors, funding institutions, built-environment professionals, social or development practitioners and the community.

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## Acronyms

ABCD	Asset-Based Community Development
BOD	Board of Directors
CA/M	Community Asset Mapping, Mobilisation and Management
CBO	Community-Based Organisation
CBP	Community-Based Planning
DoE	Department of Education
DPW	Department of Public Works
DST	Department of Science and Technology
IDP	Integrated Development Planning
ITTC	Imperani Tourism and Training Centre, Ficksburg
NGO	Non-Governmental Organisation
PSC	Project Steering Committee
PC	Procurement Committee
TM	Thuba Makote



# **The Community Asset Mapping, Mobilisation and Management (CA/M) Approach: A Case Study**

Authors: MWANSA SAIDI and GECI KARURI

## **Introduction**

The Community Asset Mapping, Mobilisation and Management (CA/M) approach is the synthesis of experiences and learning from theories, models and projects that have been implemented over the past 10 years in Africa, India, the Americas, Canada, and Australia. The common focus on these initiatives which have many different names (asset based community development – ABCD, community asset management – CAM, asset building framework, a range of sustainable livelihoods approach-inspired programmes, etc.) has been on:

- empowering communities to participate in their development planning, and
- understanding and leveraging the role of local assets or resources in enabling sustainable livelihoods and local economic development

So although the terminology and particular applications may vary across time and context, the fundamental aims are the same: to empower people or communities, to enhance their assets, and to plan for sustainable development. The concepts and understanding are generally still evolving with experience, and there has been significant emphasis on locating the role of these approaches within largely public sector and donor-driven development programmes. Proponents of these approaches are also still learning more about the possibilities and limitations of the approaches through action research, and seeking broader application / replication.

In this sense, CA/M is not new. It is a particular perspective on general asset-based, participatory, livelihoods-focused development approaches, which attempts to focus on the level of direct physical development intervention. The project being presented in this paper was an attempt to look at the broad approach in the context of physical / infrastructure development in communities. This is relevant for developing country contexts where there is still a great need for basic physical



infrastructure, and where there continue to be chronic difficulties faced in relation to service delivery, appropriate development, and infrastructure maintenance. This paper therefore attempts to summarise what the basic concepts of CA/M have been as conceived in this particular research programme, and to illustrate the learning experience as a case study which begins to point to some opportunities and challenges, and to make conclusions about possible limitations of the developmental approach.

## **The CA/M Approach**

### **Rationale for CA/M**

The need for a new approach to community infrastructure development projects can be motivated on several different levels. Following from an apartheid legacy of impoverished and disempowered communities which were systematically excluded from both the hope and the process of development, post-liberation South Africa expresses a clear constitutional, legislative, and developmental mandate for promoting participatory development. This is with the idea that communities should be active and involved in planning and managing their own development. The intent is very clearly expressed in a range of key public guiding frameworks, including the Constitution of South Africa, the Reconstruction and Development Programme (RDP), the White Paper on Developmental Local Government, the Municipal Structures Act (No. 117 of 1998), and the Municipal Systems Act (No. 32 of 2000).

Among other developmental concerns, South Africa has faced growing local political and social pressures around issues of basic infrastructure provision and service delivery. In addition, the Millennium Development Goals have offered strong international impetus to meet set targets in aspects of infrastructure and service delivery that affect human development. The range of services to be considered in these regards is broad, including education, health, water, sanitation, electricity, housing, roads, etc.

One of the central strategies to addressing these demands while building democracy over the past 10 years has been to widen public participation in decision-making around resource allocation,



and to build “citizenship as a means of developing people’s capacity to participate in public life and engage with the economy” (Smith & Vawda, 2002).

In seeking to achieve this in specific infrastructure projects however, disturbing trends such as failure to maintain infrastructure, and failure to pay for services have begun to indicate that the participation models being proposed or employed are not yet effective enough in practice to empower communities and enable sustainable development (Vaughan, 2004).

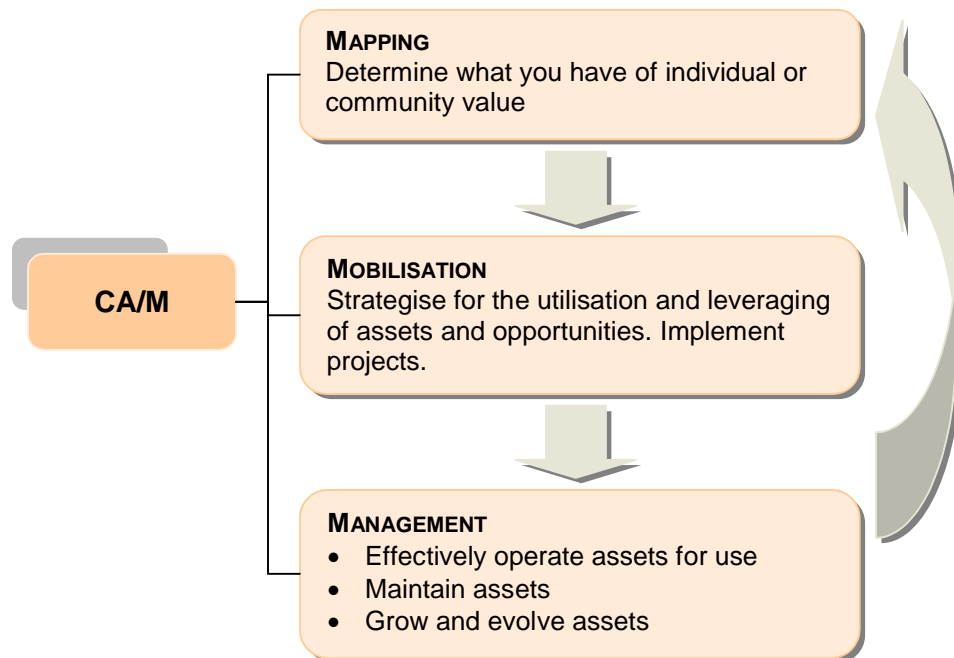
Some specific issues of concern identified from a scan of current community infrastructure development projects, outcomes and critiques include:

- In many cases, limited community awareness or understanding of the development activities being undertaken;
- A poor track record in enabling community participation in these projects beyond simple provision of labour;
- Lack of a community sense of ownership of the projects in order to enable sustainability in terms of beneficiation / use, upkeep, protection (i.e. avoiding vandalism and theft), and ongoing development and leveraging;
- Generally low or unsuccessful involvement of other stakeholders in the projects;
- Difficulty in balancing project delivery in reasonable time and quality, and enabling or even maximizing community participation; and
- Low incidence of the infrastructure projects stimulating broader local and human development

There is therefore a clear need for a different or at least improved approach to these projects if the developmental objectives of the country are to be met.

### **What CA/M is**

Simply put, CA/M is a three-tier approach (as illustrated in *Figure 1*) which advocates for a holistic and thorough lifecycle process which:



*Figure 1: The CA/M Approach*

- a) By mapping assets, considers the context before determining and / or proceeding with development interventions, and identifies opportunities, capabilities and capacities in that community that can provide a basis for local benefit.
- b) By mobilising assets, enables actionable plans to be conceived and implemented.
- c) By managing assets, acknowledges that the interventions made require ongoing attention in order to deliver on the intended benefit. Experiences during operation / management, as well as contextual changes over time, will require that the project continually updates the asset mapping so that it may respond appropriately to emerging opportunities and threats.

### **The Objectives of CA/M**

Like many of its peers, the CA/M approach is premised on the sustainable livelihood principles and framework (DFID). Ultimately, CA/M is about planning and implementing development projects with three key categories of objectives:



- a) People / community objectives: Ensuring that development is centred around people and their dignity, rights, empowerment, participation, ownership, and benefit.
- b) Development objectives: Enabling livelihoods both through the means and ends of development policy and practice, and contributing to local economic development
- c) Asset objectives: Producing assets that are useful and usable to communities – i.e., that are appropriate for local needs (good design), can be produced with maximum local benefit (good processes), are used to deliver intended benefit (operationally functional), are maintained (good condition), and are sustainable (deliver benefit for as long as possible in an affordable, synergistic manner)

### **Where does CA/M fit in**

In a context where Integrated Development Planning (IDP) has been adopted as the local development planning framework to be employed by local governments, and where Community-Based Planning (CBP) is emerging as an important potential framework for Ward-based planning and fiscal management, it is important to locate CA/M within the development landscape.

CA/M is seen as being consistent with these frameworks, and is positioned at a lower level of engagement in such away that it is actually envisaged to support IDP and CBP. Because CA/M is about communities “researching” their locales and understanding how to make their resources work for them on a practical level, it is proposed that higher order processes that seek to identify and support coordinated and relevant development opportunities would benefit from using a CA/M approach to develop inputs on the most local level – not of governance structures in this case, but of the people themselves planning and strategizing around their own development.





## **Background of the Imperani Tourism and Training Centre Project**

The Imperani Tourism and Training Centre (ITTC) is located in Ficksburg which is part of Setsoto Municipality in the broader Thabo Mofutsanyane district of the Free State province of South Africa. Ficksburg is a border town neighbouring Lesotho. The Centre was named by the local community after a well-known mountain range in the area called Imperani, and it comprises of a set of redeveloped historical sandstone buildings which now serve as the site for commercial and developmental activities targeting the tourism industry.

Originally, the site of the ITTC project was home to the Ficksburg Technical High School which moved to adjacent new facilities leaving the historical sandstone building facilities vacant. In 1995 Boitumelo, a school of about 1 040 learners took over part of the site – mostly occupying a set of containers which were erected on one side of the site. However, the Department of Education (DoE), under the Thuba Makote (TM) programme<sup>3</sup> provided new school facilities for Boitumelo closer to the users in a nearby local township. The site was again left vacant again and slowly deteriorated to a serious state of disrepair and dilapidation. This created the opportunity for the ITTC initiative which would seek to turn around a site slowly becoming a community nuisance (being an eye-sore, fire hazard, and base for criminal activity and vandalism) into an asset that could bring benefit to the Ficksburg community.

The inclusion of Ficksburg in the TM programme provided a strong foundation in the community for the implementation of the ITTC project in terms of:

- Mobilising the local community into organised structures
- Establishing an initial base of community information through a skills audit and economic profile of the community
- Developing good public relations by creating awareness in the community and with other stakeholders regarding processes around developmental projects

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<sup>3</sup> The Thuba Makote: Schools as Centre of Community Development programme was a national DoE initiative based on a community-centric model with objectives of poverty alleviation. It involved the development of nine pilot schools, one in each of South Africa's provinces.



- Establishing a working relationship with the local municipality through the participation of the then Acting IDP Manager of Setsoto Municipality.

In addition, the proposal for the ITTC project was developed by the consortium of professionals that had worked on the TM programme. The consortium consists of: CSIR which was responsible for conceptualisation, CA/M research and project management; Eizon Ltd. which was responsible for infrastructure development; Botshabelo Community Guidance Centre was in charge of community organising, facilitation and outreach; and Central University of Technology which implemented the SMME training and development in construction, arts and crafts.

Having worked in the area under TM, the consortium had a good understanding of the opportunities that the vacant buildings offered to the community. They developed a proposal to explore these opportunities with the community and other stakeholders. The project was funded by the Department of Science and Technology (DST) under its poverty alleviation programme. The main purpose of the project was to find an innovative solution on how the buildings could be rehabilitated into a community development centre using labour-intensive infrastructure development technologies. The following were the objectives set out for the project:

- Create jobs through the construction and restoration process by employing labour intensive methods;
- Restore the historical buildings while being sensitive to their heritage value;
- Establish small business entrepreneurs through training and SMME development;
- Establish commercial facilities and workshops on site to enable local people to develop products and services that can target and enhance the tourism market; and
- Create local economic and social benefits to the community in the form of profits generated through the Centre.

With the application of CA/M, the project facility was planned as a centre that could stimulate broad capacity building and empowerment, job creation, and local social and economic development. This was to be achieved through the redevelopment process as well as the



programmes to be housed at the centre, with poverty alleviation as the main goal. *Figure 2* provides a general outline of the project design.

### **Phases and Components of the project**

Due to funding constraints to developing the entire site, the implementation of the project was divided into three phases. The first phase of the project was successfully completed in June 2005, and subsequent phases are to follow, including scope development for the rest of the facility and seeking further funding support for the project.

At the inception of the project, it was envisaged that Phase One of the Centre would be complete and financially sustainable by the end of the phase. *Table 1* below summarises the five components of the Phase One of the project in terms of their objectives, activities and outcomes.

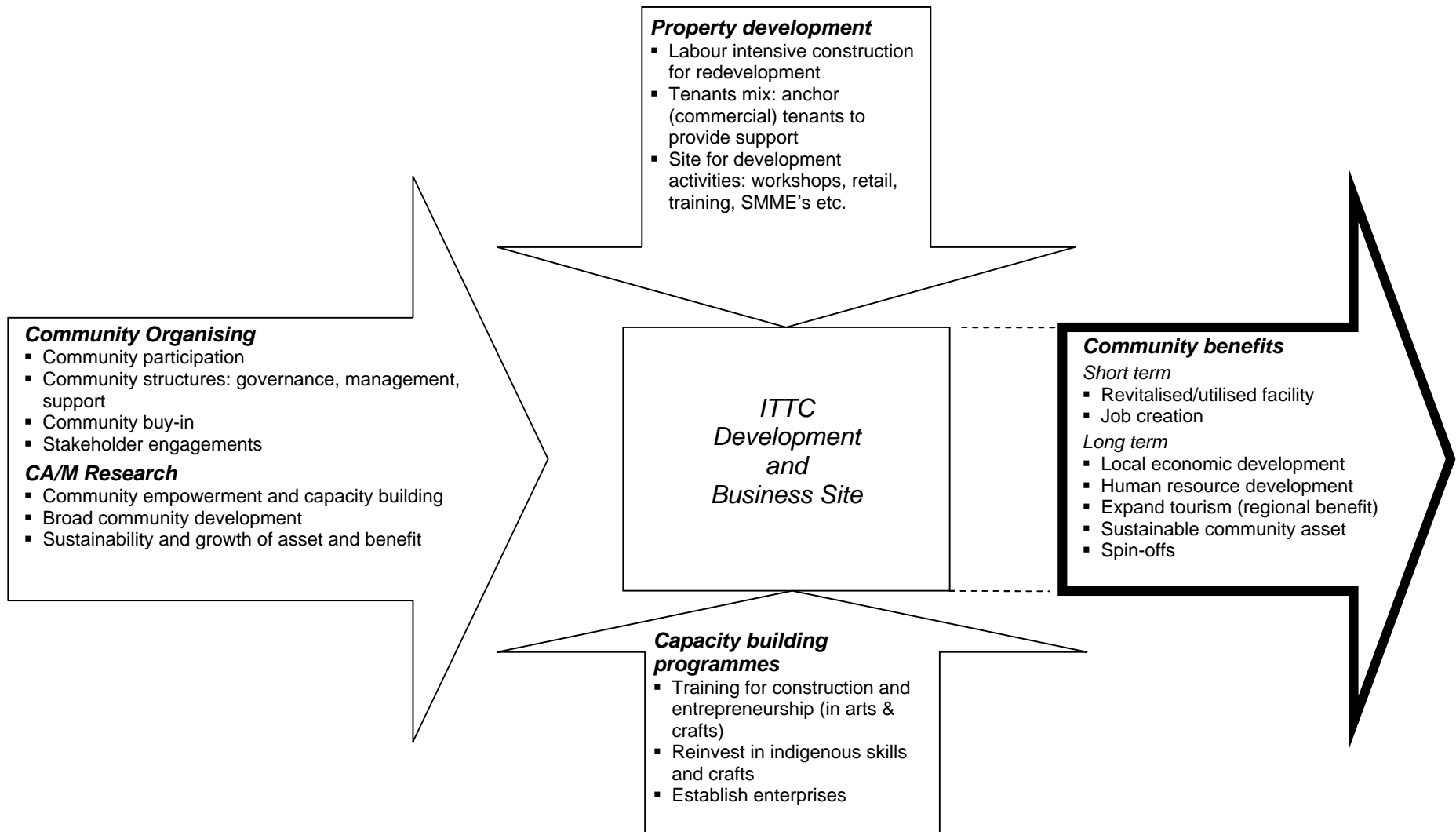


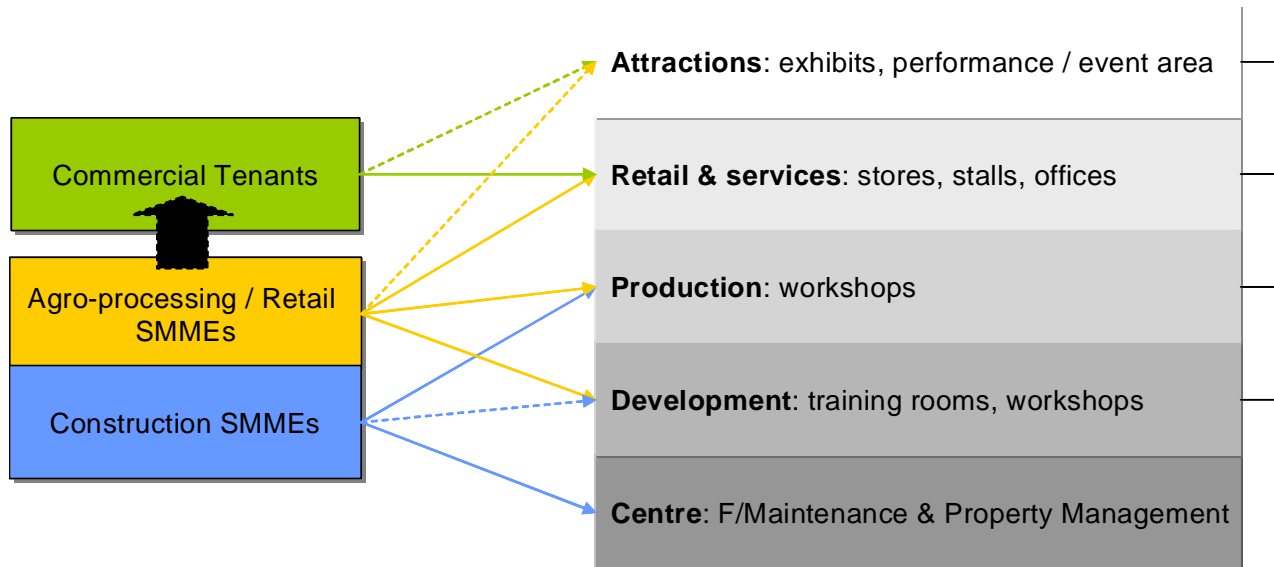
Figure 2: ITTC Project Design



Project component	Objectives	Activities	Outcomes
1. Community organising	<ul style="list-style-type: none"> <li>Community awareness, buy-in and participation</li> <li>Sustainable community structures</li> <li>Community asset recognition</li> </ul>	<ul style="list-style-type: none"> <li>Community entry and exit strategy</li> <li>Skills mapping</li> <li>Facilitation of community meetings</li> <li>Stakeholder engagements</li> <li>Establishment of community structures</li> </ul>	<ul style="list-style-type: none"> <li>Established community structures: PSC, Procurement committee, BoD</li> <li>Drew in community involvement: planning and decision making</li> <li>Community initiatives like site clearing</li> </ul>
2. Research on CA/M	<ul style="list-style-type: none"> <li>Community capacity building and empowerment</li> <li>Sustainability: asset identification and community benefit</li> <li>Integration of CA/M into local development agenda</li> </ul>	<ul style="list-style-type: none"> <li>Training</li> <li>Asset: mapping/mobilisation</li> <li>Discuss CA/M findings with all stakeholders</li> <li>Targeted presentations e.g. at Setsoto Municipality IDP Review Forum</li> </ul>	<ul style="list-style-type: none"> <li>Capacity building Asset map and data base</li> <li>Asset mobilisation strategy</li> <li>Knowledge development</li> <li>Linkage to IDP process</li> <li>Adoption of the project into IDP</li> </ul>
3. Infrastructure Development	<ul style="list-style-type: none"> <li>Restore buildings</li> <li>Establish Phase One accommodation</li> <li>Develop a viable tenant mix / identify commercial-anchor tenants and SMMEs</li> <li>Use community labour and services</li> </ul>	<ul style="list-style-type: none"> <li>Development of accommodation schedule</li> <li>Building restoration / construction</li> <li>Community workshops and meetings</li> <li>Community involvement in planning and development of requirements</li> </ul>	<ul style="list-style-type: none"> <li>Restored buildings</li> <li>Viable tenant mix and rental contracts</li> <li>Job creation and income generation for the community during the construction process through direct employment and sub-contracting</li> </ul>
4. Capacity Building & SMME development programmes	<ul style="list-style-type: none"> <li>Community capacity building to establish and support small businesses</li> </ul>	<ul style="list-style-type: none"> <li>Market study</li> <li>Training in technical (construction, crafts) and business skills</li> </ul>	<ul style="list-style-type: none"> <li>Capacity building in pavement making, welding, sandstone dressing, and range of arts and crafts</li> </ul>
5. Project Management	<ul style="list-style-type: none"> <li>Manage project objectives within time, budget and quality</li> </ul>	<ul style="list-style-type: none"> <li>Financial management</li> <li>Project management and reporting</li> <li>Coordination of project team</li> <li>Feedback meetings with community</li> </ul>	<ul style="list-style-type: none"> <li>Achievement of project milestones</li> </ul>

**Table 1: ITTC Phase One Implementation Overview**

The tenant mix was a very important aspect of the infrastructure development component because it was key to the long-term sustainability of the centre. *Figure 3* below shows the concept.



*Figure 3: ITTC Tenant Mix strategy*

## Project Results

The key output indicators achieved in the Phase One ITTC project are:

- Phase 1 Investment:
  - R4,125 million (from DST)
  - Over 80% of budget went directly into jobs, training , or infrastructure (i.e., less than 20% was spent on project consultants, management and research costs)
- Jobs:
  - 139 temporary jobs (8 100 person days)
  - 48% women, 32% youth
  - Range of skill levels locally (unskilled labour to professional)
- Training:
  - 71 people (1 100 person days)
  - 66% women, 11% youth
- Assets created:



- Retail facility, workshops, training rooms, support services
- SMMEs established:
  - 4 crafts-related enterprises established (weaving, basketry, pottery, knitting and sewing)

## **Implementing CA/M on the ITTC Project**

### **Community Buy-in and Skills Mapping**

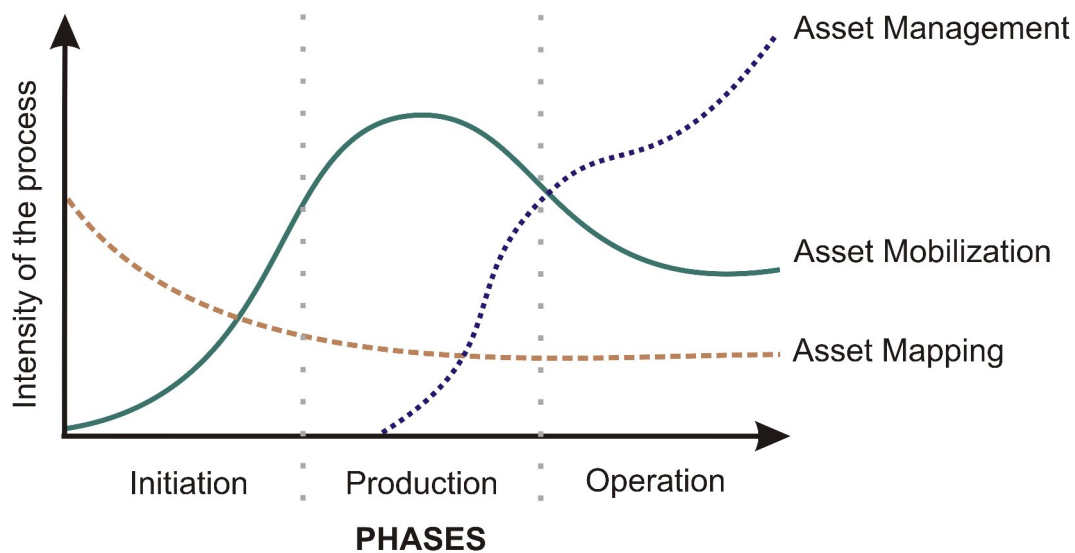
The implementation of CA/M on the ITTC project was preceded by the processes of community organising and skills mapping. Organising to achieve successful community entry and buy-in was undertaken in form of community meetings to present and negotiate both the idea of the project and the CA/M process to the community. This was done to ensure that the community was willing to have the project implemented in their area and to participate in the project. All interested stakeholders were invited including the general community, the local and district municipality, the tourism and business sectors, departments of Education and Labour, civil society, NGOs, etc. Through these meetings, a Project Steering Committee (PSC) was elected to represent the community on the project team. The PSC constituted of representatives from the various community constituencies which were identified (by the community) as: the tourism forum, local business, the local and district municipalities, the Women's Business Chamber, NGOs, the youth, community media, and former officials from the TM programme.

Skills mapping was a process undertaken to establish the levels of skills in the community to determine training requirements for asset mapping. The community needed to be empowered with skills to enable them to participate effectively in the asset mapping process.

### **CA/M**

The ITTC project involved the implementation of the CA/M processes as well as the implementation of the specified project components. CA/M processes were spread over the various stages of the project (initiation, production / implementation, and operation) at varying degrees. *Figure 4* below shows stages and levels of intensity of the different processes over the

life span of the project. The CA/M processes are generally structured sequentially, but there are no definite end and start points. The stages can therefore overlap, and some processes can continue throughout the project life span.



*Figure 4: Intensity of CA/M processes over project phases*

An important aspect is that the overlap of CA/M processes through all stages of the project facilitated the exchange of information and flow of inputs between the different components of the project.

The following sections describe these CA/M processes as implemented in the ITTC project.

#### i) Asset Mapping

The asset mapping process was undertaken in order to identify:

- Assets (resources) that can be used in the implementation of the ITTC project; and
- Those assets that can be leveraged for the overall development of the community.

The process involved community members in the actual mapping, and the identification of the assets was undertaken within the following identified categories: Tourism, Agriculture, Infrastructure / Construction, Institutions, Education and Training, and Business.





The asset mapping process has continued over the rest of the project as more assets, especially human and stakeholder organisations are identified. The outputs from this process included the asset map and data base of community assets, as well as documentation of preliminary reflections on how the community could capitalise upon the existing assets.

A significant outcome of this exercise was the admission by community members that they began to see opportunities in their environment and themselves that they had not previously been aware of. They were no longer “hopeless, poor people,” but people of value and with assets that could be enhanced and leveraged. As they mapped the assets, they immediately began making connections and looking at ways and means of mobilising the assets. There were also secondary benefits in terms of the employment of local community members to work on the asset mapping – many of whom were unemployed, and claimed that the process helped to build up their self-esteem and enthusiasm for personal development.

The local municipality received the approach and outputs well and even broached the possibility at the IDP review forum of adopting the process in future planning during. The project has since been integrated in the IDP plan for the local municipality.

#### ii) Asset Mobilisation

The outputs from the asset mapping process created the basis for the asset mobilisation process. The asset mobilisation process involved the development of a strategy and action plan, of which a summary is shown in *Table 2*.

The process which took place through an organised workshop and some secondary direct engagements enabled the different stakeholders of the community to see how they can contribute to the community beyond their normal programmes. Commitments were made by stakeholders regarding specific activities/ issues. The local municipality had an opportunity to tap into and enhance community assets that had been overlooked, while the community requested the local



municipality for support and deficient services in their area. The implementation of the action plan has been taken over by the BoD.

The establishment of the Procurement Committee (PC) under the PSC is a good example of asset mobilisation. The main function of the PC was to ensure resources from the community fed into the infrastructure development and capacity building programmes. The PC received a list of specific resource requirements from the project components which was used for an initial screening of workers, contractors and service providers, and recommendations were made for final selection and procurement.



**Table 2: Draft Community Asset Mobilisation Strategy**

Programmes	Activity	Deliverable / Outcome	Time frame	Responsibility <sup>4</sup>	Stakeholders
Programme 1: Sandstone mining	Follow up on process already under way	Stimulate sandstone mining	28 February 05	Organisation Contact person Contact details	District Municipality tourism office Department of Trade & Industry (DTI) "Women in Mining" MQA
Programme 2: Expedite accreditation of service providers in Ficksburg by Sector Education and Training Authority (SETA)	Get access to information on requirements Identify candidate service providers Identify training required Pursue accreditation	Local service providers accredited by SETA	4 March 05	Organisation Contact person Contact details	Department of Labour (DOL) Skills development facilitator database Service & capacity building programme
Programme 3: Enhance local involvement in / benefit from tourism industry	Transform / integrate Cherry Festival (e.g. community tours, accommodation) Tourism-related training Organise new or linked tourism-oriented activities	Broader local participation in tourism activity	Mid-March 05	Organisation Contact person Contact details	Cherry Festival Community Tourism Forums DOL
Programme 4: Enhance strategic development of sports in Ficksburg	Local organisation of competitions Development of facilities Training for sports coaching	Sports strategy	28 February 05	Organisation Contact person Contact details	Sports Councils Sports Commission Umsobomvu Fund

<sup>4</sup> Details not shown to protect identity of individuals.



### iii) Asset Management

The process of asset mobilisation continued into the operational stage with the process of establishing a community governing structure in the form of the BoD for the ITTC Section 21 Company. This community structure is responsible for the management and governance of the Centre. Some members of the former PSC (which ceased at the establishment of the Section 21 Company) now serve on the BoD. The BoD has since taken over the management and has appointed a centre manager to ensure daily management and maintenance of the centre. The project team ensured extensive awareness among the community members of the importance of maintenance, and even made initial budgets available to support maintenance activity.

Community involvement in centre management has ensured ownership in terms of decision making and security (protection from theft and vandalism) of the asset. In addition, continued involvement of the community in asset mobilisation will contribute positively to the growth and sustainability of the centre.

### **The Role that CA/M Played**

The intended outcomes of CA/M included contribution to the establishment and sustainability of the ITTC centre, community empowerment and broad community development. Empowerment here is described as “enabling the community to be in charge of its own destiny.” CA/M was envisaged to enable this by helping the community identify, mobilise and control their own assets. *Table 3* below offers a general assessment of the outcomes of CA/M in the ITTC project based on the principles underlying CA/M as one way of analysing what was achieved. As the research continues, it will be useful to improve upon this framework to determine effective means of outcome / impact assessment, and process improvement.



**Table 3: CA/M analysis framework**

Criteria	Description	Project Inception	Project Execution	Project Outcomes
<b>1) People / Community</b>				
People-centered	<ul style="list-style-type: none"> <li>- Focuses on people's livelihoods as a starting and central point</li> <li>- Supports people in achieving their own livelihood goals</li> <li>- Pro-poor</li> </ul>	<ul style="list-style-type: none"> <li>- Community asset mapping</li> <li>- Skills mapping in community – sandstone dressing, local crafts</li> <li>- Feasibility study of the local area and region</li> <li>- Target key beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>- Job creation</li> <li>- Enterprise/SMME development and establishment</li> <li>- Skills development</li> <li>- Ongoing engagement of community as development drivers</li> </ul>	<ul style="list-style-type: none"> <li>- Number of jobs created</li> <li>- Construction training: pavement construction, welding and sandstone dressing</li> <li>- Arts and crafts training enhanced local crafting skills</li> </ul>
Participatory	<ul style="list-style-type: none"> <li>- Fully involves and informs people</li> <li>- Creates processes that solicit and respect views of community</li> <li>- Incorporates views of community</li> </ul>	<ul style="list-style-type: none"> <li>- Capacity building workshops</li> <li>- Asset mapping process by community</li> <li>- Community meetings in planning stage</li> <li>- PSC - Community representation structure for decision making on project team</li> </ul>	<ul style="list-style-type: none"> <li>- Participation in various aspects of construction process and site clearing</li> <li>- Decision making and knowledge sharing as PSC</li> <li>- Procurement as PC</li> </ul>	<ul style="list-style-type: none"> <li>- Community management structures: PSC, PC and BoD</li> <li>- Community involvement and participation in processes – including on their own initiative</li> <li>- Broad community representation</li> </ul>
<b>2) Development</b>				
Holistic / Multi-level	<ul style="list-style-type: none"> <li>- Not narrowly delimited</li> <li>- Recognises multiple influences and actors</li> <li>- Recognises multiple livelihood strategies</li> <li>- Achieves multiple livelihood outcomes</li> </ul>	<ul style="list-style-type: none"> <li>- Planning for a variety of programmes and activities in addition to construction</li> <li>- Range of assets identified through asset mapping</li> <li>- Involvement of different stakeholders to achieve planned objectives</li> </ul>	<ul style="list-style-type: none"> <li>- Implementation of the capacity building programmes addressing variety of skills</li> <li>- Development of facility for multiple uses</li> <li>- Involvement of various capacity building agents</li> </ul>	<ul style="list-style-type: none"> <li>- Multipurpose facility including: SMME development, training, businesses, tourism and community centre</li> </ul>



Criteria	Description	Project Inception	Project Execution	Project Outcomes
Dynamic	<ul style="list-style-type: none"> <li>- <i>Predict, understand and learn from change in order to adapt (support positive, mitigate negative)</i></li> </ul>	<ul style="list-style-type: none"> <li>- Open and inclusive planning process</li> </ul>	<ul style="list-style-type: none"> <li>- Flexibility in the implementation process</li> <li>- Ongoing PSC engagement</li> </ul>	<ul style="list-style-type: none"> <li>- Adaptable space</li> <li>- Changeable management structure</li> </ul>
Build on strengths	<ul style="list-style-type: none"> <li>- <i>Recognition of inherent potential / assets as a starting point</i></li> <li>- <i>Mobilise (activate / reinforce / leverage) potential assets</i></li> <li>- <i>Remove constraints to realising potential</i></li> </ul>	<ul style="list-style-type: none"> <li>- Choice of vacant site</li> <li>- Community asset mapping</li> <li>- Facilitation of communication between different stakeholders through the PSC</li> <li>- Tapping of and capitalising on existing community leadership and structures</li> </ul>	<ul style="list-style-type: none"> <li>- Use of local resources for the construction process: labour, supplies and services</li> <li>- Direction and decision making by local leadership</li> </ul>	<ul style="list-style-type: none"> <li>- Establishment of local management structure which draws from the leadership of local organisations</li> </ul>
Partnership-based	<ul style="list-style-type: none"> <li>- <i>Provide local livelihoods lessons and insights from local level to macro-level policy and institutions</i></li> <li>- <i>Give local people a stake in macro policy</i></li> </ul>	<ul style="list-style-type: none"> <li>- The constitution of the PSC indicates the level of partnership achieved on the project.</li> <li>- Local organisations contributed local knowledge, support, decision making, etc.</li> <li>- Other organisations contributed in various ways: DoE-the facility and site; DST-funding</li> </ul>	<ul style="list-style-type: none"> <li>- The PC role in decision making, especially regarding procurement of labour and services</li> <li>- Ladies from Botanical Society volunteered to design landscaping for site</li> <li>- Tourism Forum, Round Table, and Business Forum gave proactive support</li> <li>- Dist. Muni committed funding for further construction; Loc Muni concessions on services</li> </ul>	<ul style="list-style-type: none"> <li>- Resource pool from community, DoE, DST, Local and Dist. The BOD is making efforts to partner with local and other organisations that are not yet represented on the board.</li> </ul>
Sustainable	<ul style="list-style-type: none"> <li>- <i>Environmental conservation</i></li> </ul>	<ul style="list-style-type: none"> <li>- Renovations planned to restore the buildings as</li> </ul>	<ul style="list-style-type: none"> <li>- The implementation did not consume more</li> </ul>	<ul style="list-style-type: none"> <li>- Establishment of strong community structure</li> </ul>

Criteria	Description	Project Inception	Project Execution	Project Outcomes
	<ul style="list-style-type: none"> <li>- <i>Economic level that can be achieved and sustained</i></li> <li>- <i>Maximize social equity / inclusion</i></li> <li>- <i>Institutional sustainability</i></li> </ul>	<ul style="list-style-type: none"> <li>- far as possible with minimum impact on environment.</li> <li>- Planned tenant mix for centre to ensure centre sustainability and support for small businesses</li> </ul>	<ul style="list-style-type: none"> <li>- resources than was planned</li> <li>- No use of excess materials unnecessarily</li> <li>- Pro-forma analysis for financial feasibility and sustainability</li> </ul>	<ul style="list-style-type: none"> <li>- Effectiveness of tenant mix to be established</li> <li>- Sustainability of institutions to be determined</li> <li>- Phase 2 funding to be identified</li> </ul>
<b>3) Asset</b>				
Operational	<ul style="list-style-type: none"> <li>- <i>Assets are used in intended fashion</i></li> <li>- <i>Benefit being derived by community</i></li> </ul>	<ul style="list-style-type: none"> <li>- Community contribution to definition of spaces</li> <li>- Design of spaces based on community requirements and needs</li> </ul>	<ul style="list-style-type: none"> <li>- Appropriate spaces were developed</li> </ul>	<ul style="list-style-type: none"> <li>- The asset has only started operating recently; so far some spaces being utilised as designed</li> </ul>
Maintained	<ul style="list-style-type: none"> <li>- <i>Asset being managed in good condition</i></li> </ul>	<ul style="list-style-type: none"> <li>- Local community involvement created awareness of maintenance requirement</li> </ul>	<ul style="list-style-type: none"> <li>- Community acquired skills that may be needed for maintenance through participation</li> </ul>	<ul style="list-style-type: none"> <li>- BoD has appointed the Centre Manager to ensure the daily management and maintenance of the facility</li> </ul>
Community ownership	<ul style="list-style-type: none"> <li>- <i>Community have a sense ownership of assets</i></li> <li>- <i>Theft / vandalism not prevalent</i></li> </ul>	<ul style="list-style-type: none"> <li>- Community involvement in planning process</li> </ul>	<ul style="list-style-type: none"> <li>- Community involvement in construction process both through decision making and provision of labour and supplies</li> </ul>	<ul style="list-style-type: none"> <li>- High sense of community ownership show through concern for the centre</li> <li>- No vandalism</li> <li>- Thefts are reported and addressed immediately</li> </ul>
Viable	<ul style="list-style-type: none"> <li>- <i>Affordability around management of asset</i></li> </ul>	<ul style="list-style-type: none"> <li>- Ensured through design of diverse tenant mix</li> <li>- Rentals on a sliding scale</li> </ul>	<ul style="list-style-type: none"> <li>- Participatory tenant selection process</li> </ul>	<ul style="list-style-type: none"> <li>- Tenant list-SMMEs and commercial tenants for support and facility sustainability</li> </ul>



## **Lessons Learned: Potential Role of CA/M in Development Projects**

The following sections seek to identify positive and negative areas where CA/M may or may not have played a role in the project, although it is difficult to make specific attributions to CA/M as opposed to other typical project and community organizing activities.

### Successes

Key successes achieved in the project include:

- Community buy-in which was achieved through community meetings, workshops and informal engagements. People believed that the project was for their benefit, and understood that they had to be involved in order for this benefit to be derived.
- A high level of community participation in all aspects of the project. A reflection of this commitment was when they came in numbers to undertake voluntary site clearing and cleaning, or to attend community meetings. There was excitement about the asset mapping outputs, and people were eager to participate in the training and construction processes.
- The emergence of community champions (individuals) who played a very active role in mobilising local people and resources was evident. One of these was a local woman who felt tremendously empowered by the project and her recognition through the project, and used the opportunity to very actively use her own initiative to monitor and drive the project, including challenging a local councillor who attempted to condemn the project.
- Local partnerships and stakeholder involvement which had a positive impact on the project in terms of decision making, community mobilising and local knowledge sharing. These partnerships are now being managed by the community governance structure in form of the Section 21 Company.
- The broad stakeholder involvement, as well as cross-sectional asset mapping which had to take a holistic picture of the Ficksburg community played an important role in beginning to create bridges across race groups which are very distinct in Ficksburg. The processes made some small headway towards convincing the white community that they





were not being excluded, while also empowering the black community by showing them that they are also assets of Ficksburg and have a right and responsibility to play a direct role (i.e., not only through government structures) in the development planning of Ficksburg.

- The linkage of the CA/M process to the IDP process, and getting some of the mobilization strategy aspects – including the ITTC itself – into the IDP priorities was a definite victory which PSC members championed and were happy about.
- Both the local and district municipalities remained accessible during to the project and committed to provide certain support to the project, although it was difficult to get them to actually deliver on commitments. They did however contribute to the daily running of the project through their representatives that sat on the PSC.

### Challenges

Key challenges faced in the project include:

- The lack of long-term funding relationships limited the project implementation in terms of reaching maturity because subsequent phases could not immediately be continued. The BOD is now hampered with the task of trying to fund-raise which they are not adequately empowered to do (in terms of time and capability).
- The lack of tenure to the facility by the BoD which is the managing structure has delayed the signing of contracts with the tenants. The facility is still the legal property of the DoE and Provincial Works, and even though they have indicated that they are happy for the local project and use, they have not officially transferred use rights to the BoD. They also lack support materials and tools like an asset management strategy and guidelines.
- More time was required following the asset mapping process to ensure community capacity to undertake ongoing asset mapping into the future. As it stands, the trained individuals who undertook the exercise dispersed back to their usual lives, and there is no clear, easily identifiable capacity to continue with ongoing or future asset mapping. There was more attention required to the institutionalisation or organisation of the capacity for



ongoing asset mapping. However, the local municipality would be the right institution to own the process if they could adopt it the IDP as was considered.

- The lack of a specific action plan and funding strategy around the asset mobilisation strategy means that it is not specifically implementable beyond the broad commitments that have been made about it. This area required more follow-up action and monitoring in order to achieve meaningful outcomes. A specific issue was that the available funding was only for implementation of the ITTC project – and with a specific focus on the infrastructure development, and could not be diverted to contribute towards other opportunities that were identified.
- Support from both the local and district municipality would contribute positively to the long term sustainability of the facility; however there have been inconsistencies from both in terms of non-delivery on commitments, and internal differences in and between the municipalities. There was also initially negativity from the local municipality because they would have preferred that the project funding had been administered through them.
- On the community side, there were varied dynamics which included difficulties in establishing a representative for some community constituencies and mistrust between the races. E.g., there were three different local tourism forums making it difficult to choose one individual to represent them on the management structure.
- Overall, the project implementation and exit strategy did not ensure adequate BoD capacity to undertake all the necessary functions that they would require to - ongoing fund raising, asset management, asset mapping, monitoring of asset mobilisation strategy, etc. This was because of pressures around ultimate delivery of the pre-defined project components.

It was evident on the ITTC project that more time was required to ensure that the community management structure and stakeholder linkages could effectively handle the project. In this sense, the sustainability model was weak or there was not enough time to practically implement it.



## Lessons Learned

The ITTC project is a good example of how innovation, public-private cooperation, and infrastructure development can be combined to create successful community development initiatives that leverage the assets / resources of a local community.

The lessons that have been learned from the ITTC experience regarding CA/M as a process as well as what it was developed to achieve include:

- CA/M was successful in terms ensuring the integration of construction of asset and local community development because:
  - It managed to create a platform for stakeholder discussions and interactions. The workshops and discussions saw the development of an action plan around community initiatives. However, the implementation of the action plan has been limited by the lack of funding and champions for these initiatives. Therefore, it is useful to have resources allocated or identifiable to the full cycle of the CA/M process which can be applied when opportunities are identified, not pre-specified otherwise not genuine / sustainable.
  - At a local municipality level, the adoption of the ITTC in the IDP begins to indicate where CA/M fits in the developmental context. This linkage is one opportunity, although the resources are controlled by government structures which could present a constraint.
  - For successful integration, it is very important to align the CA/M programmes / activities to municipal systems and processes to get support from them. It is also important to understand the procedures and bureaucracies of all the other stakeholders involved on the project. It was evident that the private sector can care and play a role to develop innovative and synergistic collaborations.
- Regarding community empowerment and capacity building, the processes of asset mapping and mobilisation realised these objectives to the extent that the community was enabled to participate meaningfully in the asset mapping and implementation processes as well as direct and manage local initiatives. In addition, there was a change of community perception of their situation from that of being poor to recognising the assets



they have both around and in themselves at a community level. However, specific process interventions are required at an individual level directed at personal growth and development.

- CA/M as a process needs to be complemented with strong community organising processes before, during and after the implementation of the asset.
  - The contribution of the initial processes of community buy in and skills mapping to application of CA/M can not be underestimated. It ensured community readiness to participate and contribute positively to the project as well as smooth entry for the implementing agents.
  - During the asset implementation process focus should be specifically on exit strategies (ensure appropriate community management structure), effective community participation and community voice in decision making processes.
  - After asset implementation, to ensure institutional arrangements to support what is achieved through process – e.g. agreements between BoD and municipalities (both around ITTC and asset mobilisation strategy), institutionalisation of asset mapping capability, etc
- Pre-existing and unforeseeable community dynamics could impact on CA/M processes especially in the asset mapping process (with regards to information sharing and who is collecting data) and asset mobilisation (constitution of community participation and management structures).

## Conclusions

It can be concluded that CA/M played a significant role in contributing towards the success of the Phase One ITTC project. It is evident based on the experience of the ITTC project that communities can be found to be willing to be extensively involved in matters that affect them. It would appear that there are opportunities to link CA/M into a broader framework of development planning and practice which begins with solid principles of community organising and participation models, and ultimately incorporates into the formal development planning mechanisms (e.g. IDP) to which development funding is tied.



However, CA/M doesn't necessarily ON ITS OWN achieve all the goals of community empowerment especially at an individual level. There need to be other processes that involve community directly to:

- create local capacity to sustain processes (transfer the process itself, not just ability to implement)
- create capacity in the community for implementation and monitoring (in accordance to emerging thinking around increasing community voice through enhancing agency and using rights-based approach)

But there is no need to reinvent the wheel because there are good participation models and theories that exist. What CA/M does do however, is develop a structured INSTRUMENTAL process for designing development project. But a supporting process for community organising is still needed which itself requires specific attention.

Further action research on CA/M should include full-cycle implementation of CA/M to include implementation of the asset mobilisation strategy, and ensuring community capacity to sustain the CA/M processes. Supporting tools and mechanisms for this would be required. The development of a CA/M guideline which is underway by the CSIR is one of the ways to enable this kind of support.



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