



Monwabisi Park Informal Settlement: Hybrid Governance, Participatory Planning, Organisational Culture and Evolutionary, Open-Ended Land Tenure Records Development

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ABSTRACT

The presentation covers hybrid governance, organisational culture and the evolutionary development of land records in the Monwabisi Park informal settlement in Cape Town South Africa. Monwabisi Park is a community record system in an informal settlement where an NGO, Violence Prevention through Urban Upgrading (VPUU), engaged in a participatory development programme with community based organisations (CBOs), the primary one being the local branch of the South African National Civics Association (SANCO).

Hybrid governance often occurs in sub-Saharan peri-urban communities, where de facto governance arrangements involve both state and non-state agencies. Risks to recognising hybrid governance arrangements include non-state actors can be more oppressive, coercive, illegitimate forces than a tyrannical state. That said, hybrid governance may be inescapable, and it is a situation that needs to be managed.

Organisational culture, the way people do things and solve problems in an organisation, is a hybrid administration phenomenon that has to be negotiated between different agents and agencies. Land registries are typified by a machine culture. Adhering to rules and procedures is paramount as the organisation generates legal documents. Innovation is discouraged. NGOs overseeing a planning initiative that is truly participatory may assume an adhocracy culture in the negotiations leading to community development plans and the development of community record systems to support those plans. Adhocracies typically eschew standards and rules to reach particular goals in a constantly changing, complex environment. CBOs may assume a role in land tenure governance and administration. Typically, they have a political organisation culture, which is likely to be characterised by ongoing schism in the form internal conflict and competition over access to power and resources and solidarity in dealings with outside agencies such as an NGO or a municipality.

In the Monwabisi Park informal settlement, VPUU focussed on designing an open-ended community record system to administer tenure as part of a participatory development planning initiative. Instead of examining international standards, the record system was developed according to what designers saw as a response to what was negotiated and protocols developed by community organisations at various times. I.e. it was open ended, evolutionary information system design, as opposed to bottom up or top down planning, which is suited to uncertain situations. The results is a



system that operators in the community find easy to use, it is widely accepted and residents appear to use it to record their interests and transactions in land.

In conclusion, in many peri-urban situations, land records should not be implemented without considering the various hybrid governance scenarios that are might materialise and the strategies to achieve a secure system of tenure and an effective land records system to support it. The organisation cultures of each of the potential role players should be understood and incorporated into strategic plans and monitoring and evaluation systems in order to achieve this.