PUBLIC PARTICIPATION AT A GRASSROOTS LEVEL: IT'S IMPACT ON SERVICE DELIVERY IN ELSIES RIVER, CAPE TOWN

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A thesis submitted in fulfilment of the requirements for the degree of Magister Artium (MA) in Development Studies, Institute for Social Development, University of the Western Cape

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DECLARATION

I declare that "Public participation at a grassroots level: It's impact on service delivery in Elsies River, Cape Town" is my own work, that it has not been submitted before for any degree or examination at any other university, and that all sources I have quoted have been indicated and acknowledged as complete references.

Charmaine Fortuin   **November 2010**

Signed: …………………………………

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ABSTRACT

The birth of democracy in South Africa in 1994 not only meant the end of *apartheid*, but also served as the catalyst for community participation in the affairs of local government. Despite the creation of an enabling environment, i.e. the adoption of the concept of Developmental Local Government and Integrated Development Planning Framework to ensure the participation of communities, public participation remains contested today and still does not achieve its expected results.

A range of problems besets public participation in governance and development planning. Accordingly, this thesis presents a case study of the barriers to meaningful public participation as well as exploration of the context and extent of public participation in Ward 28, Elsies River, Cape Town, South Africa. The investigation examined the link between public participation, development planning and service delivery. In order to achieve the stated aim, the researcher employed a combination of quantitative and qualitative methods including secondary analysis, observation, informal interviewing, focus group discussions as well as the administration of a structured questionnaire to various stakeholders. Based on the empirical results of this research, the study provides a number of developmental guidelines and public participation recommendations to enhance planning and service delivery, especially in poor communities.

KEY WORDS

Public Participation, Integrated Development Planning, Local Government, Legislative Environment, Service Delivery, Developmental Local Government, Women's Participation, Capacity Building, Civil Society, Elsies River, City of Cape Town.

CHAPTER 4

CHAPTER 5

ACRONYMS

ANC	African National Congress
COGTA	Cooperative Governance and Traditional Affairs
COSATU	Congress of South African Trade Unions
CSOs	Civil Society Organisation
DA	Democratic Alliance
DPLG	Department of Planning and Local Government
ETU	Education and Training Unit
IDASA	Institute for a Democratic South Africa
IDP	Integrated Development Planning
IDL	Interdepartmental Liaison
LGTAS	Local Government Turn Around Strategy
LGMSA	Local Government Municipal Systems Act
NPC	National Planning Commission
ISS	Institute for Security Studies
NGO	Non Governmental Organisation
OSCOM	Office of the Speaker Committee
PCO	Parliamentary Constituency Office
PSC	Public Service Commission
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
SACP	South African Communist Party
SAPS	South African Police Services
WCPP	Western Cape Provincial Parliament
WDR	World Development Report

LIST OF FIGURES

CHAPTER 1: Introduction and Contextualisation

1.1 Contextualisation

Globally, the participation of citizens in development initiatives has become central to growth and progress. The need for beneficiaries of development initiatives to be actively involved in the process from inception to implementation now forms an integral part of all development initiatives including efforts at deepening democracy and governance. The core values of public participation as articulated by the International Association for Public Participation (2007) include the public's right to have a say in decisions affecting their lives and that their contribution should influence such decisions. Furthermore, public participation processes must facilitate the communication of interest and be responsive to community needs. Participants must define how they will participate and finally the process must provide participants with the information that allows for meaningful participation. Rahman (1993:150) cited in Theron (2005:114) states that "... to give real meaning to public participation, is the collective effort of people concerned in an organised framework to pool their efforts and whatever other resources … to attain objectives they set for themselves." In this regard, participation is viewed as an active process in which participants take initiatives and action that is stimulated by their own thinking and deliberation and over which they can exert effective control.

In the South African context, public participation is regarded as a very important component of democracy. It is one of the mechanisms of ensuring citizen participation in broader development discourses including policy development, service delivery and all other issues pertaining to governance. The South African development context emphasizes the need to include the voice of the people in policy development and service delivery. It further advocates that through public participation state institutions should be more responsive to the needs of the people. In this respect, Masango *(*2002:52) notes that "Public participation lies at the heart of democracy. In democratising the governing process, public participation conveys information about public needs and demands from the public to policy-makers and implementers, and vice versa."

1.2 Rationale

South Africa has an excellent legal and policy framework in place to ensure public participation in policy development and service delivery. However, despite this exceptional framework, Von Lieres (2007:70) cautions that "for many South Africans, formal electoral democracy means little in practice, they experience little or no engagement with local state structures, and have few institutional opportunities to oversee the state as empowered citizens".

This non-engagement and limited participation stems from the context that local government in South Africa had no constitutional safeguard until 1990 and operated as an extension of provincial government. Prior to 1994, there were limited opportunities for communities to participate in democratic processes and governance. Furthermore, the majority of the population did not have political rights until 1994 and the lack of political rights resulted in no participation from certain sections of the population. Penderis (2006:126) states that "South Africa's paternalistic legacy of planning was for the people as opposed to with the people … politically marginalised and less advantaged groups were excluded from planning processes." Participation in development initiatives effectively excluded disadvantaged communities prior to 1994. This view is confirmed by Williams (2006:200) who notes that "... prior to the advent of the South African democratic order in 1994, government was highly centralised, deeply authoritarian and secretive, which ensured that fundamental public services were not accessible to black people."

The birth of democracy in South Africa in 1994 not only meant the end of *apartheid*, but also served as the catalyst for the participation of communities in the affairs of local government. Despite the creation of an enabling environment for the participation of communities, community participation remains contested today and still does not achieve its expected results. Williams (2006:203) points out that "...participation *per se* does not necessarily result in visible or desirable changes." Williams continues his critique by pointing out that current forms of public participation do not necessarily imply that the people's inputs and concerns are taken into consideration. This view is supported by Penderis (1996:131) who asserts that "... certain participatory procedures adopted by agencies constitute little more than a cosmetic gesture to satisfy the proponents of bottom-up and people centred

development and frequently fails to work genuinely and democratically with beneficiaries."

Theron (2005:113) confirms this view and indicates that current approaches to public participation "... smacks of window dressing because the processes are *ad hoc*, incremental, unstructured, unbalanced and uncoordinated." It is only when people actively claim the space and power associated with this participatory space that they will influence the outcomes of specific development programmes and projects. Through claiming the space, communities would make participation more meaningful and thus more successful.

The preceding critique suggests that the inclusion of citizen voices in service delivery has not contributed in a meaningful way to improving the quality of life of citizens as anticipated with the advent of a democratic South Africa in 1994. Thus, fifteen years into democracy, large sections of the South African population still experience extremely high levels of poverty, huge housing backlogs, limited access to health care, high unemployment rates, limited access to education and other basic social needs. The fact that the *status quo* remains unchanged points to a failure in achieving the expected outcomes of participation by citizens. Esau (2007:15) contends that *"... democracy has not really produced the outcomes of improved service delivery, accurate identification of needs and trust between communities, officials and politicians."* Dimba (2008:2) supports this view and boldly states that "...democracy has not in most cases necessarily, translated to social and economic development of communities that had previously been materially disadvantaged by oppressive, discriminatory and undemocratic systems of government."

Thus there would seem to be problems with, and barriers to, public participation in governance and development planning. This lack of public participation negatively impacts on service delivery in the City of Cape Town in general and the Elsies River area in particular.

Against this background, this research focuses on investigating the nature and extent of public participation at grassroots level in the City of Cape Town in order to ascertain its contribution to overall development goals. Elsies River in the Western Cape has been selected as the case study area for this research.

1. 3 Research assumptions

The study assumes that the barriers and obstacles to community participation are directly linked to the quality of participation and ultimately to service delivery in communities.   It assumes that:

- Improved community participation will mean greater responsiveness to the needs of the people on the part of government agencies responsible for service delivery;
- Focusing on improved community participation in local government will assist in improving service delivery, as the community would become owners of the service delivery process.

These research assumptions are broadly covered in the extant literature on public participation and service delivery as reviewed in Chapter 2.

1.4 Problem statement and aims of the study

1.4.1 Problem statement

In South Africa, the notion of public participation is included in legislation as well as all policy documents. The motivation behind the importance of public participation in governance and service delivery is based on the premise that if beneficiaries/citizens are involved, programmes, projects and development initiatives would be more beneficial to communities.   Benefits would include the greater sustainability of projects and initiatives by local government; the achievement of the ultimate development goals of projects, thereby leading to the empowerment of people; and capacity-building, thus making people more self-reliant and actively involved in determining their own future.

Despite all the policies of public participation aimed at improving the quality of life of communities through improved service delivery, post-*apartheid* South Africa is experiencing a widening gap between the rich and poor, between people at grassroots level and agencies of government at all levels, but more specifically at the level of local government. Factors that contribute to the widening gap include a distrust of public officials by communities and the belief that public officials are removed from the issues affecting the people on the ground. Furthermore, citizens believe that officials are corrupt, that communities are treated with disrespect and that public inputs and issues are not taken seriously. This state of affairs results in a general disinterest in participating in public forums facilitated by local government. This view is supported in the *Consultation with the Poor* Report prepared for the World Bank World Development Report (WDR) in 2001, as it found that many poor people in developing countries perceive public institutions as distant, unaccountable and corrupt. In this study, conducted in 23 countries, the report concludes that "... poor people worldwide, believe that State institutions are often neither responsive nor accountable to the poor; Poor people see little recourse to injustice, criminality, abuse and corruption by institutions. Not surprisingly, poor women and men lack confidence in state institutions, even though they still express a willingness to participate with them under fairer conditions" (Narayan cited in Goetz & Gaventa, 2001:2).

Poor service delivery in South Africa is also cited as one of the factors that led to the recent xenophobic attacks throughout South Africa. The outrage of South Africans against fellow Africans can be largely attributed to the non-responsiveness of government to the needs of the poor, which includes poor service delivery, unemployment and poverty. This view is confirmed by both the Institute for Security Studies (ISS) and the Institute for Democracy in recent research reports on the causes of the xenophobic attacks. The ISS report states "... that the government made a number of promises with regard to employment, health, education and general poverty reduction and that delivery has been either slow or not forthcoming at all. This has resulted in general feelings of frustration among those most deprived in our communities who perceive the presence of foreigners as threatening the very livelihoods that they are supposed to be improving with the assistance of the state" (ISS, 2008) The IDASA report states "... the feelings that drove the violence were

widespread, even among people that did not participate, and focused on bread and butter issues of poverty, rather than deeper political agendas. While no-one approved of the violence *per se*, most people surveyed believed that the presence of large numbers of foreigners in their communities exacerbated competition for scarce resources and represented a failure by government to deliver basic services."

Public protests around non-delivery of services in South Africa illustrate that the systems put in place to facilitate the voices of the people in policy development, service delivery and other issues of governance through public participation mechanisms, has failed. If the concerns and issues affecting people on the ground were taken into consideration through existing mechanisms, government would have been more responsive and citizens would not have resorted to taking their struggles and dissatisfaction with government to the streets. Tabane (2004) states that the nationwide protests against poor service delivery at local government level reflects the concerns of citizens who are growing tired of the rhetoric of participation and empowerment unaccompanied by any material gain. This view is confirmed by Verwey *et.al* (2009:8) who state that "... recent surveys have found declining levels of public confidence in the country's institutions and leaders". The Department of Cooperative Governance and Traditional Affairs (COGTA) has linked rising service delivery protests to citizen alienation and exclusion from state institutions (COGTA, 2009:11).

There are limited monitoring and measuring mechanisms to assess the strength, weaknesses, successes and failures of public participation. The extent to which inputs from communities are integrated and/or contributing or not to development planning and service delivery is not sufficiently monitored. According to Hicks (2007:17), "... events coined as participation events are often PR events, seeking responses to formulated policies and decisions already made. Public participation in municipalities in South Africa stops at communities identifying their needs". She further asserts the view that "public participation in municipalities in South Africa stops at communities identifying their needs. There are consultation mechanisms in place but people are not invited to participate through participatory budgeting, or monitoring or feedback. Participatory mechanisms are only at the margin/periphery, and not connected with decision making … it couldn't be further removed from

influencing decision making. So there is a sense of frustration in the minds of the public – it's all window dressing, it's a done deal. People are tired of participating, they say, "come back when you have done something about it"

The non-delivery of services to the poor, poor participation in existing mechanisms for public participation and limited integration of people's concerns and issues into broader planning processes are cited as some of the barriers to meaningful participation. Furthermore, in addition to these barriers, distrust in elected representatives and appointed officials proves that the existing legal and institutional frameworks to ensure participation of citizens in the affairs of local government has not delivered in accordance with its legislative mandate and the expectations of the people.

Accordingly, the current study is an investigation into the barriers to meaningful public participation in the City of Cape Town, with particular focus on the case study area of Elsies River. It explores the perceptions of the community and public servants on public participation and also examines the link between public participation and development planning practices and service delivery. Based on the empirical results of this research, a number of developmental planning guidelines to enhance service delivery especially in poor communities, are provided.

1.5 Aims of the study
It is against the above background that the aims of this research are to:
- assess existing models and frameworks for participation and public perception, such as the IDP and the City of Cape Town's Public Participation Policy, in order to determine the effectiveness of these frameworks;
- document the extent and nature of participation in the case study area focussing on how communities participate in the current structures that facilitate participation;
- assess the level of understanding, perceptions and engagement by citizens and officials in the existing public participation processes;

- investigate how and to what extent inputs from the public are integrated into final policies and programmes;

- explore obstacles to the participation of communities in the existing public participation processes and

- provide summary findings and recommendations to policy makers and other stakeholders.

1.6 Research design

The study used both qualitative and quantitative research techniques to gather relevant and comprehensive information on the research topic. The different methods are discussed in more detail below.

1.6.1 Literature review

The researcher conducted a literature review using both primary and secondary data. The literature review focuses on the existing body of knowledge and information on the topic. Furthermore, the researcher conducted an analysis of the City of Cape Town's Integrated Development Plans and Public Participation Policy and its implementation.
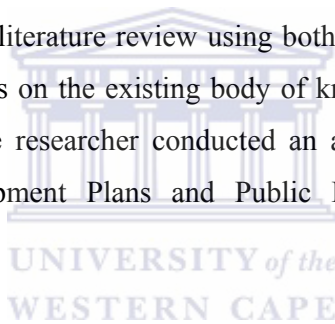
1.6.2 Qualitative methods

Babbie and Mouton (2004:270) define qualitative research as "... research that is conducted from the insider perspective on social action. The primary goal of qualitative research is to describe and understand rather than to explain human behaviour. The methods used in qualitative research include but is not limited to case studies, life histories, observation, focus groups and interviewing".

1.6.2.1 Observation

The researcher attended public participation meetings and consultative forums in order to observe and gather data in Elsies River. Attending the aforementioned meetings firstly enabled the researcher to observe levels of participation between officials and stakeholders such as community groups and individuals. Secondly, the researcher observed the level of input and information provided by the officials responsible for the public participation process and observed if the procedures and

processes were appropriately explained and properly implemented. Furthermore, the ability of stakeholders to articulate and voice their concerns in the community was monitored and special attention was paid to the behaviour of dominant groups and the impact on process.

1.6.2.2 Informal/semi-structured interviews

Sixty three semi-structured interviews were conducted with local government officials, councillors, key stakeholders from civil society organisations and residents. The interviews included the senior professional officers from the Public Participation Unit and Integrated Development Planning Department, the Director: Governance and Support, the Manager for Sub-council 4, the Head of Inter - Departmental Liaison (IDL) in the City of Cape Town and the Manager of the Public Participation Unit in the Provincial Legislature, Mr Chris Ferndale. A colonel in the South African Police Services (SAPS) stationed at Elsies River was interviewed telephonically.

The Ward Councillor for Ward 28, Mrs Bertha Esbach, the PR and Councillor for Ward 28, Ms Jo-Anne Simons and the PR Councillor for Ward 30, Mr Brits, were interviewed as formally elected representatives of Elsies River. In addition to officials and councillors, representatives of the following civil society organisations were interviewed: representatives from the Elsies River Advice Office, Parliamentary Constituency Office, Community Policing Forum, Missing and Abused Children Organisation, Elsies River Youth Development Forum, Women in Leadership and the Elsies River Transformation Organisation. The interviews focused on their understanding and opinion of the public participation process in the City of Cape Town in general and Elsies River in particular.   Furthermore, special emphasis was placed on issues of administrative and institutional capacity and obstacles to participation. Forty five residents were interviewed as part of the study, with special focus on their awareness of public participation and Integrated Development Planning, the extent of their public participation and service delivery challenges.

1.6.2.3 Focus groups

Four focus groups were selected from local community groups, totalling 37 respondents. The purpose of the focus groups was to gather data regarding opinion, perception and level of participation from community representatives.

Each focus group comprised between 8-10 people representing varying interests. Special efforts were made to ensure representivity in terms of age, race, class, gender and disability to ensure an inclusive process. The participants of the focus groups were officially invited through their different organisations and others who did not form part of organised structures were personally approached to participate. The focus groups were interviewed using basic adult education methods.

Questions for the focus groups were formulated around their understanding of public participation, levels of participation, and obstacles/challenges to existing public participation initiatives, impact on service delivery in the community and suggestions and recommendations for the improvement of public participation processes.

1.6.3 Quantitative methods

Quantitative methods refer to numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect (Babbie & Mouton, 2004:647).

1.6.3.1 Structured questionnaire

A structured questionnaire was developed to gather relevant information relating to opinions on public participation experiences from both the public in the case study area and officials. The interviews with officials were conducted at the offices of the City of Cape Town and the Western Cape Provincial Legislature. The interviews with residents and civil society organisations were conducted in the Elsies River area in Ward 28. The researcher conducted all interviews personally.

1.6.3.2 Sampling and sample size

The sample was selected using the probability sampling technique of simple random sampling so that all members of the population had an equal chance of being selected. According to Terre Blanche and Durrheim (2002:276), this method avoids bias on the part of the researcher in terms of selection of respondents and ultimately the results. The voters roll for Ward 28 was used as the sampling frame. A total of 82 residents were interviewed, 45 respondents from Ward 28 were interviewed and 37 respondents participated in focus groups.

1.6.4   Research procedure

The research progressed as follows:

- A literature review was conducted, using both primary and secondary date to review/assess existing public participation policy and the Integrated Development Plan of the City of Cape Town. Special focus was placed on development initiatives and service delivery plans for the Elsies River area.

- A profile of the case study area was developed.

- The researcher consulted with NGOs supporting public participation initiatives i.e. the Foundation for Contemporary Research, Participation Junction, the Elsies River Community Advice Office, Women in Leadership (a local women's NGO), the Elsies River Adult Basic Education Centre, the Disability Forum, the Social Transformation Committee and the Community Policing Forum.

- Interviews were conducted with five officials from different departments in the City of Cape Town and three Councillors.   The Public Participation Unit Manager at the Public Participation Unit in the Western Cape Provincial Department was interviewed.

- A telephonic interview was conducted with a Colonel at SAPS Elsies River.

- Interviews were conducted with eight civil society organisations in Ward 28.

- Four focus groups were conducted with 37 respondents.

- Data was collected using structured questionnaires with 45 respondents from Ward 28.

- Data processing was done using computer software.

- Data analysis and presentation were done using different tools such as tables, histograms, charts, bar graphs and pictures.

1.7   Chapter Outlines

Chapter 1:   Introduction

Chapter 1 provides an introduction to the study, the problem statement, aims of the study and the methodology used.

Chapter 2:   Theoretical framework and literature review

The theoretical framework provides an overview of modernisation and dependency theories followed by the People Centred Development approach.   It further provides an analysis of current debates, published work and opinions on public participation internationally and in South Africa.   Furthermore the literature review discusses the current legislative framework and challenges faced in the realm of public participation. It also provides an assessment of the institutional capacity of local government.

Chapter 3: Overview of existing public participation frameworks

This   chapter   gives   an   overview   of   the   existing   public   participation mechanisms/frameworks in South Africa in general and the City of Cape Town in particular with a specific focus on the Integrated Development Plan and policy on public participation.

Chapter 4: Findings: officials, councillors and civil society organisations

This chapter provides an analysis of the results of the study and the presentation of the research findings based on interviews conducted with officials, Councillors and Civil society organisations in relation to stated aims and objectives.

Chapter 5:   Profile of the area of study and findings: Residents

This chapter provides a background to the area of study and presents the research findings based on interviews conducted and focus groups facilitated with residents of Ward 28.

Chapter 6:   Conclusions and recommendations

The chapter present the general findings emanating from the research and recommendations to policy makers and other relevant stakeholders.

CHAPTER 2: Theoretical framework and literature review

2.1. Theoretical framework

This section locates the topic of the research in a theoretical framework in order to provide a conceptual platform from which to launch the empirical fieldwork. The latest developments on the topic in the current literature, including definitions, debates and approaches will be documented and discussed.

2.1.1 Conceptualisation of "development"

'Development' is a contested term and many authors, practitioners and academics (Sen, 1999; Davids, 2005; Theron, 2005; Graaff, 2003; Coetzee, 2001) have attempted to give the term some meaning. Davids (2005:23-27) asserts that development is about people and in order to stay true to this dictum, practitioners must follow an integrated approach. The integrated approach defines development as a collection of separate dimensions, i.e. social, political, cultural, economic, psychological and environmental. In defining development these dimensions must relate to one another and as a whole.

According to Coetzee (2001:120) development means "… the connotation of favourable change moving from worse to better; evolving from simple to complex; advancing away from the inferior", whereas Sen (1999:53), argues that "… the ends and means of development call for placing the perspective of freedom at the centre of the stage".   In Sen's articulation of freedom and development, it is implied that in order for people to live more freely, certain fundamentals must be in place. The fundamentals are articulated by Sen (1999) as political freedoms, social opportunities, economic facilities, transparency guarantees and protective security. Within the realm of public participation, these freedoms become crucial as it enables beneficiaries to effectively participate in economic, social and political activities. Through effective participation, beneficiaries will be actively involved and be given the opportunity to participate in their own development projects and shape their own destiny. They must not just be viewed as passive recipients of development programmes. In this regard Dimba (2008:2) argues that if people are "… deprived of their socio-economic rights, they cannot make their voices heard, they are even less likely to have their needs met.

If a person is deprived of one right, his chance of securing the other rights is usually endangered. The right to education and the right to freedom of information and open debate on official policies are necessary to secure full public participation".

2.2 Theories of development

Different theories have evolved over the last three decades regarding the concept and process of development. For the purpose of this study, the traditional theories of development, namely modernisation and dependency will first be discussed and thereafter the alternative approach to development, namely people-centred development, will be examined in order to contextualise the topic under investigation.

2.2.1 Modernisation theory

Modernisation theory was one of the most popular development theories from World War II to the late 1960s. Modernisation theory suggests that social change will follow a pre-fixed set of stages, and this pattern reflects a movement from traditional society to modernity. This notion derives both from sociological theory (Durkheim, Weber and Parsons) and from economics (Rostow). The theory suggests that for Third World countries to progress economically, politically and socially they should follow the example of first world countries (Graaff, 2004:15). Coetzee (2001:27) articulates modernisation theory as a "… developmental logic of economic growth in general and industrialization in particular that will impel societies towards a particular direction of change". Modernisation theory, however, fails to explain and address the underdevelopment of less developed countries.

2.2.2 Dependency theory

Dependency theory evolved as a result of the criticism of modernisation theory in the 1970s and 1980s. According to Servaes (1990), the theoretical basis for dependency theory emerged from bringing together two intellectual traditions, one rooted in Neo-Marxism or structuralism and the other in the extensive Latin American debate on development that ultimately formed the ECLA tradition (The United Nations Economic Commission for Latin America). Servaes (1990) states that Baran was one of the first to articulate development and underdevelopment as inter-related processes, that is that they are two sides of the same coin. In Baran's view continued imperialist

dependence after the end of the colonial period is ensured first and foremost by the reproduction of socio-economic and political structures at the periphery in accordance with the interest of the centre powers. Similarly, Frank (1969) contended that the spread of capitalism from 1st World Countries had a destructive influence on 3rd World Countries. Capitalist ventures in the wealthier core countries actively underdeveloped poorer peripheral countries (Wood, 2001: 81).

According to Davids (2005:16) "… since the 2nd World War until the late 1980s the attention of academics concerned with development was essentially locked into a conflictual discourse between the proponents of the major opposing streams of development thinking, namely modernisation and dependency". Despite the fact that these theories have opposing philosophical and ideological points of departure, they are both prescriptive in nature and both propose oversimplified macro solutions to the development problematic of less developed countries.

2.2.3 Alternative development approaches and people-centred development

The failure of the above-mentioned competing paradigms made development theorists and practitioners realise that development cannot be studied or brought about by merely concentrating on broad theories and macro strategies. It became clear that development had to become more human-centred, focusing more on people and the community at a micro level. People increasingly became the focus of development to such an extent that people-centred development became the buzzword of the 1990s and 21st century.

The People-Centred Development (PCD) approach has as its main objective the involvement of all stakeholders in the process of development (Bryant and White, 1982; Oakley, 1991; Burkey, 1993; Rahman, 1993; Roodt, 2001). Korten (1990) refers to a people-driven approach as one which emphasizes the interest of local communities with people in control of their own resources and having the means to hold the officials of government accountable.

Roodt (2001) defines people-centred development as placing emphasis on the importance of the majority of the population (especially the previously excluded such as women, the youth and the illiterate) in the process of development. The

involvement of the majority of the population is considered the foundation for the successful implementation and sustainability of any development programme or project. The involvement of the people at grassroots level includes that the population should have a say in decisions affecting their lives and that their contributions to development processes should influence the quality of their lives.

Davids (2005:19) notes that given "… South Africa's colonial history and its *apartheid* past, the first democratically elected government of 1994 adopted people-centred development in the Reconstruction and Development Programme as a means to deal with injustice of past development efforts". South Africa has therefore enshrined the participation of citizens in development initiatives through legislation and policy.

2.3 Conceptualisation of terms

2.3.1 Public Participation

There are diverse perspectives of participation in development projects, which reflect in many cases differences in objectives for which participation is advocated. Oakley (1991) and Burkey (1993) cited in Theron (2005) note that participation is primarily an umbrella term for a new form of development intervention and is essentially a self-transformation process and a pro-active learning-by-doing exercise. Although numerous authors have sought to review the wide range of definitions of participation in development projects, the operational definitions expounded by Paul (1987) and Rahman (1993) cited in Penderis (1996:127) capture the essence of the participation debate.

> "Community participation is an active process by which beneficiary client groups influence the direction, execution of a development project with a view   to enhancing their well being in terms of income, personal growth, self reliance or other values that they cherish" (Paul, 1987).

"Self reliant participatory development is an educational and empowering process in which people in partnership with other and with those able to assist them, identify problems and needs, mobilise resources, assume responsibility themselves to plan, manage and control and assess the individual and collective actions that they themselves decide upon" *(Rahman, 1993).*

In recent years, public participation has become the buzzword in development circles internationally and in South Africa. Despite public participation being a cornerstone of development work, there are multiple definitions and interpretations of public participation depending on the location, ideology, country and objective. For the purpose of this study, the definitions as outlined below will be used as the basis for the research component.

The African Charter for Popular Participation in Development and Transformation (1990) states that "… popular participation is in essence the empowerment of the people to effectively involve themselves in creating structures and in designing policies and programmes that serve the interests of all. Through this participation, the beneficiaries will effectively contribute to development processes and share equitably in its benefits". According to the Department of Provincial and Local Government (DPLG) the benefits of public participation include, but are not limited to, making development plans and services more relevant to local needs and conditions. Secondly, public participation is encouraged to empower local communities to have control over their own lives and livelihoods. Finally, with inputs and participation from communities, development initiatives would be more sustainable and thus be more beneficial (DPLG, 2005).

Similarly, the core values for the practice of public participation as articulated by the International Public Participation Association (2002) cited in Theron (2009:114) emphasize that the public should have a say in decisions affecting their lives; public input into processes must influence development decisions; public participation processes must communicate the needs and interests of all participants; must involve

all those affected; participants must define how they participate and the process must provide participants with the information that would enable meaningful participation.

2.3.2 Developmental local government and integrated development planning

Within the framework of the South African Constitution, the White Paper on Local Government 1998 establishes the basis for a new developmental local government system. The White Paper on Local Government (1998) states that Local Government is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way. It further states that Local Government must work with communities to find sustainable ways to meet their needs and improve their quality of life. Local government is the sphere of government closest to the people and is responsible for service delivery including housing, primary health care, community policing, basic services such as water, electricity, sanitation and refuse removal to local communities. Furthermore it is also responsible for development planning and environmental matters (Van Donk *et al.* 2008:3).

This broad aim of Local Government and its service delivery component is further developed and contained in local Integrated Development Plans (IDPs), which is a planning process through which a municipality can establish a development plan for the short, medium and long-term in consultation with and the participation of the beneficiaries of development projects (Municipal Systems Act, 2002).

The legal and policy framework for development planning in South Africa envisages that municipalities will play a critical role in realising coherent planning across the three spheres of government. Each municipality is required by law to adopt an Integrated Development Plan (IDP). The IDP must be adopted shortly after the beginning of a municipal council's term. Furthermore, it must be reviewed annually. It is the municipality's strategic plan that is based on an intensive community participation process to gauge and prioritise the municipal community's needs. The IDP is expected to integrate the planning of all municipal departments under the umbrella of a united strategy for the municipal area (White Paper on Local Government, 1998). According to De Visser (2009:22) "… the IDP must go beyond

planning rhetoric and be the basis for the municipality's annual budgets and its spatial planning. Furthermore, the municipality's senior managers must be held accountable regularly, through a system of performance management, for the realisation of the IDP". In a critique of the IDP process, Harrison (2008:328) asserts the view that given that participatory processes have been shaped by municipal councils and through officially structured institutions, democracy has been eroded and the poor undermined. The DPLG (2006) acknowledged the shortcoming of the IDP participatory processes and recommended the extension of IDP forums and Ward Committees to include IDP summits and *imbizos*. Ward Committees are regarded as the ideal vehicle to ensure participation by communities in decision-making processes in municipalities; however, Buccus and Hicks (2008:526) argue that despite the value of Ward Committees, many municipalities do still not have functional Ward Committees.

2.4 Literature review

A review of the South African legislative framework and literature on public participation reveals that the inclusion of the voice of beneficiaries is a prerequisite for all development work. Despite the fact that provisions for public participation have been incorporated by statutory and other means, public participation does not occur as envisaged and does not bring about significant change in the lives of the poor. The ensuing sections explore the current literature and debates on public participation.

2.4.1 Legislative and policy framework

Existing legislation, policy frameworks and documents on public participation consistently refer to the importance of public participation in development projects. As indicated in the ensuing discussion, these policies and documents state that special efforts must be made to ensure the voice of the people in the affairs of the country, specifically in matters relating to development and service delivery. The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) recognizes that local government has an important role to play in relation to development initiatives that will promote the enhancement of the quality of life of local communities, particularly those disadvantaged by *apartheid*.

The participation of citizens at local government level is facilitated through the following legislation and policy documents:

- The Reconstruction and Development Programme;
- The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996);
- Local Government White Paper of 1998;
- Local Government Municipal Structures Act 117 of 1998;
- Local Government Municipal Systems Act 23 of 2000 (LGMSA); and
- Draft National Policy Framework for Public Participation of DPLG (2005).

These legislation and policy documents are of great value in informing the study in terms of the government's commitment and mandate to people-centred development in South Africa.

(i) The Reconstruction and Development Programme (RDP)

The RDP served as the political manifesto of the African National Congress during the 1994 election campaign. The White Paper on the RDP (1994) states that the RDP is

> "an integrated, coherent socio-economic policy framework, that seeks to mobilise all our people and our country's resources toward the final eradication of the results of apartheid and the building of a democratic, non-racial and non-sexist future. It represents a vision for the fundamental transformation of South Africa. That integrated process of transformation must ensure that the country develops strong and stable democratic institutions and practices which are characterised by representativeness and participation" (RDP, 1994).

The development of the Reconstruction and Development Programme was an all-inclusive consultative and participatory process by South African citizens. The formulation of the RDP was based on the submissions of citizens from diverse backgrounds on how they envisaged the Reconstruction and Development of South Africa post-*apartheid*. In terms of the RDP, the majority of people in South Africa placed their trust in the RDP framework with the belief that the Government's commitment to stable democratic institutions and participation from the citizenry

would improve their quality of life. However, citizens currently feel alienated from the state and anxious about not being part of democratic processes that impact on overall development goals and broader service delivery issues.

(ii) Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

In terms of Section 152, local government exists, among other things, in order to provide services to communities in a sustainable manner. The objects of local government are to:

a) provide democratic and accountable government for local communities;

b) ensure the provision of services to communities in a sustainable manner;

c) promote social and economic development;

d) promote a safe and healthy environment; and

e) encourage the involvement of communities and community organisations in the matters of local government.

In this regard, Masango (2002:56) states, "… for proper service delivery to occur at local government level, members of the community should receive information about such service from the local government, otherwise they may resist and/or reject the delivery of such service". The State of the Public Service Report (2009:40) confirms this view in that as much as the South African Constitution makes provision for the participation of communities in the affairs of local government, the numerous protest actions over service delivery in many communities over the last year or two are indicative of a breakdown in communication between government and communities. The breakdown in communication between government and communities is also indicative of the fact that the voices of the people are not being heard and information about development planning and service delivery is not being made available to the people.

(iii) Local Government White Paper of 1998

The Local Government White Paper of 1998, which aimed to facilitate the transformation of local government and the realisation of developmental local government, has generated legislation relating to these aims. The most important

legislation is the Local Government: Municipal Structures Act, 117 of 1998, and the Local Government: Municipal Systems Act, 23 of 2000.

Section B of the White Paper focuses on "Developmental Local Government" and to this end outlines Integrated Development Planning (IDP) as one of the characteristics of such government, which is developed in the Structures and the Systems Acts.

The White Paper further describes Developmental Local Government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (Bentley *et al.*, 2004:13). It is envisaged that citizen participation in Integrated Development Planning will achieve the intent of the White Paper which can be interpreted as improving the quality of life of citizens and the development of the nation.

(iv) Local Government: Municipal Structures Act (Act 117 of 1998)
Section 19 of the Municipal Structures Act states that the municipality should strive within its capacity to achieve the objectives set out in Section 52 of the Constitution of South Africa. It further states that a municipal council must annually review the needs of the community; its priorities to meet those needs; its processes for involving the community; its organisational and delivery mechanisms for meeting the needs of the community; and its overall performance in achieving the objectives. A municipal council must develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers. Therefore each municipal council should be held accountable by local communities to implement the above legislative requirements as defined by the Municipal Structures Act.

(v) Local Government: Municipal Systems Act (Act 23 of 2000) (LGMSA)
In Chapter 4, Section 16, the LGMSA makes specific provision for community participation and is titled 'the development of a culture of community participation'. In terms of the LGMSA, a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. For this purpose, the municipality must encourage, and

create conditions for, the local community to participate in the affairs of the municipality.

The community must be involved in the preparation, implementation and review of its Integrated Development Plan. Furthermore the community must also be involved in the establishment, implementation and review of its performance management system in terms of Chapter 6 of the LGMSA. The monitoring and review of its performance, includes the outcomes and impact of such performance. Communities must be actively involved in the preparation of its budget and strategic decisions relating to the provision of municipal services in terms of Chapter 8 of the LGMSA.

The municipality must contribute to building the capacity of the local community to enable it to participate in the affairs of the municipality; councillors and staff must foster community participation. The municipality must use its resources and annually allocate funds in its budget, as may be appropriate, for the purpose of implementing the above.

The preceding legislative provisions and requirements were developed into the Draft National Policy Framework for Public Participation of the DPLG in 2005 and are discussed below.

(vi) Draft National Policy Framework for Public Participation of the DPLG (2005)

The Draft National Policy Framework for Public Participation provides the background to the policy on Public Participation in Local Government in South Africa. The document identifies the assumptions underlying participation, makes reference to different levels of participation, cites the pieces of legislation governing public participation, refers to an evolving approach in practice and mentions initiatives which involve public participation, as well as listing the key principles of public participation. The document has a strong emphasis on Ward Committees and advocates the role of Ward Committees as a vehicle for enhancing participatory democracy in local government.

Ward Committees are made up of representatives of a particular ward representing various interests. Ward Committees are chaired by the Ward Councillor and is meant to be an institutionalised channel of communication and interaction between communities and municipalities. Communities must use the Ward Committee to express their needs, their opinions on issues that affect their lives and to have them heard at the municipal level via the Ward Councillor (DPLG, 2005:20).

In summary, what this policy framework seeks to promote is communities that are active and involved in managing their own development, claiming their rights and exercising their responsibilities and contributing to governance structures at different levels, notably at Ward and municipal level.

2.4.2 Literature on public participation

A study of recent research on public participation shows major deficiencies in the execution and application of public participation in general and the participation of women in particular. It points to a disjuncture between the experiences and expectations of people at grassroots level and the understanding of officials responsible for its implementation and its relationship to service delivery.

2.4.2.1 Intent and practice of legislation and policy

There is general agreement that the intent of legislation and policy on public participation is very good. In this respect, Williams (2008:50) declares the following: "Theoretically, any public policy which encourages transparency constructively engages and involves citizens in the functions of local government, and which seeks to facilitate an ongoing dialogue between citizens and their elected representative, is good policy". However, other scholars note that the practice needs to be reviewed. Tapscott (2007) states that despite the best intentions of legislators and policy makers, it is evident that the majority of local municipalities have failed to give effect to the principles of participatory democracy. He notes further that the public perceives these exercises in participation as meaningless, because it does not make any significant change to their daily lived experiences.

According to research conducted by Mac Kay in 2004, communities' reactions towards Local Government are negative due to the lack of trust in their relationship

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with the Council. Mac Kay *(*2004:106) states that "… mistrust develops due to non implementation of demands and recommendations from local communities. Very few community expectations are met during their participation in the public participation process". Williams (2008:43) affirms this viewpoint and argues that "…communities have become spectators in the process of public participation; ordinary people have mostly become endorsees of pre-planned and pre-designed planning programmes".

2.4.2.2 Understanding the concept of 'citizenship and rights'

Lister (2003:14) is of the opinion that "…citizenship is a status bestowed on those who are full members of a community. All who possess the status are equal with respect to the rights and duties with which the status is endowed". Lister states that many researchers and politicians fall back on the definition of citizenship offered by Marshall (1950), because citizenship (which Lister describes as "slippery") remains a contested and complex concept. Marshall (1950), cited in Jones and Gaventa (2002:3) asserted that "…citizens have a right to their minimal social and economic needs, and this security should be provided by the state".

In the realm of public participation there is an understanding that citizenship and rights and the understandings and interpretations thereof have a crucial role in how people participate in governance and decisions affecting their lives. Authors such as Kabeer (2005), Gaventa and Cornwall (2001), Dunn and Gaventa (2007), Tapscott (2007), Narayan (1997), Mcewan (2005) and Williams (2005; 2008) assert that claiming citizenship encompasses more than political rights and should include social rights.

In the South African context it can be argued that, despite the guarantees of political rights by the South African Constitution, the majority of citizens still do not have access to social rights. Citizens are aware of their constitutional rights to equality, but questions of how to attain this are still met largely with responses ranging from 'not knowing' to wry amusement at its apparent impossibility. Research conducted by the Development Research Centre on Citizenship, Participation and Accountability (DRC) in 2006 states "… enshrining rights in law is a necessary element for building effective states".

The inclusion of rights in law creates the space for citizens to participate; however, "… law reform and capacity building will not by themselves enable poor people to claim their rights. In practice, structural inequalities in society can lead to the law being an instrument to violate, rather than realise poor people's rights" (DRC, 2006:17).

In the Grootboom Case (2000), the Wallacedene community, under the name of Irene Grootboom and 900 others, launched an urgent application in the Cape High Court to demand their constitutional right to housing and related services. The case was based on two constitutional provisions:

Section 26 of the Constitution provides that everyone has a right of access to adequate housing. It obliges the state to take reasonable measures, within its available resources, to make sure that this right is realised progressively and Section 28(1) (c) states that children have a right to shelter (Pillay *et al.*, 2002:2).

In the final verdict on this matter, the court ruled that the state has a constitutional responsibility to implement reasonable, legislative and other programmes to progressively realise social and economic rights. This judgement was regarded as a watershed in the view of Appolis, cited in Williams (2005:227). The outcome of this case gave body to second generation rights (i.e. socio-economic rights) thus making the transformation of society a necessary condition for the efficacy of political rights. The judgement further upheld the view that the state has a direct responsibility to uphold the constitutional rights of ordinary citizens within a jurisdiction of a particular local authority.

Despite the judgement in the Grootboom case, many communities in South Africa still face socio-economic problems similar to the Wallacedene community, but have not used the "positive" outcome of this case as a means/mechanism to demand rights to improve the quality of their lives. So the question arises: what are the impediments preventing citizens from demanding a more responsive government and insisting on their rights? In response to this question Williams (2008:47) states that "…the constitutional provision for community participation in the affairs of local government, appears to be quite a radical posture in so far as it ensconces of the right

of citizens to contribute towards the form, substance and overall dimensions of their respective communities. In practice, however, this constitutional right encounters profound structural limitations in the midst of bureaucratic institutions where uneven relations of power militate severely against such a constitutionally-driven community participatory model of development planning at grassroots level".

Thus, citizenship for many people in South Africa could be considered a meaningless concept in practice. This is of concern because "… relations between citizens and the institutions affecting their lives are at risk of becoming shrouded in a crisis of legitimacy, with citizens expressing disillusionment with government and concern over a lack of responsiveness to the needs of the poor" *(McEwan, 2003; Narayan et al., 2000, cited in Mcewan, 2005:977).*

2.4.2.3 Obstacles to public participation in development planning

A range of obstacles to public participation are evident in the literature. These are outlined in the section below.

2.4.2.4 Exclusion of women: gendered dimensions of participation

In South Africa, despite the National Gender Policy Framework for Women's Empowerment and Gender Equality (2004), the National Gender Machinery and other enabling policies for the inclusion of women in decision making, women continue to be largely absent from spaces created for public participation at local government level.

Women participate in the public participation process through the existing mechanisms provided by the Integrated Development Plan. No special measures are taken to ensure the participation of women. The failure on the part of local government to create special measures for the participation of women in the IDP is confirmed by Williamson *et al.* (2007:5) who state that "… women have not been invited to participate in IDP processes as a distinct constituency. The participation of women at public meetings relies on attendance through broad-based invitations, and municipalities use the local media and loudhailers to broadcast the dates, times and venues of their meetings". Women's interests are represented through their affiliation

to other groups (members of organisations) or in many instances women participate as individuals and not as a distinct group.

In an assessment of the participation of women in Integrated Development Planning process by Hofmeyr (2002:40), the following key weaknesses were identified: women's voices were not heard and it is assumed that women's needs are the community needs; there is no collective drive from women to identify their specific needs and women who participate in the public participation process of the Integrated Development Plan do not have sufficient knowledge and understanding of the IDP to make a meaningful contributions. Another factor that impacts on women's participation is gender relations as an aspect of social relations and like all social relations, it is constituted through rules, norms, and practises by which resources are allocated, tasks and responsibilities are assigned, value is given and power is mobilised (Kabeer, 1999:12).

According to Moser (1989), in order to ensure appropriate interventions to meet the needs of women, distinction must be made between women's practical and strategic needs. Practical needs focus on the inadequacies of daily living, i.e. water provision, employment and housing, whereas women's strategic needs are needs that are based on women's subordinate position in society. Strategic needs are related to issues such as legal rights, domestic violence, empowerment and control over their bodies. Greater emphasis should be placed on the strategic needs of women in the public participation processes so as to ensure that women achieve greater equality.

In recent research conducted on Gender and Local Government in the Ethekwini, Hibiscus Coast and Msinga Municipalities, it was found that gender is not a priority in the municipality, but is seen as peripheral to the main concerns. Efforts towards promoting gender equality focused primarily on employment equity, ensuring the employment of women in senior management positions (Todes *et al*., 2007:17).

A study undertaken in 2003 by the Office of the Status of Women in the Western Cape stated that much work still lies ahead to improve the quality of life of women. The Office of the Status of Women (OSW) embarked on a "road show" to assess what "10 years of freedom" had meant for women. In conversations with women across

the Western Cape Province, the key findings were that while there has been some improvement, the basic needs of the majority of women are not being met.   The key needs identified by women who participated in the Office of the Status of Women study (2003:27) included economic development, housing, access to safe transport, health facilities, social service delivery, basic services and education amongst others. These findings emerged, despite the fact that South Africa has an enabling legislative and policy framework that promotes equality, women's empowerment and development.

Many scholars (Hofmeyr, 2002; Gaventa and Cornwall, 2001; Goetz, 2001; Narayanan, 2003; Achmat, 2002) are of the view that in order to reverse the absence of women from participatory spaces, government departments and agencies need to review the existing public participation processes and create a more enabling environment for women's participation in service delivery. Hofmeyr (2002:40) suggests that "… women must ensure that they are aware of the existing structures and dynamics in their respective communities; encourage the convening of women only meetings because it has been proven that participation level and needs identification are different from meetings where both women and men are present; participation should be broken down into a manageable process e.g. facilitate public participation processes for smaller groups i.e. women, business etc.*".

2.4.2.5 Lack of understanding of IDP
The Integrated Development Planning Framework has been adopted in South Africa as the official framework for involving citizens in decisions regarding planning and service delivery.   However, South Africa faces a problem where the beneficiaries of services have limited understanding of the IDP processes. Mcewan (2003:975) states that "… in some instances communities are represented by community leaders, who also lack capacity regarding rules and procedures for local governance and participation in the IDP".

In research conducted on the IDP in the City of Cape Town by Mac Kay in 2004, it was found that both beneficiaries and those responsible for facilitating people's voice have distorted views and approaches on the inclusion of people's voice in the IDP. Mac Kay (2004:86) noted that "… officials gave vague answers in response to the

question on whether the City of Cape Town adhered to the requirements of the IDP, but argued that they are integrating people's needs into broader planning processes and that service delivery had improved". Similarly, according to Williams (2006:211), communities lack understanding of the IDP and its interrelated dimensions and institutional processes, rendering them profoundly vulnerable in community participation meetings organised by the Council.

The lack of understanding by both communities and officials definitely has an impact on the quality of participation in the IDP process and without doubt results in planning and service delivery that are not responsive to community needs.

2.4.2.6 Disjuncture between civil servants and the public regarding the implementation of public participation

Communities are encouraged to participate in public participation forums as the main vehicle to raise their issues around service delivery and to insert their voice to ensure that services delivered are responsive to their needs. In practice, there are differences in the understanding and interpretation of public participation in development planning and service delivery by communities and officials. Despite the philosophy and theory behind developmental local government as explained by new legislation, some municipalities and officials misunderstand their roles, thus leading to failure regarding crucial issues of public participation principles and strategies. According to Theron (2005:143) there are often poor links between public participation theory and integration with communities.

Williams (2005:231) questions the capability of local government officials by stating that "officials who were responsible for development planning in the *Apartheid* era, are still present in the institutions and are directly responsible for development planning in the new South Africa". This state of affairs begs the following question: if there has been a shift in the attitude or reorientation of the officials responsible for public participation, does this not impact on the quality of the current public participation processes?

Despite the change of officials at local government level, in research on service delivery conducted by the DPLG in 2004, it was found that there is a lack of skill at local government level and that there are huge problems regarding coordination, management, human resources and dissemination of information. It is within this context that Theron (2005:138) suggests that local government officials should be re-orientated and retrained to become change agents.

2.4.2.7 Lack of institutional and administrative capacity

According to De Visser (2009:23) there is a lack of capacity and systems to incorporate inputs and submissions from public participation processes into the broader planning and budgetary processes at local government level.   Institutionally, the City of Cape Town does not seem to have the necessary structural and logistical support base in place to collate, analyse and integrate the various proposals from community consultations into their planning programmes. The lack of capacity is confirmed by Williams (2006) and Mac Kay (2004) who state that the departments responsible for community participation lack the required facilitation and/or coordination infra-structure and skills to execute their statutory tasks. Based on the lack of capacity, De Visser (2009:23) argues that there is "then a real danger that communities and community organisations will become disgruntled with the IDP, specifically the public participation components as they perceive the process to be inadequate in responding to their needs".

2.4.2.8 Lack of capacity of communities to participate

Communities are expected to provide inputs into planning processes. Furthermore, communities are required to assess plans and programmes pre-designed and developed by officials. However, it appears that they do not have the capacity required to make meaningful contributions. In research conducted by Hicks (2005:5) it was found that communities require capacity and resources to make full use of spaces created for participation. Community groups, particularly community-based organisations tend to lack information on how to work with government and how to get involved in planning and policy-making, stating that they often just do not know whom they are supposed to speak to.

Cornwall (2004), cited in Cornwall and Coelho (2007:8), argues that for communities to acquire the means to participate equally demands processes of popular education and mobilization that can enhance the skills and confidence of marginalised and excluded groups, enabling them to enter and engage in participatory arenas.   This view is supported by Williams (2008:54) who states that "…Communal Property Associations can make a very important contribution to effective community participation by acquiring the necessary skills and knowledge of public participation, civil society and local government". This view is supported by Ingles (2007:16), who argues that the good intentions for social change need to be supplemented with serious attention to skills and processes that support social change. There is general agreement amongst scholars that communities need capacity building, however, there is a need to define more clearly the skills/knowledge required.

The literature review points to numerous weaknesses in current community participation processes, despite the good intention revealed by government policy. Existing literature points to a lack of capacity and understanding on the part of communities as well as those responsible for the facilitation and implementation of public participation initiatives. Particular reference is made to the weaknesses with the implementation of the Integrated Development Planning Process which is the key to ensuring citizens' voice in the planning and implementation of service delivery to communities at a local government level.

The overview of the literature and theoretical framework provides the conceptual platform and backdrop from which to launch the empirical fieldwork in the case study area of Elsies River.

The ensuing chapter will provide an overview of existing public participation mechanisms/frameworks in South Africa in general and the City of Cape Town in particular with a specific focus on the Integrated Development Plan and current policies that have been put in place to facilitate public participation.

CHAPTER 3: Overview of existing public participation frameworks

3. A Conceptual Framework for Public Participation in South Africa

The conceptual framework for public participation in South Africa, illustrated in Figure 3.1, is based on legislation and policy that guide the voice of citizens in the affairs of local government.
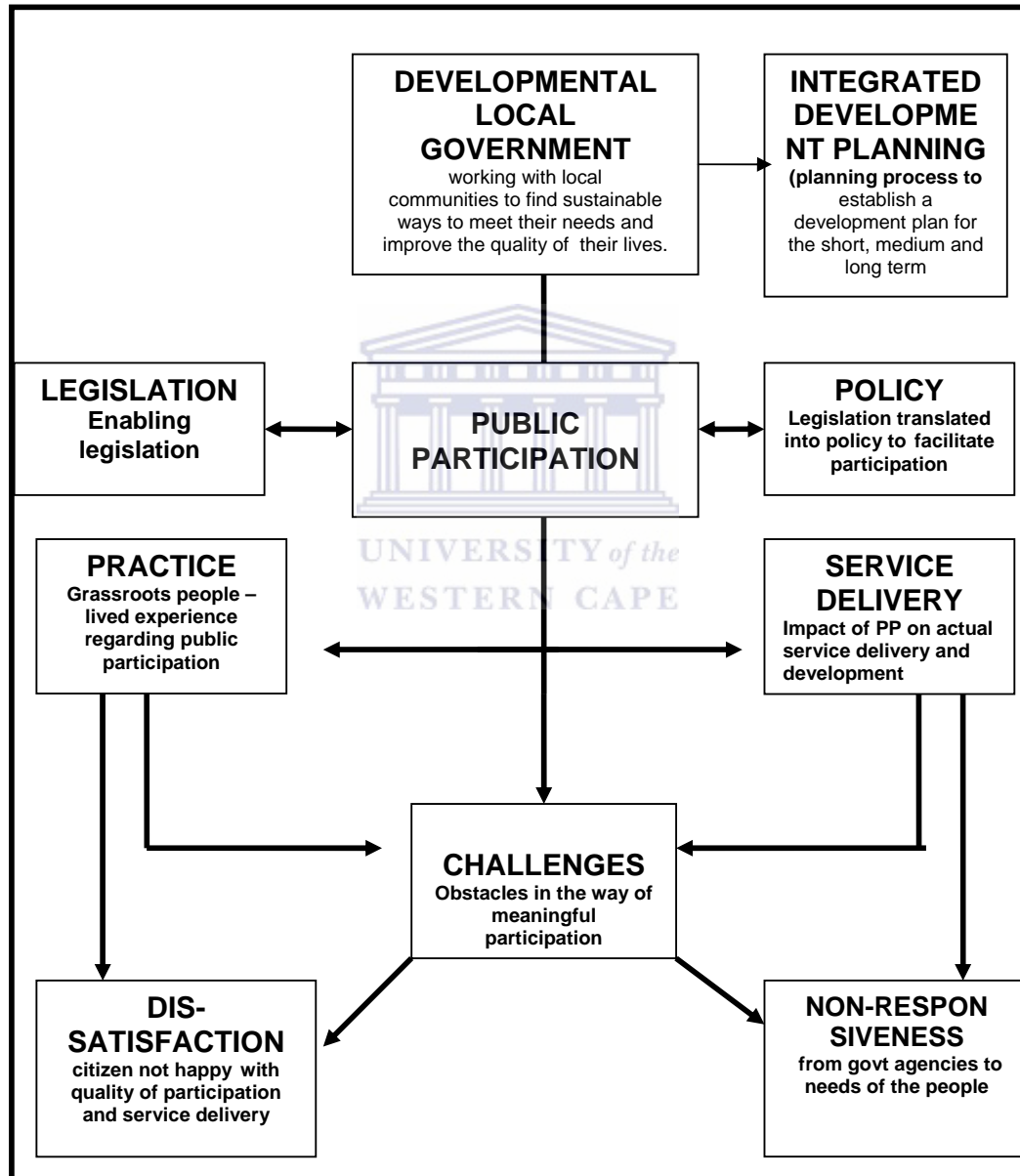
Figure 3.1 Conceptual Framework for public participation in South Africa :Source: Researcher.

The White paper on Local Government (1998:6) articulates Developmental Local Government, as local government that must work with communities to find sustainable ways to meet their needs and improve their quality of life. This broad aim is then further developed and is contained in local Integrated Development Plans (IDPs) which is a planning process through which a municipality can establish a development plan for the short, medium and long-term.

Public participation forms the centre of realising the voice of the people in the affairs of local government and to this end South Africa has developed legislation and policy as guidelines towards ensuring citizen participation. However, there seems to be major challenges with the implementation of the public participation processes, particularly at local government level. Some of the challenges, based on the literature reviewed, include the following key points: a lack of understanding of the IDP; disjuncture between civil servants and the public; lack of institutional and administrative capacity and the lack of capacity within communities to participate in a meaningful way.

Despite the intent of the legislation and policy, South African communities experience a disjuncture between the implementation of the policy and the experiences of people on the ground. There is a general feeling amongst the beneficiaries that current service delivery is unresponsive to expressed needs of communities; this leads to great dissatisfaction with the quality of public participation and the service delivery.

The White Paper on Local Government (1998) further elaborates the responsibility of local government with regards to public participation. The implementation of these legislative requirements is the responsibility of the National Department of Local Government and Traditional Affairs, The Provincial Department of Local Government and all local authorities in South Africa.

South African legislation and policies require all spheres of government, but in particular local authorities, to engage in activities to ensure citizen participation in overall development plans of communities and in service delivery functions.

3.1 Overall Governmental Oversight

The National Planning Commission and the National Performance Monitoring and Evaluation Ministry in the South African Presidency were established after the 2009 National Election**.** The Performance Monitoring and Evaluation Ministry has the oversight role for monitoring and evaluation of the other spheres of government. According to Minister Chabane (2009), "… the unit will partner with the appropriate delivery institutions in working towards a turn around. More importantly its interventions would create models for improving delivery that can be followed by others. The unit would consist of a small team of experienced officials who can facilitate change at national, provincial or local level. The Unit will analyse failures in delivery and lessons from successes. In partnership with all relevant role players, it will identify at most five areas where it will partner with the political head and officials to drive change that brings significant and sustained improvements in delivery" (South African Presidency, 2009).

The National Planning Commission (NPC) has as its main function the drafting of Vision 2025 and a long-term strategic plan. Vision 2025 will be an articulation of the type of society all South Africans would want to see in about 15 years' time. It will set out the aspirations for the nation in terms of social, economic and political development. The long-term strategic plan will be the plan to achieve that vision. It will attempt to define the path to achieve the particular objectives set out in the vision, defining the issues, weighing the trade-offs and designing a coherent plan to achieve our long term aspirations (Revised Green Paper, National Planning Commission, 2009). According to Pillay and Mugami (2009) the plan will be developed in consultation with government and in partnership with broader society. The National Planning Commission will align the work of all departments of government and organs of state to a larger governmental agenda. This development is not without contestation and one of the main concerns regarding the NPC is the less than participatory nature of the process. Hassen (2010) states that none of the planning commission panels have adopted processes that support engagement and active citizenship. In this instance, none of the panels have clearly articulated a strategy to receive inputs from stakeholders nor defined their scope and method of work.

The establishment of these new ministries is applauded by many, but the questions that arise, however, is how these partnerships with broader society will be implemented, how the proposed changes will impact on the existing planning, monitoring and evaluation mechanisms at local government level and how the citizens of the country will engage with and participate in the National Planning Commission and National Performance Monitoring and Evaluation Unit.

The Green Paper on National Strategic Planning (2009) states that civil society has an important role to play in developing the vision and long-term plan for South Africa. It is the researcher's view that, given that civil society is not able to mobilise communities to actively participate in Integrated Development Planning processes at local government level, civil society organisations are likely to face major challenges in mobilising citizens and in facilitating the voice of the people in the national vision for the country.

The overarching developmental local government framework and Integrated Development Planning form the basis for ensuring public participation in South Africa. It is envisaged by the Minister in the Presidency: National Planning that the current public participation mechanisms will serve as a basis for engagement with the newly established ministries, but it is the researcher's view that given the existing challenges with public participation through the IDP process, it remains to be seen how these ideas are going to be realised, given the weak state of local government and the poor inter-governmental departmental relations.

3.2 Developmental Local Government

3.2.1 Developmental State

There is currently an ongoing debate in South Africa and internationally on what a developmental state means in practice. Fritz & Menocal (2007:533), drawing from the definition of Johnson (1982), Deyo (1987) and Evans (1995), define a developmental state as a state that has the vision, leadership and capacity to bring about positive social transformation in a condensed period time. Nattrass and Seekings (1998:10) expand this definition and assert that for developmental states to

be effective, they must combine meaningful participation in development through local institutions with a strong central direction. Edigheji (2010:4) defines a democratic developmental state as a state than can act authoritatively, credibly, legitimately and in a binding manner to formulate and implement its policies and programmes. The South African Government embraces the developmental state notion, and in 2009 the African National Congress (ANC) and its alliance partners, the South African Communist Party (SACP) and the Congress of South African Trade Unions (Cosatu), made the assertion that South Africa is becoming a developmental state. This assertion is contained in the 2009 Medium Term Strategic Framework (2009:39) where government reiterates its commitment to building a developmental state, including improving public services and building democratic institutions. Terreblanche (2009:109) is of the view that the Alliance partners and government have been talking about a development state, but say very little as to how the development state will come about as they are silent on the critical policy changes required to bring about this development state. The medium term strategic framework of the South African Government (2009:41) refers to the completion of the policy review process of local and provincial government, which aims to allocate appropriate powers and functions to different spheres of government. It is envisaged that some of the critical policy changes that are required to ensure a move towards the vision of a developmental state might be included in the stated policy review process.

Gumede (2008) argues that South Africa has failed in its quest to be a developmental state. He concludes that South Africa "… has failed to be an effective developmental state due the sporadic act of violence by citizens unhappy with the state of service delivery". The state is not servicing the needs of the people as articulated, therefore the increase of service delivery protest across the country. Terreblanche (2009:110) confirms this view and states that all the promises the South African government made since 1994 have proven to be empty promises, because the conditions of the poorest sections of the South African population have not changed fundamentally. Terreblanche (2009:111) states that "… after 14 years of democracy, South Africa is anything but a people-centred society, the frontiers of human fulfilment and freedom have not been expanded for the poor and the government institutions created do not serve the impoverished". The view that government institutions do not serve the poor is one of the critical factors that has led to the service delivery protests across South

Africa as most of the demands of the communities involved in service delivery protest include dissatisfaction with elected public officials, poor service delivery, corruption and fraud within poverty alleviation initiatives.

Given that the majority of South Africans have not experienced fundamental quality of life changes since 1994, the notion that South Africa is failing in its commitment to create a democratic development state holds some truth.

3.2.2 Developmental Local Government

Within the framework of the South African Constitution, the White Paper on Local Government 1998 establishes the basis for a new developmental local government system. The White Paper on Local Government (1998) states that Local Government is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way. It further states that Local Government must work with communities to find sustainable ways to meet their needs and improve their quality of life.

Ntsebeza (2001:6) states that the two key elements of developmental local government are "Integrated Development Planning and the active participation of citizens in the affairs of local government." Thus the developmental elements of local government tie in with the aims of a developmental state.

These broad aims of Local Government and its service delivery component are further developed and contained in local Integrated Development Plans (IDPs), which must be established in consultation with and the participation of the beneficiaries of development projects (Municipal Systems Act, 2002).

The Public Service Commission Report on the state of public participation in the Public Service in South Africa (2009) concludes that despite the legislative requirements for public participation, the majority of local government departments have not institutionalised public participation processes and by implication the participation of the public happens in an uncoordinated and haphazard manner. Buccus and Hicks (2008); Hicks (2007); Williams (2008); de Visser (2009) confirm

this view and argue that local government departments are not implementing the legislative requirements and thus leave communities disempowered and limits public participation.

In the 2009 report on the state of local government in South Africa these views are confirmed as the report concluded that local government is in distress and despite certain achievements, poor communication and accountability relationships with communities remain major challenges. In addition huge service delivery backlogs, e.g. in housing, water and sanitation; problems with the political administrative interface; corruption and fraud; poor financial management, e.g. negative audit opinions; the number of (violent) service delivery protests; weak civil society formations; inter-political party issues negatively affecting governance and delivery; and insufficient municipal capacity due to a lack of scarce skills remain major challenges (State of Local Government Report, 2009:4).

The evidence from the above mentioned reports and analysis of public participation by scholars confirm that local government is indeed in distress, and that this state of affairs has become entrenched within the system of governance which is responsible for service delivery and ensuring the voice of citizens in the affairs of government.

There is a realisation on the part of the government that local government has failed the people and is not delivering on its mandate. To this end the South African Government adopted a Turnaround Strategy for Local Government (LGTAS) in 2009. One of the main aims of the Turnaround Strategy is to renew the vision of developmental local government. To do this the LGTAS seeks to improve the organizational and political performance of municipalities and in turn the improved delivery of services. The goal is to improve the lives of citizens, and progressively meet their social, economic and material needs, thereby restoring community confidence and trust in government. Measures will be taken to ensure that in those parts of the country, especially rural areas, where severe poverty and underdevelopment sits side by side with weak municipal capacity, there is a dedicated focus to augment municipal capacity with delivery through capable institutions at either provincial or national level.

While the Local Government Turn-Around Strategy (LGTAS) has good intentions, scholars argue that in order for the strategy to succeed, fundamental shifts have to take place in government. Adam (2010) questions whether the turnaround strategy would succeed given the previous failed attempts to improve local government functioning. Adam is of the view that the LGTAS is once again, another knee-jerk reaction from the same ministry that implemented the Urban Development Nodes, Rural Development Nodes, Project Consolidate and *Siyenza Manje*. Instead of dealing with the challenges presented by the previous review processes and making fundamental changes, there seems to be an inclination to do more of the same which will ultimately not shift anything but entrench the weaknesses of the existing system (Adam, 2010).

Mgwebi (2010) supports this view and argues that given that the South African Government has committed itself to instituting improved implementation of local government development programmes in the country, far more effort needs to be expended in the promotion of public participation in municipal processes as well as in the facilitation of more transparent and accountable governance. The Minister of Cooperative Governance and Traditional Affairs concurs, and states that in order for the turnaround strategy to be effective, each municipality across South Africa needs to rigorously implement their own turnaround strategy. The Minister further states that in order for local government to meet its stated objectives, it might require the review of all laws affecting Local Government from all spheres of Government, so that laws that impede speedy implementation of service delivery, bottlenecks and blockages should be removed (Shiceka, 2010).
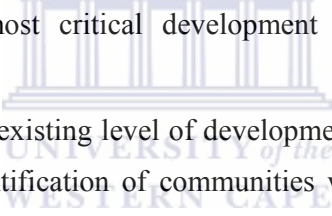
There are already major challenges with the existing IDP processes and the Local Government Turn Around Strategy requires local government structures to strengthen their capacity for service delivery. The Local Government Turn-around Strategy will thus have implications for Integrated Development Planning.

3.3 Integrated Development Planning

Integrated Development Planning (IDP) was first introduced as part of the Local Government Transition Act of 1996 as the key instrument for establishing a new governance paradigm. It was further elaborated on in the White Paper on Local

Government and detailed in the Municipal Systems Act (2000). The Municipal Systems Act (2000), Chapter 3, outlines the process for planning, drafting, adopting and review of Integrated Development Plans. The IDP is thus viewed as the main instrument of democracy at a local level and the Municipal Systems Act (Chapter 5, Section 23) states that through its IDP, municipal planning must be developmentally orientated to ensure that a municipality strives to achieve the objects of local government set out in Section 152 of the Constitution; gives effect to its developmental duties as required by Section 153 of the Constitution; and together with other organs of state contributes to the progressive realisation of the fundamental rights contained in Sections 24, 25, 26, 27 and 29 of the Constitution.

Section 25 of the Municipal Systems Act (2000) further defines the core components of Integrated Development Plans as having to reflect the municipal council's vision for the long-term development of the municipality. Special emphasis should be placed on the following:

- the municipality's most critical development and internal transformation needs;

- an assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services; the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;

- the council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;

- a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality;

- the council's operational strategies; applicable disaster management plans;

- a financial plan, which must include a budget projection for at least the next three years; and

- the key performance indicators and performance targets determined in terms of Section 41.

Integrated Development Planning could be considered as a key component of People-Centred Development, as articulated by Roodt (2001:474), as the basis for the involvement of the majority of the population, particularly the most vulnerable and previously excluded (women, the youth, people with disabilities and the illiterate) in the processes of planning and development. Pycroft (1998:155) contends that Integrated Development Planning was adopted as an overarching mechanism to overcome the inadequacies of the past and to reposition local government in a developmental mode. Therefore in development discourse in South Africa, proponents of People-Centred Development place much emphasis on Integrated Development Planning.

In the South African context, an Integrated Development Plan is a five-year plan which each local authority is required to draw up consultatively and which is progressively monitored year by year. The White Paper on Development: Local Government (1998) Section B, 3.1 defines Integrated Development Planning as a process through which a municipality can establish a development plan for the short, medium and long-term. Authors such as Hicks (2005), Tapscott (2007), Bentley et al (2004), Williams (2006), Pycroft (1998) and the Education and Training Unit (2001) have elaborated on the understanding of the IDP and state that Integrated Development Planning is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development.

The IDP is a plan for an area that gives an overall framework for development. It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It should take into account the existing conditions, problems and resources available for development. The plan should look at economic and social development for the area as a whole. It must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected.   All municipalities have to produce an Integrated Development Plan (IDP). The municipality is responsible for the co-ordination of the IDP and must draw in other stakeholders in the area who can impact on and/or benefit from development in the area. Once the IDP is drawn up all municipal planning and projects should be

implemented according to the stipulated criteria. The annual council budget should be based on the IDP. Other government departments working in the area should take the IDP into account when making their own plans.

In summary, Developmental Local Government and Integrated Development Planning promote the involvement of communities in development planning processes with a focus on service delivery. Furthermore it employs multiple planning tools that would enable municipalities to get a clear understanding of expressed needs of the community in order to develop commonly accepted plans for the overall development of local communities.

3.3.1 City of Cape Town- Integrated Development Planning (IDP)

The City of Cape Town which is the focus of the study has complied with the legislative requirements and has developed an Integrated Development Planning policy.

To comply with legislation enacted to encourage community involvement in local government, the IDP Department of the City of Cape Town engages Cape Town's residents to comment on the City's 5-Year Plan via sub councils and Ward Committee in the periods March to April, and September to October.

Figure 3.2: City of Cape Town IDP Process. Source: City of Cape Town

Figure 3.2 illustrates the overall IDP process and states that community and sectoral feedback will be made available to the different departments in October of each year and public comment on the reviewed IDP and draft budget will take place in March and April. Invitations for the public to participate in the public participation meetings for comment on the reviewed IDP and draft budget are advertised 14 days beforehand in local and regional newspapers. Depending on the communities, loud-hailing and radio advertisements are also used as marketing tools.

During these engagements, the business sector, labour, non-governmental organisations, municipal entities, state-owned enterprises and neighbouring municipalities are involved through making inputs at public participation meetings, petitions and submissions. These inputs are then sent to the City's different line departments to consider in their projects and programmes, and resources are allocated accordingly. Comments may be made by submission of written comments, verbal presentations, e-mail, IDP SMS lines, feedback forms at sub-councils, fax and telephone (City of Cape Town, 2010).

Under the previous administration, the public participation process also included the Mayor's Listening Campaign. The Mayor's Listening Campaign involved the then Mayor, Nomaindia Mfeketo visiting local communities to hear first-hand what their problems are. The concerns and inputs from the listening campaign were compiled into a report which fed into the broader Integrated Development Planning Process.

Other structures that form part of the overall public participation process are the sub-councils and Ward Committee, which are the main mechanisms to ensure the voice of Cape Town residents in the affairs of local government (City of Cape Town, 2010).

3.4 Sub-Councils in the City Of Cape Town

The City of Cape Town provides residents with a variety of municipal services such as health, water, treatment of waste water and sewerage systems, roads and traffic safety services, and housing sites and services. To monitor to efficiency and extent of service delivery, the City of Cape Town needs to listen to what residents have to say.

The City of Cape Town does this via its sub-councils - specialised decentralised governmental structures that give residents a say in local government.

According to the City of Cape Town website, Cape Town's sub-councils are governed by the City's Cape Town Sub-Council By-law of 2003 and subsequent amendments thereto which specify the delegation of powers and functions. Sub-councils are made up of groups of neighbouring wards. There are 105 wards in Cape Town, with between 13 000 - 15 000 voters in each ward. Wards are represented by a Ward Councillor, who is elected by the community. Each councillor is a member of a sub-council and a member of a portfolio committee. Sub-councils are comprised of ward councillors and councillors elected on the proportional representation list according to the number of votes received in the local government elections. There are 23 sub-councils in the City of Cape Town.

The functions and powers delegated directly to sub-councils by the City's Council include encouraging residents to get involved in decisions on the City's policies and legislation, such as draft by-laws, proposed policies, its annual budget and its 5-year plan; monitoring the City of Cape Town's service delivery, resolving residents' complaints and enquiries; monitoring the spending of the ward on service delivery issues and making recommendations to Council on matters affecting their areas. Besides communicating the views, needs and issues that residents feel are important to making the City work for them, sub-councils also deal with community and service related issues. Public participation is a vital aspect of sub-council work. Sub-councils can make recommendations on any matter affecting the area they represent to Council (including the Mayoral Committee). They can also advise Council as to the duties and powers they require.

Sub-council meetings are open to the public. They are held at least once a month except during recess, which is usually in the school holidays. Sub-council meetings are widely advertised in the local media. Access to the sub-council is through the Ward Councillor. Residents can also address a sub-council meeting, but need to apply to the sub-council manager beforehand. The sub-council manager serves as the Council's contact person for residents. S/he is the official communicator with the

sub-council governance structure, and works closely with Ward Councillors and the sub-council's chairperson to compile the annual budget and implement projects. (City of Cape Town, 2009).

Despite the above process for engaging citizens, very few residents of the City of Cape Town participate in the proposed process for involving residents in the development planning of their communities. Williams (2006:209) and Mac Kay (2004:83) state that despite the statutory requirement, the IDP Directorate in the City of Cape Town does not have either the logistical capacity or the human resources, therefore community participation in relation to the IDP is largely a ceremonial exercise and not a systematic engagement with the residents that is structurally aligned to development goals and service delivery objectives of the City of Cape Town.

3.5 Ward Committees – national legislative and policy provisions

Ward Committee are the most influential structures at local government level, as they are the mechanisms that facilitate direct contact between communities and elected councillors. Ward Committees are seen as vehicles to ensure public participation at local government level.

The draft policy framework for Public Participation (2005:7/8) defines the role of Ward Committees as enhancing participatory democracy in local government. Ward Committees are seen as independent advisory bodies that must be impartial. The specific roles of Ward Committees are to make recommendations on any matters affecting the ward to the Ward Councillor or through the Ward Councillor to the municipality; to serve as an official specialised participatory structure; create formal unbiased communications channels as well as co-operative partnerships between the community and the council; to serve as mobilising agents for community action, in particular through the IDP process and the municipality's budgetary process; and to hold other duties as delegated by the municipality.

Ward Committees are mentioned in the White Paper on Local Government (1997) and their functions are further documented in Section 74 (a) of the Municipal Structures

Act (Act No 117 of 1998). The Act states that Ward Committees 'may make recommendations on any matter affecting its Ward (i) to the Ward Councillor; or (ii) through the Ward Councillor, to the metro or local council, the executive committee, the executive mayor or the relevant metropolitan sub council'. This role is further clarified in subsequent legislation in the Ministerial Notice 965 of 2005, which held that the 'duties and powers' delegated to Ward Committees may not include executive powers but instead emphasises their role in communication and mobilisation of communities. These committees generally comprise ten representatives of various sectors or geographical areas in the ward. They are elected by the voters in the Ward. The committee is chaired by the Ward Councillor. Its role is to advance participation of the community in the affairs of the municipality, particularly in relation to development planning (Piper & Deacon 2008:41).

3.5.1 Ward Committees in the City of Cape Town

According to the City of Cape Town, a Ward Committee is a group of community members elected by residents to monitor the City's service delivery and bring their needs and priorities to the Ward Councillor's attention. They also represent interest groups from the community. In addition to the Ward Councillor, a Ward Committee has up to 20 members and a Chairperson (who is appointed by the members, and is not necessarily the Ward Councillor). Ward Committee members must convey their community's needs to Council through the councillor, and report back to residents on the outcomes of discussions. The councillor takes any issues that the committee has raised to the sub-council for consideration.

The Ward Committees give residents the opportunity to have a say in how Cape Town is run. They also give the City an indication of the views, needs and issues that residents feel are important in making the city work for them. The City uses Ward Committees to listen to residents when planning its work, and when trying to improve service delivery. Meetings are held at least four times a year and are advertised in libraries and by sub-councils.

Ward Committees do not have a mandate to govern the ward. They serve in an advisory and guidance capacity only. Any resident in the ward, as well as members of

interest groups, can be a member of a Ward Committee. Ward committee members must represent a diverse range of interests, in order to encourage debate and understanding of the needs and interests of other interest groups (City of Cape Town, 2010).

3.6 Spheres of Government and public participation

South Africa has three spheres of government, namely national, provincial and local, each of which have a responsibility to ensure the participation of citizens in its affairs and operations. Each sphere of government is guided by legislation and policy to have citizens' input into their planning processes, thus each sphere of government is responsible for public participation in planning, programmes, service delivery and monitoring of governmental programmes and projects. Chapter 3 of the South African Constitution (1996) stipulates that government is comprised of National, Provincial and Local spheres of government which are distinctive, interdependent and interrelated.
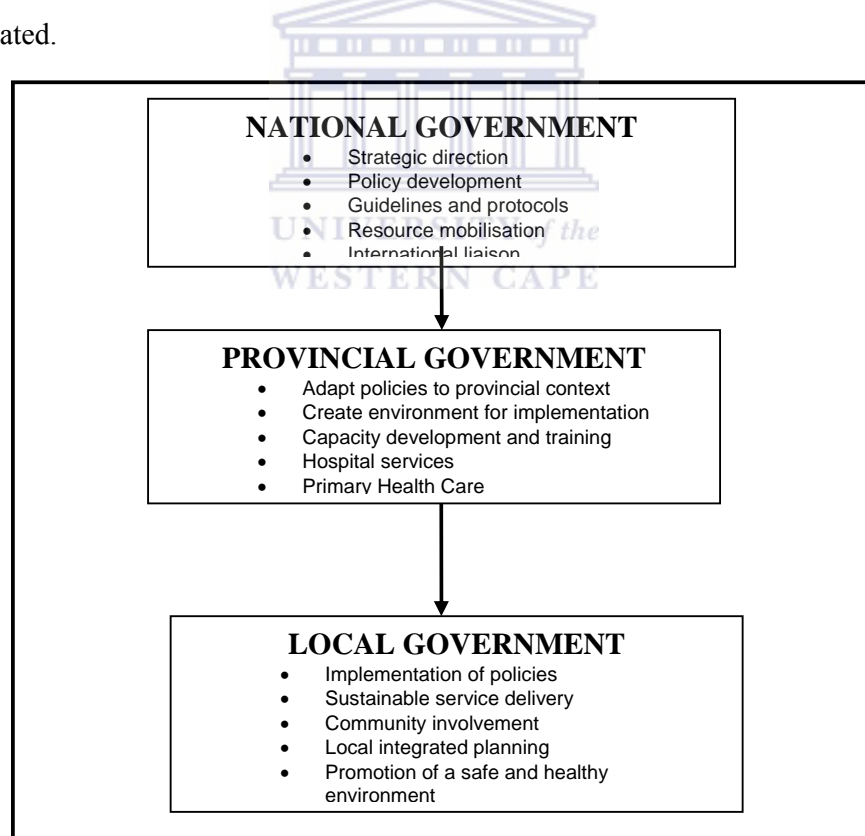
Figure 3.3: South Africa: Spheres of Government and their Functions
(Adapted from the South African Cities Network Report of 2003).

3.6.1 National Government public participation processes

The National sphere of government is guided by the South African Constitution (1996), to ensure public participation in the affairs of the State. To this end the provisions of the South African Constitution was further developed and as a result, the White Paper on Transforming Public Service Delivery (1997) was published. The document is commonly known as the *Batho Pele* White Paper and guides the implementation of service delivery in South Africa. The eight principles of *Batho Pele* are all central to the need for public participation with regards to service delivery. These principles are: consultation, setting service standards, increasing access, ensuring courtesy, providing information, openness and transparency, redress and value for money. *Batho Pele* principles seek to address the involvement of citizens in service delivery from government. The current dissatisfaction of citizens with the quality of service delivery resulting in violent protests throughout South Africa provides evidence that there is public officials have failed to adhere to the principles of *Batho Pele*. This view is confirmed by Tapscott (2007:84) who states that despite the best intentions of the legislators and policy makers it is evident that the majority of municipalities in South Africa have failed to give effect to the principles of *Batho Pele* and participatory democracy. De Visser (2009:19) declares that although government has created ample spaces, platforms and procedures for community engagement with local government, it is clear that communities still elect to take their grievances to the streets. These protests expose not only the current shortcomings in service delivery but also the presence of untapped local energy and involvement with municipal governance.

Parliament has committed to ensuring public participation in the overall parliamentary processes. To this end a range of mechanisms are employed to involve the citizens of South Africa in the parliamentary process. Citizens can participate in law and policy making through public hearings, making representations to parliament on Bills and policy documents, parliamentary democracy offices and making submissions. All these mechanisms are regularly communicated through media advertisements and campaigns that encourage citizens to get involved (Parliamentary Pocket Guide, 2010:43).

Figure 3.4 illustrates the core values and a set of principles developed by the Public Service Commission of South Africa to guide government departments with the implementation of their public participation activities in the public service.

Core values and principles of Public Participation for the public service in South Africa

- Public Participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.

- Public Participation includes the promise that the public's contribution will influence the decision.

- Public Participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.

- Public Participation seeks input from participants in designing how they participate.

- Public Participation provides participants with the information they need to participate in a meaningful way.

- Public Participation communicates to participants how their inputs affect decisions.

Figure 3.4: Core values of public participation

Source: Report on the assessment of public participation processes in the public service (2009:10)

A regular feature of state and government interaction with citizens is the holding of *imbizos* in different communities**.**   An *imbizo* is an interactive form of governance aimed at partnership between planners and stakeholders (Theron, 2009:130). *Imbizos* are held regularly and are addressed by the President, Deputy President, Mayors and Public officials. At these fora, communities are given the opportunity to inform elected representatives and public officials of their needs and issues facing local communities. *Imbizos* assist to draw the attention of government to the needs of the community and other critical issues faced by communities. According to a study conducted by the Human Science Research Council in 2008, as much as government is informed of the issues through *imbizos*, addressing these issues are hampered by poor intergovernmental relations.

Similarly the mechanisms that are in place for parliament and national government to ensure public participation in law, policy making and service delivery are also duplicated in different forms at provincial level.

3.6.2 Western Cape Provincial Legislature

Public participation in the Western Cape Provincial Parliament is guided by the Provisions of the South Africa Constitution (1996), Section 118, which states that a provincial legislature must facilitate public involvement in the legislative and other processes of the legislature and its committees; conduct its business in an open manner, and hold its sittings, and those of its committees, in public. It is further stated that a provincial legislature may not exclude the public, including the media, from a sitting of a committee unless it is reasonable and justifiable to do so in an open and democratic society.

To this end the Western Cape Provincial Parliament has created mechanisms for the participation of citizens in the law and policy making processes of provincial government. The public can attend parliamentary committees meetings where policies and new laws are discussed, make a written submission to a committee or to the legislature, attend public hearings during the early stage of a writing a bill and send petitions, letters or a document signed by many people to the committee (Western Cape Provincial Parliament, 2009).

Buccus (2008:49) asserts that having rules for public participation in the legislative process do not by itself guarantee that people will be able to exercise that right. Around the world, governance actors, analysts and activists are grappling with this issue, and exploring how best to engage citizens in government decision making processes. However, citizen participation is often reduced to participation by the elite, or organised civil society, in the form of predominantly non-governmental organisations (NGOs), business and other interest groups with access to resources.

In addition to public participation in the legislative and policy making processes, each of the provincial government departments holds regular public participation meetings regarding service delivery, but fails to ensure direct participation of community members.

In most instances, organised groups like business, non-governmental organisations and other lobby groups attend these meetings with the total exclusion of local community members. In the 2009 State of the Public Service Report, this view is

confirmed as a specific challenge, and the report further states that well organised voices drown out other voices. The report concludes that current challenges of public participation can be partly attributed to a lack of resources as it was found that in a sample of five national departments and eleven provincial departments, 38% had no provision for public participation in their annual budgets. The study also found that there is a lack of skills amongst public servants responsible for public participation. In sixteen departments none of the public servants had received formal training in the facilitation of public participation processes (State of the Public Service Report, 2009:41).

3.6.3 Western Cape Province Public Participation Unit

The Western Cape Provincial Parliament established a Public Participation Unit with its strategic goal as "… a public involved and well-informed of Parliamentary activities of the Western Cape Provincial Parliament". It further states that the Public Participation Unit will engage all the people of the province in matters affecting them in the activities of the Western Cape Provincial Parliament. According to Byneveldt (2009:13), public participation in the Western Cape has been sporadic and unsystematic. The development of an overall public participation strategy should thus assist with the nurturing of a more cohesive and structured relationship with civil society organisations in the Province. It is argued that given the experience and understanding of local community-based organisations, they are strategically placed to offer meaningful participation in legislation and other service delivery issues. Buccus (2008:56), however, cautions that careful attention needs to be paid to identifying stakeholder groups to invite to public hearings, by categorising stakeholders through a database. In addressing issues relating to representation and voice within civil society, legislatures should be mindful, in planning for hearings, of issues relating to which groups are invited to make presentations or submissions, and who speaks on behalf of groups or communities.

In 2009, the Western Cape Provincial Parliament hosted a public participation conference under the theme *Participatory and Representative Democracy in the Western Cape: Finding the Balance.* The WCPP invited stakeholders from the different sectors of society to discuss the development of a shared understanding, and to determine critical principles for consolidating participatory democracy in the

Western Cape. The second draft of the WCPP public participation strategy was also launched at the conference. As an outcome of the conference, a number of recommendations were made to enhance broad public participation in the Province. However, the political changes in governance of the Province in 2009, the Public Participation Unit has scaled down its activities.   It is thus assumed that the current administration is not taking forward the strategy and the recommendations emanating from the conference.

3.7 Conclusion

The existing legislation, frameworks and policy for public participation in South Africa has all the tenets required for ensuring active participation from its citizens in law-making, policy making, input into public service delivery initiatives and broader planning processes. However, it is clearly apparent that all these spheres of government have failed in achieving the constitutional mandate of ensuring citizens' voices in the affairs of the state and government. This failure can be attributed to a range of factors that include key issues such as budgetary constraints, inadequate human resources, lack of training for officials responsible for public participation, lack of feedback on issues raised by citizens and poor institutional arrangements.

The ensuing chapter will discuss public participation and Integrated Development Planning and its impact on service delivery. Special attention is given to the role of officials and councillors in facilitating public participation in local communities.

CHAPTER 4: The role of Officials and Councillors in public participation and Integrated Development Planning

Public participation is the key mechanism for ensuring the voice of the people in the planning and implementation of service delivery projects, policy development and development programmes in South Africa. Integrated Development Planning (IDP) is the tool that promotes the involvement of communities in development planning processes at local level. Numerous scholars have emphasised the importance of the participation of beneficiaries in development initiatives in achieving long-term development (Hicks, 2005; Tapscott, 2007; Bentley et al, 2004; Williams, 2006; Pycroft, 1998, ETU, 2001).

The African Charter for Popular Participation in Development and Transformation (1990:6) states that "… popular participation is in essence the empowerment of the people to effectively involve themselves in creating structures and in designing policies and programmes that serve the interests of all. Through this participation, the beneficiaries will effectively contribute to development processes and share equitably in its benefits." Other benefits of participation include making development plans and services more relevant to local needs, leading to project sustainability and self-reliance of community members (DPLG, 2005).

Against this backdrop, this chapter discusses public participation and Integrated Development Planning (IDP) and its impact on service delivery in the City of Cape Town in general and in Ward 28 in particular. The chapter is divided into two sections according to the groupings of the respondents. The first section provides an analysis of the approaches and practices of public participation and IDP, and its impact on service delivery as understood and implemented by government officials and councillors. The second section focuses on civil society organisations in Ward 28, their understanding of public participation and IDP and their role in facilitating public participation in their constituencies. Semi-structured questionnaire were used to gather data from all respondents within the two groups.

4.1 Government Officials and Councillors

In order to gain relevant information and insight into public participation and the Integrated Development Planning (IDP) process, eight officials and three councillors from the City of Cape Town were interviewed as they were the key stakeholders in the planning, implementation and monitoring of public participation. Furthermore, one representative from the Public Participation Unit (PPU) in the Western Cape Provincial Parliament (WCPP) was interviewed in order to gather information relating to public participation at provincial level and the relationship between provincial government and local government as it pertains to public participation.

The eight officials were selected from different departments and units in the City of Cape Town, namely the Public Participation Unit, Integrated Development Planning Unit, Department of Social Development, Sub-Council Four, Inter-Departmental Liaison Unit and the Governance and Support Unit. These officials held the positions of Senior Professional Officer, Manager and Director of the respective departments and units at the time of the study. One official from each of the above six departments and units was interviewed personally by the researcher.

As regards the interviews held with the three councillors, the Councillor for Ward 28 represented the Democratic Alliance (DA), the Proportional Representative Councillor deployed to Ward 28, represented the African National Congress (ANC) and the Proportional Representative (PR) Councillor deployed to Ward 30, represented the Democratic Alliance.

4.1.1 Functions and responsibilities of local government officials and Councillors

Interviews revealed that the main functions of the officials included the planning, implementation and monitoring of public participation processes, as mandated by policy and by-laws, and ensuring participation of beneficiaries in the Integrated Development Planning (IDP) process. The other functions performed by the officials included managing their departments and providing support to sub-councils, councillors, Ward Committees and departments. One of the officials, from the Governance and Support Unit, indicated that his unit was responsible for providing special interventions for vulnerable groups i.e. the youth and the unemployed and for

developing poverty alleviation interventions. All the officials stated that they were responsible for facilitating a relationship between the city and its residents.

The major function performed by councillors was serving the community in their particular constituency. Councillors were thus responsible for facilitating the link between residents, sub-council and the metro, thereby serving as the interface between local government and residents. Other functions performed by councillors included facilitating public input into planning and policy through public participation and serving as chairpersons of Ward Committees. Overall, councillors were responsible for ensuring that services delivered to local constituencies were in line with the IDP and were responsive to local needs.

Councillors further engaged in activities outside of the prescribed policy plan for public participation. The Proportional Representation (PR) Councillor in Ward 28 engaged with communities on a regular basis and formulated reports on issues and needs raised by the community. The Ward Councillor for Ward 28 compiled regular reports for her political party on the activities that she engaged in. The councillors submitted regular reports on activities in their communities to their political leadership. They stated that these reports were, however, not integrated into the formal IDP process and other public participation processes, but were submitted to their political parties only as an accountability mechanism.

The fundamental difference between the functions of councillors and officials was that councillors were elected representatives who served the interest of their constituencies within a particular council. On the other hand, officials were persons employed to fulfil administrative functions, implement policy and be responsible for service delivery functions within a municipality.

4.1.2 Understanding of public participation and IDP

Both officials and councillors indicated that they had a basic understanding of Integrated Development Planning (IDP). However, responses showed that there were differences in the interpretation and implementation of the public participation approaches associated with the IDP. Furthermore, the different units responsible for public participation had very specific functions in ensuring public participation.

Discussions with officials from these units indicated that there was no synchronisation of the processes between the units. The officials shared information about their own departments, but did not elaborate on how the functions of their departments related to other departments responsible for public participation. This pointed to a disjuncture between how the different departments and units implemented their public participation activities.

One of the councillors was extremely dissatisfied with the IDP process and its implementation. She stated that the IDP office should close down, because the IDP process was not beneficial to the community. When asked to elaborate on this view, the councillor responded that "… the IDP is like a white elephant, it just serves as a means of acquiring salaries, and it's a lame dog that does not implement what it is supposed to do. Everything is written in big documents and most of our people cannot read. I don't attend those meetings because it is useless and not constructive. IDP officials only call meetings in areas when they are pushed into a corner. Officials don't know our communities and are out of touch with the problems of the people" It was alleged by the councillor that IDP officials had a very poor relationship with the residents and in many cases, particularly at local level, the relationship between residents and officials at local housing offices could be described as strained.

It was further stated that the funds used to pay the salaries of officials should be transferred to Ward budget allocations (resources allocated to Wards for specific projects), because they were closer to the people and would attain more success in involving communities in local planning processes. The Ward Councillor felt that the amount of resources invested in local public participation through the IDP office bore little fruit for her constituency and the resources used to fund the IDP office could be put to far better use in Ward 28 in terms of much needed infra-structure and services. The strong opinion expressed by this councillor on the re-allocation of budgets to Wards can be attributed to a lack of understanding of the IDP as a legislative requirement, poor capacity, genuine frustration with the current IDP process and bad management of state resources. In the view of the researcher, it is very disconcerting that an elected local government councillor held this opinion, given that the IDP is the major vehicle for ensuring input from local communities into broader planning

processes and service delivery. For a councillor to hold this opinion undermines the importance of public participation and could be a contributing factor to the low levels of understanding of the IDP and lack of participation by residents of Ward 28.

Respondents raised the point that the poor understanding of public participation by departmental officials posed a major challenge to ensuring effective participation in the Integrated Development Planning (IDP) process. Officials engaged in public meetings as an obligation and did not necessarily link it to broader planning processes and service delivery. It was further stated that departmental officials lacked the necessary understanding of local community dynamics. Respondents also questioned the level of skills of officials to communicate with residents and facilitate effective public participation events. These findings resonate with Theron's (2009) view that if municipalities do not have the political will and capacity to translate development objectives into operational strategies, the IDP will fail. He states that the major reason for the failure of an IDP is the lack of commitment and the necessary project management skills and capacity in local municipalities.

This view is also confirmed in the State of Local Government Report (2009:66) which highlighted the lack of skill and capacity of officials at local government level which it attributed to under-investment in people, particularly where technical, management and leadership skills are required.

This Local Government report further stressed that insufficient attention was paid to the skills required by politicians in terms of governance and associated accredited programmes to build such skills. The political influence in appointment processes also resulted in politically acceptable appointments at the expense of technical competence amongst others. The government is currently in the process of amending the Municipal Systems Act to deal with political office bearers holding public office. The amendments to the Act would prohibit office bearers in political parties from being appointed to senior management positions in municipalities. According to *Business Day* (2010), the African National Congress "… wants to do away with political appointees in a bid to improve service delivery. Party patronage has been blamed for the problems experienced in municipalities, as many of the political

appointees lacked the required skills and expertise for their posts" (Business Day, 2010).

It is the researcher's view that the lack of competence, lack of understanding of local community dynamics and the undermining of citizens' voices in planning and service delivery by officials and councillors, pose major challenges for the relationship between local communities and local government. Additional training for both councillors and officials would improve the competence and understanding of officials. The training should be structured to equip officials and councillors with skills to fulfil their mandate of ensuring the key role of the voice of the people in planning processes and service delivery. Should the proposed changes with regards to political office bearers holding public office be included in the Municipal Systems Act, it is expected to assist with the appointment of competent officials to manage the affairs of local government and thus improve service delivery.

4.1.3 Public participation approaches and methods

While the Integrated Development Planning process is the vehicle through which officials enable the participation of communities, a variety of methods and approaches are used by municipalities to encourage public input. About 80% of officials indicated that they used similar approaches. Respondents noted that the main types of public participation activities to facilitate public participation included public meetings, written submissions, radio phone-in programmes, surveys and Ward Committees.

All officials stated that residents of Cape Town were invited to public participation events through the placement of advertisements in newspapers. At a community level, residents were also invited to public participation events by letter or pamphlet. There are, however, many challenges with this approach as many residents are illiterate. Literacy statistics for the City of Cape Town revealed that a high percentage of the adult population was not functionally literate and that functional literacy, after decreasing from 11.9% in 1996 to 6.9% in 2006, showed a small increase to 8.4% in 2007 (Small, 2008). According to Van Niekerk (2010), "… the poor socio-economic status of residents influences and determines the level of participation from resident in the public participation events."

It is the researcher's view that low literacy levels impacts on public participation because if residents are not able to read printed information, they will be unaware of public participation events in their Ward.

The different methods used to foster public participation in the Integrated Development Planning process and in other matters related to local government in the case study area are presented below.

4.1.3.1 Public Meetings

Public meetings were the most frequently held event. At these meetings, City of Cape Town officials and councillors presented policy proposals, Integrated Development Plans, budgets and other documents that require input from local communities. The communities are invited to comment on these proposals and state what their service delivery needs and priorities are. One official stated that, "…in certain communities, the turnout for public meetings is very low, due to safety issues, political tensions and lack of interest by community members." The Ward Councillors attributed the low attendance at meetings to the disinterest of residents in public participation.

 It is the researcher's view, however, that the lack of interest from communities was a direct result of the communities' perception that their inputs and recommendations were not taken seriously by officials and councillors. Through these public meetings, it was anticipated that residents would have a direct say in how local government delivered services, but given the low level of attendance and distrust in the process, public meetings failed to achieve their stated goal of ensuring the voice of the people in service delivery.

4.1.3.2 Written submissions

Officials highlighted that there were very few written submissions from poorer communities on policy proposals, by-laws and service delivery issues, as residents in these areas were not fully aware of the public participation processes and requirements in terms of written submissions. Officials and councillors attributed the non-participation of certain sections of the community through submissions to low levels of literacy, limited understanding and knowledge of public participation processes and general disinterest from the residents.   The researcher holds the view

that residents with low literacy levels are not likely to engage in activities that would require documentation of concerns and issues in reports. It would be more beneficial if spaces were created for communities to make oral submissions outside of the standard public meetings for public participation.

4.1.3.3 Radio 'Phone-in' programmes

The City of Cape Town also engaged citizens through a local radio phone-in programme once a week. The radio programme allowed for local residents to lodge service delivery complaints. During the radio programme, the Mayor of Cape Town and the Premier of the Western Cape Province responded to issues raised by residents and undertook to follow up on issues they were unable to respond to. The radio programme gave residents direct access to the Mayor and Premier and an opportunity to raise service delivery problems. The nature of the complaints on the programme were varied and included issues such as electricity and water disconnections, cleaning of open spaces, lack of street lights, problems with the attitudes of officials, fixing of potholes, blocked drains and housing needs. Some of the issues were referred to the relevant local government department for attention. However, the official opposition party in the Western Cape, the African National Congress (ANC), argued that the phone in programme did not constitute a platform for public participation. Llewellyn Landers of the ANC argued that this communication with residents served as branding and advertising for the Democratic Alliance (DA) using taxpayers' money (SABC News, 2010). The phone-in programme might not formally have constituted public participation, but residents of Cape Town used the programme to voice their issues and it appeared as if certain problems were solved through this medium.

4.1.3.4 Surveys

According to officials, the City of Cape Town also engaged the residents in surveys to ascertain the level of satisfaction with services. The last survey conducted in the City of Cape Town by TNS Research Surveys (a private research company contracted by the City) was completed in 2009. The survey was undertaken by conducting 3 000 face-to-face interviews and 701 telephonic interviews in October and November 2009. The results revealed that 57% of respondents indicated that the City of Cape Town's overall performance was 'good', 'very good' or 'excellent'. In rating the City of Cape Town in terms of fulfilling its role as a public service provider, 57% of residents rated

the City of Cape Town as 'good', 'very good' or 'excellent'. Asked to rate their level of trust in the City of Cape Town, 66% of residents rated it as 'fairly strong', 'very strong' or 'extremely strong' (Pollack, 2010).

While these survey results indicated that the majority of residents are satisfied with services delivered, media reports and service delivery protests at the time of the study indicated a very different account. Poor communities in the City of Cape Town had a different experience with levels of service delivery as evident in the service delivery protests throughout the City of Cape Town since 2007 onwards. Service delivery protests over a range of issues from housing and forced removals to the provision of toilets, took place at the N2 Gateway Housing Project, Du Noon, Khayelitsha, Happy Valley near Blackheath, Pooke se Bos near Rylands and Hangberg in Hout Bay (IOL, 2010). Municipal IQ, an organisation which monitors municipal services, confirmed that there had been an increase in protests over poor public service delivery. The Municipal IQ report stated that poor South Africans had staged 24 major protests thus far in 2010, compared with 27 protests for 2009 (Mail & Guardian, 2010). The online articles and Municipal IQ Report on service delivery protests concluded that residents felt isolated from planning processes and claimed that their voices were not being heard, hence the need to take drastic action in the form of public protests.

4.1.3.5 Ward Committees

Ward Committee had been established in the majority of Wards in the City of Cape Town. However, the functioning of the Ward Committee and their role in ensuring a voice and input from residents were raised by all respondents as a serious challenge. One official attributed the poor functioning of Ward Committees to the incompetence and lack of capacity of councillors. He stated that councillors did not understand the importance and the mandate of Ward Committees. All respondents were of the view that Ward Committee members needed training as they did not understand the importance and mandate of the Ward Committees and their roles. One official pointed out that because there were financial incentives for Ward Committee members, members served for personal gain instead of addressing the service delivery and social issues affecting their sectors *per se* and they did not perform their functions and powers as prescribed by the Municipal Structures Act of 1998. According to the DPLG Handbook for Ward Committees (2005), Ward Committee members are not

paid for serving on the Ward Committees, but were reasonably reimbursed for costs incurred to serve on the Ward Committee .i.e. transport costs and catering expenses.

4.1.3.6 *Imbizos* and Mayoral Meetings

Imbizos and mayoral meetings were other methods used to engage local communities and the local, provincial and national government. In other parts of the country local government engaged with citizens through hosting *imbizos* and mayoral meetings. *Imbizos* are public gatherings between local residents and officials from government departments. At these *imbizos*, high ranking officials interact with local communities about local government performance and also gain insight from communities regarding their needs, aspirations and priorities to improve their quality of life. Mayoral meetings, on the other hand, are public meetings where Mayors visit local communities to give feedback on the performance of the local municipality and to obtain input from communities about their daily problems with service delivery from local government agencies.

According to the respondents, *imbizos* and mayoral meetings were not part of the City of Cape Town's public participation process *per se*, but the Mayor engaged with communities based on invitations to attend local community events and mayoral road shows. Previous Mayors in the City of Cape Town engaged in mayoral listening campaigns, mayoral road shows and held *imbizos*. In the Mayor's speech to the full metro council of the City of Cape Town on 28 July 2010, he highlighted his visits to communities in the City of Cape Town, stating that he "…visited 105 communities and heard from many of them how they struggle with dumping, littering, graffiti, crime, vandalism, homeless people, broken street lights and other problems. As a result of this call for help, I have worked with my Administration to identify an effective intervention to help these communities" (Plato, 2010). The Mayor also interacted with local communities during and after residents had engaged in protest action to highlight service delivery issues. It is the researcher's view that the Mayor's visits to these communities would have had more value if they had occurred *before* residents took their demands around service delivery to the streets. During the protests, residents were angry and frustrated about service delivery and as a result tempers flared in these meetings, resulting in no service delivery issues being resolved.

Given the current spate of service delivery protests in the City of Cape Town, ongoing mayoral meetings and imbizos should be used as part of the interventions to resolve the impasse between local residents and the City of Cape Town. Through these platforms residents would be given the opportunity to raise their concerns and the local authority could use this platform to inform residents of their plans towards resolving the service delivery issues.

4.1.3.7 Public meetings to invite comment on the budget process

As part of the City of Cape Town's 2010/11 budget process, nineteen public briefings were held on the budget in order to receive input from residents. These budget briefings were held via sub-councils and comments were invited from residents on the budget. Suggestion and comment boxes were placed at libraries and other strategic points to facilitate input from residents in the budget process. A more detailed account of public participation in the budget process will be provided in the section below.

4.1.4   Public participation in the budget process

Section 53 of the South African Constitution states that a municipality must structure its budget and planning processes in a manner that meets the priorities of local communities and must promote the social and economic requirements of the community (Constitution of the Republic of South Africa, 1996). According to the State of Local Government Report (2009:75) the non-alignment of budgets to service delivery requirements is a major challenge that hampers basic service delivery as municipalities failed to achieve this constitutional provision. It was within this context that officials in the City of Cape Town alleged that residents were alienated from the Integrated Development Plan (IDP) and budget process. The allegation was that the budget process in the City of Cape Town was not participatory, because local communities were disconnected from these processes. In as much as the City of Cape Town elaborated on the extent of public participation in the 2010/11 budget process, officials argued that there was minimal participation from communities, which resulted in a municipal budget that did not respond to the service delivery needs articulated by communities. The official stated that "… there is really no scope for integration of public inputs into the budget process." Williams (2008) contends

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that the City of Cape Town does not have the institutional capacity to integrate proposals from local communities into overall budget and planning processes.

4.1.5 Women's participation in public participation processes

With regards to women's participation, officials highlighted that no special efforts were made to involve women at public participation events, despite the fact that women were in the majority at these meetings. Women representatives at these public participation events raised issues affecting the entire community, but did not necessarily raise issues affecting their specific needs as women.

The City of Cape Town arranged special events for women on historic days i.e. Women's Day on 9 August and the Sixteen days of Activism Campaign for no violence against women and children, which runs from 25 November to 10 December every year.   Two of the officials interviewed stated that women's needs were being addressed due the new legislative environment and the constitutional provision for women's empowerment. It is the researcher's view that despite the National Gender Policy Framework for Women's Empowerment and Gender Equality (2004), the National Gender Machinery and other enabling policies for the inclusion of women in decision making, gender issues continue to be largely absent from spaces created for public participation at local government level. The Local Government Municipal Systems Act of 2000 stipulates that when establishing mechanisms for participation, municipalities should take into account the special needs of women (Local Government Municipal Systems Act, 2000:20). However, it is the researcher's view that the mere presence of an enabling legislative and policy environment does not automatically ensure women's participation and does not translate into improved service delivery, hence women are still marginalised and their needs are not addressed.   It can thus be argued that practical gender needs (focus on inadequacies of daily living) were being met to some extent, but the strategic gender needs (focus on women's insubordinate position in society) of women were not being met through the current public participation approaches and services offered to local communities. Greater emphasis should be placed on the strategic needs of women in the public participation processes so as to ensure that women achieve greater equality.

4.1.6   Relationship between the Public Participation Unit in the Western Cape Provincial Parliament and Local Government structures

A representative from the Public Participation Unit (PPU) of the Western Cape Provincial Parliament (WCPP) was interviewed to assess the relationship and interaction between provincial and local government public participation processes. The main functions of the PPU in the WCPP are facilitating public participation in the activities of the legislature through education, hearings, petitions, events and awareness raising programmes in local communities. The major events held over the last three years included a Public Participation Conference held in 2008 and regular visits of interest groups to the Provincial Parliament. The PPU manager highlighted that due to the shortage of staff in this unit, their rural outreach efforts were neglected and the focus was mainly urban based.

In order to measure the effectiveness of the public participation activities, the unit used an attendance register and in some cases an evaluation form was used at awareness raising workshops. During the interview it was noted that there was no qualitative data to assess the effectiveness of public participation in the Province.

In the official's view, the working relationship between local and provincial government should improve. In order to foster a closer working relationship with local government, officials from the PPU met with municipalities in the Western Cape Province in order to foster a partnership. The main aim of the partnership was to encourage local municipalities to play a facilitating role in ensuring greater access to, and the active participation of local communities in, the Provincial Parliament. The partnership between these two spheres of government would also be used to raise awareness in local communities around the Chapter Nine institutions, which are institutions that support Constitutional Democracy in South Africa i.e. the Commission for Gender Equality, the South African Human Rights Commission, the Public Protector, the Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities and the Electoral Commission.

4.1.7 Public participation and service delivery

Participation in the Integrated Development Planning (IDP) process is the major tool for ensuring input from local communities with regard to the delivery of services in the City of Cape Town. The participation of residents in the IDP process is paramount to ensure that local government is accountable and the services delivered to local communities are in response to expressed needs of the community. In this regard, Theron (2009:121) argues that "participation in decision making, implementation and evaluation means that stakeholders can hold local government accountable for public policy and service delivery" However, if there is a lack of public participation from local communities, local government cannot be held accountable and will not render services that meet local needs.

There were mixed responses to the question relating to whether public participation improved service delivery, as officials had different interpretations of the term 'service delivery'. Officials also considered their departments' key performance areas and interaction with local communities as service delivery to communities. Out of the twelve respondents, 80% felt that public participation did not have an impact on service delivery as there were no formal mechanisms to ensure that inputs from citizens at public participation events were incorporated into broader planning processes in the City of Cape Town. One of the officials noted that the "Integrated Development Planning (IDP) process has extremely tight time-frames and makes a mockery of public inputs, because there is actually no consideration given to the inputs from the residents." According to another official, the manner in which the City of Cape Town functioned limited participation as the operations were highly centralised and controlled by political party leaders in the City.

Although 20% of the respondents stated that participation improved service delivery, they were unable to provide concrete examples of how services were improved through public participation. The only comment from the Ward Councillor was "people's voices are now heard." It was the councillor's opinion that residents were able to raise their concerns around service delivery and therefore the inputs of residents with regards to service delivery were now taken into account by officials. In making this assertion, the councillor appeared oblivious to the fact that residents'

voices and inputs were not integrated into broader planning processes, despite the fact that there were opportunities for residents' inputs.

The majority of respondents felt that public participation did not meet its stated goals and should be improved. Officials noted that service delivery issues faced by local communities were but a 'wish list' and given the resource constraints, local government was unable to meet the needs around housing, poverty, safety and unemployment. Officials were unanimous in their view that existing public participation processes did not improve service delivery. It was evident that the expressed needs of communities were not taken into account by local government; therefore there was a disjuncture between the needs of citizens and the priorities of the local authority. None of the respondents could confirm that there were any special mechanisms for ensuring the inclusion of inputs into the broader planning processes of the City of Cape Town. The officials instead shared information on the process of information flow from local public meetings to the City of Cape Town. The minutes from local public meetings were collated at a sub-council level and forwarded to the Inter Departmental Liaison Unit (IDL), which in turn structured the information per department and forwarded it to the relevant departments responsible for different aspects of service delivery. The official in the IDL Unit confirmed that no analysis of data took place before it went to the different departments.

It is the researcher's view that the existing mechanisms for the integration of public input should be strengthened and improved to be more effective. Furthermore, officials and elected public representatives should be honest with residents with regards to what is possible given the resource constraints and not raise the expectations of residents with regards to service delivery at public participation events. It is the researcher's view that a Performance Management System (PMS) should be put in place to ensure proper collation of data collected from public participation events. The data should then be analysed, prioritised and forwarded to the responsible service delivery departments and Integrated Development Planning Unit for implementation. Most importantly the PMS should have a monitoring mechanism, that would enable residents and officials to follow up to what extent the City of Cape Town has responded to the needs expressed by community members.

The PMS should further enable officials to provide proper feedback to communities regarding service delivery issues and local community needs raised by residents.

4.1.8   Concluding comments

The interviews with officials and councillors confirmed many of the challenges that existed with regards to public participation, Integrated Development Planning and service delivery. The officials and councillors confirmed that there were many challenges with public participation processes in the City of Cape Town. They were unanimous in their view that public participation did not meet its stated goal of ensuring the voice of the people in issues affecting their lives.

4.2   Civil society organisations and public participation

This section documents the perceptions and level of understanding of civil society organisations (CSOs) on public participation based on semi-structured interviews conducted with eight organisations. The section also details the extent of civil society participation in the existing public participation processes in the City of Cape Town and Ward 28. CSOs were interviewed and requested to share their experiences with regards to the extent of their participation in public participation processes in the City of Cape Town**.**

CSOs have an important role to play in the facilitation of public participation in local communities.   The role of civil society is paramount to ensure people's voice in the planning, implementation and monitoring of broad development projects and programmes.   The World Summit for Social Development (1995:81), in its resolution on the involvement of civil society organisations, states that "… governments should commit themselves to provide legal and regulatory frameworks for the contribution of different actors so as to involve local, regional and national civil society in social development." The summit reiterated the critical role of CSOs in development.   In South Africa, CSOs occupy a very important position in representing different sections of the South Africa population in development and policy forums.

Given the critical role of CSOs in development and their function in facilitating public participation, eight CSOs were interviewed as part of the study. The selected organisations are responsible for providing various services to the residents of Ward 28. These services focus mainly on human rights, social justice campaigns, women's empowerment issues and poverty alleviation projects. Organisations interviewed for the study included the Elsies River Advice Office, the Parliamentary Constituency Office, the Community Policing Forum, the Missing and Abused Children Organisation, the Elsies River Youth Development Forum, Women in Leadership, the Social Transformation Organisation and the Elsies River Transformation Organisation. A number of other organisations approached for interviews did not avail themselves due to lack of capacity and their refusal to participate in academic research.

4.2.1 Perception and understanding of public participation and Integrated Development Planning

In this section attention will focus on awareness of public participation processes amongst civil society organisations. This will be followed by an assessment of existing public participation processes, the relationship between civil society organisations and Councillors and officials, the participation of civil organisations in Ward Committees and women's participation. The section will conclude with an outline of service delivery challenges.

4.2.1.1 Awareness of public participation processes

All CSO respondents had some awareness of public participation processes, however when questioned on their understanding of public participation, responses were varied. For some, public participation was "input from local communities into planning", "providing input into legislation and policy", "participating in all issues affecting the community" and "sharing of views and opinions." For others, public participation was "when there is a crisis in the community", "we must help" and "public participation is weak and one respondent stated that public participation is important".

Although the responses indicated an awareness of the concept of public participation, further discussion revealed that respondents did not have an in-depth understanding of

the policies that guided public participation and the actual stakeholders. This raised concern as CSOs are considered active stakeholders in public participation processes. Scholars such as Friedmann and Mckaiser (2008); Buccus (2008); Hicks (2005) and Masango (2002) also shed light on the importance of CSO involvement stating that to fulfil their role, CSOs are required to serve as sector representatives on Ward Committees, represent vulnerable groups i.e. women, children, the disabled etc. at public meetings and make written and oral submissions on behalf of vulnerable groups. Furthermore, CSO's are also responsible for facilitating public participation by organising, mobilising and preparing residents to attend public participation events and to participate in shaping policy and planning.

All the respondents stated that they were responsible for facilitating public participation in their communities, but in practice none of them had attended any public participation events, Integrated Development Planning meetings and sub-council meetings at a local government level. The participation of CSOs in public participation events was mostly at a provincial and national level through public hearings on new legislation and policy. Two of the respondents indicated that they had attended public hearings on children's rights, housing, social grants and domestic violence at a provincial and national level, but could not provide details on the submissions to these public hearings.

There was a strong sense amongst CSOs that the local government public participation events and the IDP process were merely organised to meet legal obligations and not necessarily to gain insight into the socio-economic problems experienced by the community. One respondent stated that "… there is no point in participating or encouraging our constituency to participate, because it changes nothing for our people." The perception amongst CSOs was that they were sidelined, marginalised and not taken seriously. It is the researcher's view that there was a general perception amongst CSOs that local government was non-responsive to the needs of local communities and this perception informed their position on non-participation in public participation activities and the IDP process. This view is supported by Hicks (2005) who in her assessment of public participation by CSOs at local government level states that CSOs "… do not receive feedback on inputs made in public participation processes, have not seen any recommendations being taken up

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or any impact from having participated and made input. CSOs are being co-opted into participating in a process with a pre-determined outcome and are not being recognized as 'worthy' of participating."

4.2.1.2 Assessment of existing public participation processes in Ward 28

The comments from CSOs on the different types of public participation processes were that attending meetings and raising problems facing communities did not result in any change and improvement in the lives of local residents. All the respondents felt that the Mayor, the IDP office, Councillors and officials made empty promises. It was the view of the respondents that nothing materialised for residents of Ward 28 as local government was non-responsive to the needs of local communities and residents' concerns were therefore not addressed. In as much as residents were given an opportunity to raise their concerns about service delivery and give input on local issues at public participation events, respondents stressed that there was no feedback or action after public meetings. It was reported that while local government officials took details of specific cases such as housing problems, repairs and maintenance to rented dwellings, blocked drains etc., there was no action on the part of local government to address service delivery concerns raised by residents. CSO staff members spent much energy and resources phoning the local housing office, contacting the councillor and writing letters to follow up on matters to ensure the resolution of problems, but none of these attempts lead to any resolution of the issues and concerns of residents.

The perception that local government was non-responsive to the needs of the community was largely cited as the reason for not participating in public participation activities arranged by the City of Cape Town, Sub-Council and the Ward Councillor. One of the respondents stated: "We do not trust these processes, because all of this is to get political mileage; these people are not serious about the problems of the community." These views are confirmed by research conducted by Hicks (2007) and Buccus (2008), who found that despite the enabling legislative and policy environment, CSOs are largely absent from public participation processes. The absence of CSOs from public participation processes is attributed to organisations feeling that they are being sidelined, marginalised, excluded, disempowered and dominated by officials.

4.2.2 Civil society organisations' relationship with councillors and officials

With regards to the relationship with councillors and officials, 90% of the respondents stated that they had no relationship with the local Ward Councillor due to political conflict, the attitude of the councillor and her non-responsiveness and insensitivity to the needs of the community. On the other hand, the Parliamentary Constituency Office (PCO) reported that they had an amicable relationship with Councillors and officials in the local housing office and other local government departments. According to the representative of the PCO, the amicable relationship with the Councillors and officials could be attributed to the fact that the PCO is a parliamentary structure and "…Councillors and officials are compelled to work with all parliamentary structures in their local communities."

Respondents also highlighted strained relationships with officials with regards to service delivery issues in general and housing repairs and maintenance in particular. The strained relationships were a direct result of CSOs' experiences with officials regarding non-responsiveness to service delivery and social problems, the manner in which residents were treated by officials and CSOs being sidelined by officials. Strained relationships between councillors, officials and CSOs impacted negatively on the ability of CSOs to facilitate and encourage public participation from residents. The negative stance of CSOs towards officials and councillors impacted on the need for good working relationships between the different stakeholders in the community. Unfortunately these poor relationships prevented residents from participating in the affairs affecting their lives.

4.2.3 Participation in Ward Committees

Local government advocates that Ward Committees are the closest to the people and should serve as the main link between communities and council. Participation of CSOs in Ward Committees is important, because the role of Ward Committee members is to highlight the needs of the people in the area. In response to questions pertaining to the effectiveness of public participation in Ward Committee, 90% of respondents were not aware of the Ward Committee in the area and did not know how the Ward Committee operated. Respondents were also not aware of who the current members of the Ward Committee were. The remaining 10% was aware of the Ward Committee, but did not understand the role and functions of the Ward Committee or

how it operated. One respondent noted that the Ward Councillor appointed Ward Committee members based on their political allegiance. She stated that the Ward Committee "… has nobody from the ANC or organisations that are perceived to be aligned to the ANC." Another respondent stated that she was not aware that she was elected onto the Ward Committee to represent women. She became aware of her status on the Ward Committee when community members approached her about a domestic violence matter in the community. On further investigation it was found that she was nominated for the Ward Committee but was never officially elected. Given that the majority of CSOs had no interaction with the Ward Committee, the needs of the community were not taken to Ward Committee members. As a result, Council could respond to the needs of communities.

4.2.4 Women's participation in public participation events

In response to questions on women's level of participation in public events, all respondents stated that there were very high levels of attendance by women at public participation events in the community. However, the fact that women were present did not translate into any changes in women's conditions and position in society. One of the respondents stated that "… women carry the responsibility for all social problems experienced in Ward 28 and continue to be advocates for change for the entire community." None of the respondents were aware of any special public participation events that were convened specifically for women. In the view of CSOs, it was very important for women to participate in public participation events as women were more aware of the issues affecting the community. Furthermore, respondents held the view that given the high level of attendance of women at public participation events, special efforts should be made to address the issues affecting women i.e. domestic violence, safety, unemployment and substance abuse. It is the researcher's view that the issue of women's participation and the failure to address women's needs point to officials and the municipality being oblivious to their specific needs in the community.

This view is confirmed by Mcewan (2003: 24-25) who conducted research on women's participation in the Western Cape.

> "Most officials and community leaders fail to show an understanding of the structural nature of gender inequalities; some show resistance to address gender issues. They believe that if women should receive any 'special' treatment or consideration, this would constitute unfair discrimination. In terms of the external dimensions of local government, (governance, planning and service delivery) the report found that a gender perspective is lacking. There is little understanding of the need to identify different social (interest) groups in the community, who may require different approaches to enhance their participation in community processes".

4.2.5 Public participation and its impact on service delivery

In responding to whether public participation improved service delivery, the respondents stated that there was very little service delivery in Ward 28. Respondents contended that service delivery and social problems were raised at all levels of government, but were generally ignored by the councillor and local government departments.   It was the view of these respondents that the Ward Councillor was ineffective, because the development plans proposed and discussed with residents did not materialise. For example, one of the respondents reported that residents were promised that their flats would be upgraded. The upgrade plan included the installation of hot water geysers and new flooring, but only a small section of the area was completed and then the upgrading project came to halt. To date no explanation had been given as to why the upgrading of flats was suspended.

Respondents were unanimous in their view that public participation did not improve service delivery. All respondents stated that since the implementation of the public participation processes, nothing had changed for the residents of Elsies River.   The general view amongst respondents was that the City of Cape Town was non-responsive to the needs of residents of Ward 28 and made little effort to engage with them.

4.2.5.1 Service delivery problems

Respondents stated that lodging complaints about poor service delivery through existing mechanisms was very problematic. The mechanisms for lodging complaints were done via telephone calls to the rental office, personally visiting the local rent office and reporting complaints to the Ward and PR Councillors. There were major delays with regards to maintenance and repairs to rented dwellings. Poor service delivery issues were reported to the local housing and rent office, but residents were treated with disdain by officials and showed disrespect toward them.

The Advice Office, a local NGO dealing with social justice and providing advice on human rights issues, argued that "…the human dignity of residents is affected, because of the disrespect shown towards residents by both the Councillor and officials." In certain cases women and children were left homeless, due to gender based violence, but no special attempts were made by local government to provide assistance to vulnerable groups. From the perspective of the Advice Office, it appeared that there was a lack of empathy and seriousness among councillors and officials with regards to the service delivery and social problems experienced by residents of Ward 28. The City of Cape Town made no serious attempts and took no action taken to resolve the social issues affecting residents.

According to CSOs, there were serious service delivery problems around a lack of housing, bad sanitation, blocked drains and safety issues in Ward 28. Respondents stated that residents reported maintenance and repairs issues to the local rent and housing office and the councillor. In some instance residents were supported by CSOs in highlighting their plight around maintenance and repairs issues. Despite reporting and lodging of complaints, complaints were not attended to, because residents were informed by officials that due the non-payment of rent, repairs could not be done due to limited resources. CSOs found this 'no rent payments – no repairs policy' approach extremely problematic, because the majority of residents could not pay rent due to the high levels of unemployment and poverty in Ward 28. This policy impacted negatively on the quality of life of the residents as they had to live with the problems of blocked drains in their houses, broken windows and broken light fittings amongst other issues.

As much as CSOs understood the theory that non-payment of rentals resulted in a smaller resource base for the upgrades and maintenance of rented dwellings in Ward 28, they held the view that other types of interventions and solutions should be found to ensure that such problems were dealt with. On probing respondents for possible solution to these problems, CSO respondents stated that their inputs and recommendations would not be implemented as they were not taken seriously by the government.

All respondents stated that they understood that public participation and Integrated Development Planning were important, but they could not participate in these activities as currently implemented. It is the researcher's view that despite the emphasis placed on the role of CSOs in facilitating public participation, the capacity of CSOs to play this role was doubtful, given their awareness and level of understanding of public participation processes and the lack of skills, competence and resources required for carrying out this role. The lack of capacity of CSOs coupled with the non-responsiveness of local government and the lack of commitment from officials hampered effective public participation.

4.2.6 Concluding comments

The interviews with CSOs confirmed many of the challenges cited in the initial literature review for this study. The CSOs validated the fact that public participation activities did not change the existing living conditions of residents in Ward 28 and definitely did not improve service delivery. As is the case with Councillors and officials, CSOs were unanimous that public participation did not meet its stated goal of ensuring the voice of the people in issues affecting their lives.

The ensuing chapter will provide background to the case study area, followed by an overview of organisations responsible for service delivery and will conclude with how residents understand and engage in public participation processes.

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CHAPTER 5: Public Participation and Integrated Development Planning

This chapter provides an overview of the case study area, details the local institutions responsible for service delivery and details the findings on how residents of Ward 28 understand and engage in public participation processes based on their experiences with local government departments, officials and councillors.

5.1   Overview of the case study area

This section provides an overview of the Elsies River, as selected case study area for this study and elaborates on its physical infra-structure, service delivery challenges, unemployment and safety and security.   The background to the case study was developed using the 2001 Census, reports compiled by the City of Cape Town, interviews with residents, civil society organisations and public officials**.**

5.1.1   Background and Context

Ward 28, one of the wards in Elsies River, comprises Adriaanse, Avonwood, Balvenie, Clarkes Estate, Elnor, Elsies River and Epping Forest. According to the City of Cape Town, in its estimated population figures for 2008, the Ward has an estimated population of 39 232.   Of the total population 47.11 % is male and 52.89% is female. The majority of the population (96.73%) is classified "coloured" followed by 2.02% "black African", 1.08% "Indian and 0.16% "White".

Elsies River is an urban township located in the Northern Suburbs of Cape Town, in the Western Cape Province. It was declared a 'coloured group area' by the *apartheid* government. The area was established as a result of the removal of "coloureds" from the South African voters' roll in 1951 through the Separate Representation of Voters Act No 46 and the proclamation of the Population Registration Act 30 and Group Areas Act 41 in 1950 (SA History, 2010).

Elsies River is situated between Epping on its western boundary and Parow Industrial on its eastern boundary. The Bellville railway line serves as its northern boundary, whilst 35th street, which is an access arterial to Modderdam Road, forms the southern boundary. Elsies River consists of eighteen areas namely The Range, Clarkes Estate,

Epping Forest, Adriaanse, Elsies River, Elnor, Eureka, Balvenie, Modderdam, Uitsig, Connaught, Avon, Avonwood, Leonsdale, Riverton and Cravenby. Elsies River is surrounded by the suburbs Vasco, Goodwood and Parow. The area is locally demarcated into Wards 28, 24, 26 and 30.

The Elsies River community has a rich history of participation in the liberation struggle in South Africa. The residents of this community played a key role in ending *apartheid* through its participation in the United Democratic Front and subsequently as members of the African National Congress (ANC), since its unbanning in 1990. The Elsies River Community has a legacy of very strong civil society structures i.e. women, civics, youth, labour and religious organisations and other community-based organisations. Elsies River has been documented in history as being one of the focal points of anti-*apartheid* protests in 1976 and 1980 through its participation in student, bus, rent and consumer boycotts. According to Western (1981) Elsies River was the site of the most violent protests in Cape Town on June 16 and 17, 1980. These actions were a manifestation of the people's dissatisfaction with and anger towards the *Apartheid* Regime. The Elsies River community has produced a number of female and male leaders that have contributed to transforming South African society and who continue to provide leadership in reconstructing the country and the continent.

Elsies River also had a strong Labour Party presence from the 1970s to the 1980s. A large number of its residents participated in the Tri-Cameral elections in 1983, despite the campaign by the United Democratic Front (UDF) to boycott these elections. Elsies River has always been a highly contested area in the political arena The National Party/New National Party/Democratic Alliance has dominated the area politically since 1994. Since the democratic elections in 1994, structures of civil society has weakened considerably, but continue their campaigns for social justice and creating a better quality of life for residents of this community. The changes in the political landscape of the country did not improve the lives of residents of Elsies River in any significant way, as the community continues to experience high levels of unemployment, poverty and a major shortage of housing which has lead to severe overcrowding. There are high incidence of gender-based violence, child abuse, drug

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and alcohol abuse, gangsterism and violent crimes. The incidence of HIV infections is also increasing at a rapid pace.

5.1.2 Physical Infra-structure

Elsies River has a fairly good physical infra-structure as it has tarred roads and provides access to most service facilities. The roads are in a fairly good condition, and main roads also provide access to Cape Town International Airport and major business facilities in the northern suburbs. Elsies River has a combination of rented dwellings (houses and flats), privately owned houses, shack dwellings in backyards and open land. Of these dwellings 43% are rental stock, 52% privately owned and the remaining dwellings are rent free (City of Cape Town, 2009). Of the 6091 units, 95% have access to electricity. The remaining 5% use gas, paraffin, solar power and candles. The above statistic excludes backyard dwellers that largely access electricity from the main house. About 84% of residents have access running water, 6% have access to a tap on the premises, 1% has access to water within a distance of 200 metres from their dwelling, while 7% has access to water further than 200 metres away from their dwelling. Other sources of water i.e. rain water tanks are used by 2%. The majority of residents have access to flush toilets. About 4% either use a pit latrine or bucket system, while 1.71% does not have access to any sanitation facilities.   The above statistics show that most households have access to electricity and water with the exception of backyard dwellers and those living in informal settlements. A number of residents have, however, recently received letters of intent from the City of Cape Town to have water disconnected due to non-payment.

5.1.3 Service Delivery Challenges

The Elsies River community faces a number of serious service delivery challenges. According to the report on the Mayor's Listening Campaign (2003:9), the major service delivery issues facing the Elsies River Community include but is not limited to high crime rates, job creation, provision of housing, access to water, social welfare, poor quality housing, access to education, recreational facilities and access to electricity. Recent studies conducted by civil society organisations in Elsies River, still cite the same socio-economic and service delivery challenges in 2010. According to residents and organisations based in Elsies River, housing is the most serious service delivery challenge (see Annexure 1 for more details on service delivery issues).

5.1.3.1 Housing

There is evidence of serious overcrowding in most of the rental stock which comprise flats and houses. Residents state that they have been on the waiting list for many years, but are never considered for new housing projects. The 2010 audit of the waiting list commissioned by the Department for Human Settlements, revealed that the housing waiting list is flawed due to duplication of entries, data on the waiting list not being verifiable and incomplete and some of the people on the housing waiting list not being traceable. According to the Minister of Human Settlements in the Western Cape, "… the housing list is fundamentally flawed, it is as good as non-existent and it allowed people who should not get houses to access housing." The study further reported that there is not a uniform system by which the housing waiting list is managed by local municipalities (Cape Argus, 2010:7).

There are also problems with regards to the transfer of rent leases. Once parents have died, the children/family of the deceased experience extreme difficulty in the transfer of the lease agreements. Transfer can only take place if the new lessee is able to prove income, but most residents are unemployed, therefore the rented flats and houses cannot be transferred into their name.

Rent arrears also pose a challenge, because a large percentage of the Elsies River Community cannot afford to pay rent, due extremely high levels of poverty and unemployment. According a local resident, "… we cannot pay rent, because we do not have money. The little income we have is used to buy food and buy electricity." This non-payment of rent in turn impacts on the ability of the council to maintain and repair houses. According to Councillor Simons, the council has now developed a strategy to deal with maintenance of and repairs to rented houses. The strategy divides residents into A-tenants, who pay rent, and B-tenants, who do not pay rent. Maintenance and repairs are prioritised according to this strategy, so by implication residents who pay rent get priority for maintenance and repairs and those who do not pay are relegated to the bottom of the list.

5.1.3.2 Employment

There are also reports of extremely high incidents of unemployment. Most of the employed are general workers in factories and the majority of women are employed as domestic workers. Those employed earn between R350 and R750 per week. It is reported that 22% are formally employed, working five days a week. The remaining 78% are dependent on social grants and casual labour (City of Cape Town, 2010).

5.1.3.3 Safety and security/crime

Elsies River is notorious for gang-related crime and there are numerous gangs that operate from different locations in the community. The area has an established distribution network of drugs, alcohol and sex workers. According to an interview with a police representative based at the Elsies River SAPS, the most reported crimes are assault, serious assault, robbery, smash and grabs from delivery vehicles, rape, domestic violence, theft from vehicles, drug possession and house-breaking. The police representative mentioned that most rapes reported are committed by people known to the victim. He also stated that all the robberies and theft could be linked to the high levels of drug abuse. Other crimes result from sporadic gang-related activity and violence. As part of the crime prevention strategy for Elsies River, the police have visible policing and have implemented random 'stop and searches'. These mechanisms have contributed to a drop in the crime rate in Elsies River.

According to crime statistics released by the City of Cape Town in 2009, Elsies River had the second highest level of crime in Cape Town related to drug abuse. Residents concur that most crimes are related to substance abuse and sporadic gang violence. This view is confirmed by Sciocappie (2010) and Gie (2009). Gie (2009:14) states that there has been a "dramatic increase in the rate of drug-related crime over the period 2001/2 to 2007/08 – from 241 cases per 100 000 to a staggering 830 per 100 000 in 2007/08. This may be due to the depressed socio-economic conditions in many areas on the Cape Flats as well as the recent dramatic influence of the use of the drug Chrystal Methamphetamine, more commonly known as *Tik*".

5.2 Local institutions

Elsies River community is serviced by a range of institutions consisting of civil society organisations, political parties and government departments.

5.2.1 Non-governmental organisations

Elsies River has more than 100 non-governmental organisations and community based organisations operating in the area.   The services rendered by these organisations are mainly rights- based advice and community development. Civil society organisations implement a range of poverty alleviation projects with a focus on food provision, facilitation of education and training programmes and skills development programmes. The target group are broadly unemployed residents, but special programmes are being implemented for women, the youth, children and the disabled. The key organisations in the area are the Community Advice Office, the Advice office for the Aged, Catholic Welfare and Development, Youth Development Forum, ComArt, Women in Leadership, the Organisation for Abused and Neglected Children, Tehilla Community Organisation, the Community Policing Forum, the Social Transformation Organisation and a range of smaller organisations offering a variety of services to the residents of Elsies River.

5.2.2   Political parties

The political parties active in Elsies River include the African Christian Democratic Party (ACDP); the African National Congress (ANC); the Congress of the People (COPE); the Democratic Alliance (DA); the Independent Democrats (ID) and the South African Communist Party (SACP). The Democratic Alliance currently has political control of Elsies River after winning the National and Local Government Elections.   The other political parties have a presence in the area through their membership and their elected representatives in local, provincial and national government. Research has shown that the ANC has a broad membership in this area through their branch structures, whereas the other parties do not have such a broad-based membership.   However, the majority of the residents voted for the Democratic Alliance in the previous local and national elections.

5.2.3 Government Structures/Departments

The Elsies River area is serviced by various government structures and departments. The Parliamentary Constituency Office (PCO) is the first contact for residents with government. The function of the PCO is to serve as a link between government and civil society and to facilitate direct contact and communication. It broadly aims to empower people to be active participants to build a united, non-racial and democratic country (Stimela, 2005:19). The PCO must also provide information on government programmes to residents and act as an advice office with regards to problems experienced with service delivery issues.

The local government structures operating in the area include the local housing office responsible for all housing related problems including the collection of rentals, rates, service fees and the maintenance of rental stock. Local government clinics are also available for child health and the administration of medication for residents with chronic illnesses.

Ward 28 has a Ward Committee with only four sectors represented namely health and welfare, education and business. The remaining seven sectors are vacant as no nominations for these sectors have been received from the community. The vacant sectors are women and youth; religious, senior citizens, ratepayers/civic associations; sports and culture and the environment. Civil society organisations in the area claimed that the process was not transparent and that Ward Committee members were appointed by the councillor whereas the ward councillor was of the view that the local organisations were not interested due to local party politics.

Elsies River residents are serviced by the Department of Social Development located in Bellville. All matters related to applications and the renewal of social grants, are administered via the Bellville office of the South African Social Service Agency (SASSA). To ensure better access, the SASSA officials are available at the Elsies River Civic Centre to process applications and provide information. Labour matters are dealt with by the Labour Department Satellite office situated in Goodwood. Traffic fines and licensing are serviced by the Goodwood and Parow Traffic Departments. The Goodwood Magistrate's Court and the Parow Regional Court

serves the community in terms of all issues related to justice. All other interaction with government departments is conducted through their provincial offices located in the CBD of Cape Town.

5.3 Residents' perceptions and level of understanding of public participation and Integrated Development Planning

Residents of local communities are major stakeholder in the public participation activities of the City of Cape Town. Similarly the success of the IDP process is reliant on input from residents so as to ensure that the City of Cape Town designs its IDP to the expressed needs of the residents. The Constitution of the Republic of South Africa (1996) stipulates in Section 152 that one of the objectives of local government is to encourage the involvement of communities in the matters of local government. This objective is elaborated on in the White Paper on Local Government (1998) and states in Section 1.3 that "…municipal Councillors should promote the involvement of citizens and community groups in the design and delivery of municipal programmes." The involvement of residents in the affairs of local government is enshrined in legislation and therefore bestows on residents a central role in the public participation processes and the IDP process in South Africa.

Given the central role of residents in the public participation processes and the IDP, 45 residents from Ward 28 were interviewed and 37 residents participated in focus group discussions for this study. The residents were interviewed to ascertain their level of understanding of public participation and Integrated Development Planning. A semi-structured questionnaire was used to gather data from all respondents.

This section will provide a profile of residents of Ward 28, document the perceptions and levels of understanding of public participation processes and Integrated Development Planning based on interviews conducted and focus group discussions with residents of Ward 28 in the City of Cape Town. The section will also include observations based on the researcher's attendance at a public meeting on service delivery issues.

5.3.1 Profile of Respondents

5.3.1.1 Age distribution of respondents

The sample consisted of 82 respondents residing in the areas of Epping Forest, Avonwood, Clarke's Estate, Adriaanse and broader Elsies River**.**

Figure 5.1 illustrates the age distribution of respondents. The age group of the respondents varied between the ages of 20 to 60 and above. Despite varying the times of interviews to ensure the inclusivity of the sample, the majority of respondents were female. Even in cases where men were home, they would call the women in the household to be interviewed. This confirms the view by civil society organisation respondents that mostly women participate in public participation events and raise issues affecting the community.
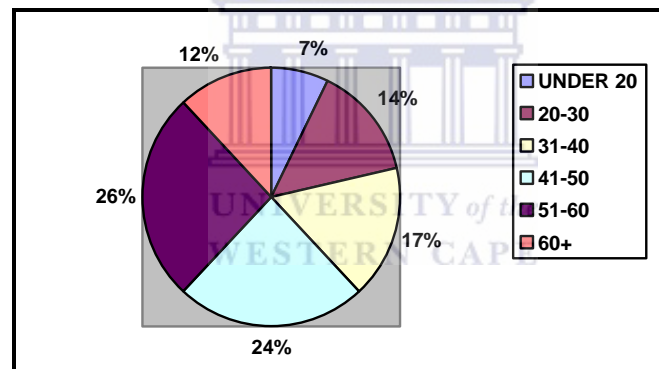
Figure 5.1: Age distribution of respondents

5.3.1.2 Income sources of respondents

Figure 5.2 refers to the income sources of respondents. None of the respondents were in formal employment and indicated their status as unemployed. In most of the households, there was at least one person in receipt of a social grant from the government. These grants were mainly child support grant (a grant given to children up to the age of 15 years); old age pension (to persons over the age of 60); and the disability grant (for people with temporary and permanent disability – people with HIV/AIDS also receive this grant). The majority of respondents (56%) were unemployed and the remaining 44% received social grants. More than 50% of the residents also received food parcels from government agencies and civil society

organisations, attended local soup kitchens for food supplements and others survived from begging and the generosity of neighbours and religious institutions.
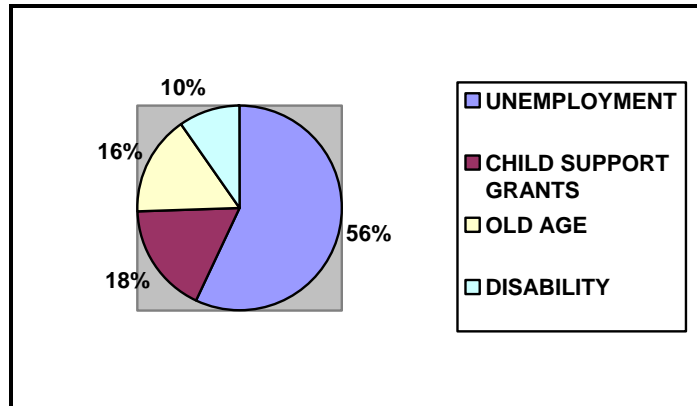
Figure 5.2: Income sources of respondents

5.3.2 Understanding of public participation and Integrated Development Planning

The section will discuss the understanding of residents of Public Participation and Integrated Development Planning

5.3.2.1 Public participation awareness amongst residents

Figure 5.3 illustrates the level of awareness among respondents of public participation activities in Ward 28. The majority of respondents, 86% did not have any awareness of these activities. Most of the respondents said "I don't know what it is" and " I have never heard of it". Only 2% of respondents had some awareness of public participation and stated that is "where you can say your say" and "where the people's voices must be heard."
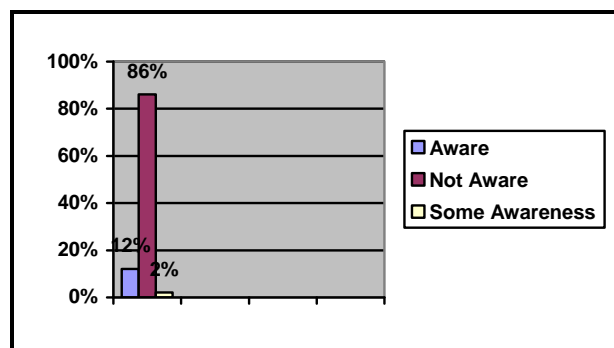
Figure 5.3: Awareness amongst residents on public participation

The 12% of respondents who were aware of public participation processes were, however, not convinced that it held any benefits for the local community. Respondents also held the view that public meetings were arranged by political parties for the sole purpose of promoting their political agenda. Respondents stated that any public activity arranged by the Mayor, Councillor or any other institution was most likely to relate to issues of voting. The overwhelming majority of respondents (86%) indicated that they did not know why the City of Cape Town arranged events. Respondents assumed that it had something do with the government forcing officials and government departments to do it. One respondent stated "… these meetings are pure window dressing, the officials and the Councillor want to be seen to be doing something for the community, but in reality they do nothing. Look at our area and tell me what has changed, nothing has changed, we are worse off."

It is the researcher's view that public participation forms the cornerstone of democracy in South Africa and if residents do not have an understanding and awareness of public participation, they will be unable to participate in the local democratic processes. This lack of awareness by citizens requires a dramatic shift in approach and practice. Buccus (2008) sheds light on this point and argues that in order for this shift to take place "… democracy needs to change to meet the needs of its new environment. It needs to become more participatory, more transparent and more accountable. It needs to go out and actively seek the views and opinions of its partners, the citizens. And not just because it is the right thing to do, or even to 'save' democracy, but because it is in the government's interest to do so."

5.3.2.2 Level of awareness and participation in the Integrated Development Planning

Figure 5.4 illustrates the level of awareness of the Integrated Development Planning process. With regards to the level of awareness and participation in Integrated Development Planning (IDP) activities, 94% of the respondents had no awareness of the IDP process. Respondents said that they did not know what the IDP was. Only 6% of the respondents had seen advertisements related to the IDP in the local community newspaper, but did not know anything about the IDP. Of the residents interviewed, 10% thought that the acronym IDP stood for a political party. One of the respondents stated, "I am not interested in the IDP, I will not vote for any one of

them*."* The low level of understanding and awareness of the IDP and lack of participation in the IDP processes contradict and mitigate the intent of the IDP, which makes provision for the active participation of community members in the formulation of the IDP. The IDP process is described by Theron (2009:145) as a process whereby beneficiaries participate, influence, direct and eventually "own" their development process. This, is however not the case in Ward 28.
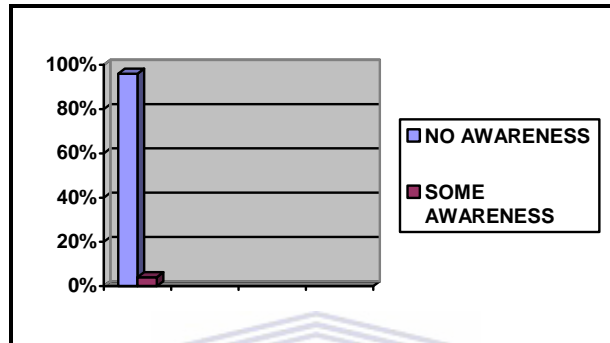
Figure 5.4: Awareness amongst resident of Integrated Development Planning

It is the researcher's opinion that if the IDP is an integral part of the overall development process of local communities, local government has to invest much more in the capacity building components of the IDP.   Capacity building among residents would ensure that beneficiaries of services were firstly aware of the IDP and secondly equipped to actively participate in the IDP and their development process. Through the active participation of communities in the affairs of local government, communities will be more likely to influence the nature and course of development initiatives in their local communities.

5.3.2.3 Awareness of Ward Committees
The main role of Ward Committee members is to convey their community's needs to Council through the councillor, and report back to residents on the outcomes of discussions. The Ward Councillor takes any issues that the Ward Committee has raised to the sub-council for consideration. With regard to the Ward Committee in Ward 28, 93% of residents were not aware of the Ward Committee and did not know what the roles and function of a Ward Committee were. The Ward Councillor, stated, however that a formal process was followed towards the establishment of the Ward

Committee The process was explained to the researcher during the interview with the Ward Councillor and is represented in the diagram below.

PROCESS FOR ELECTION OF WARD COMMITTEES

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┌─────────────────────────────────────────┐
│                                           │
│   ┌───────────────────────────────┐      │
│   │ Advertisements are placed in  │      │
│   │ local community newspapers    │      │
│   │ inviting nominations for the  │      │
│   │ Ward Forum                    │      │
│   └───────────────────────────────┘      │
│                 │                         │
│                 ▼                         │
│   ┌───────────────────────────────┐      │
│   │ Organisation and sectors are  │      │
│   │ invited to nominate           │      │
│   │ representatives to serve on the│      │
│   │ Ward Forum                    │      │
│   └───────────────────────────────┘      │
│                 │                         │
│                 ▼                         │
│   ┌───────────────────────────────┐      │
│   │ Residents are invited to a    │      │
│   │ public meeting to formally    │      │
│   │ elect Ward Forum members      │      │
│   └───────────────────────────────┘      │
│                 │                         │
│                 ▼                         │
│   ┌───────────────────────────────┐      │
│   │ Nominated members are         │      │
│   │ formally elected by residents │      │
│   │ by a show of hands            │      │
│   └───────────────────────────────┘      │
│                                           │
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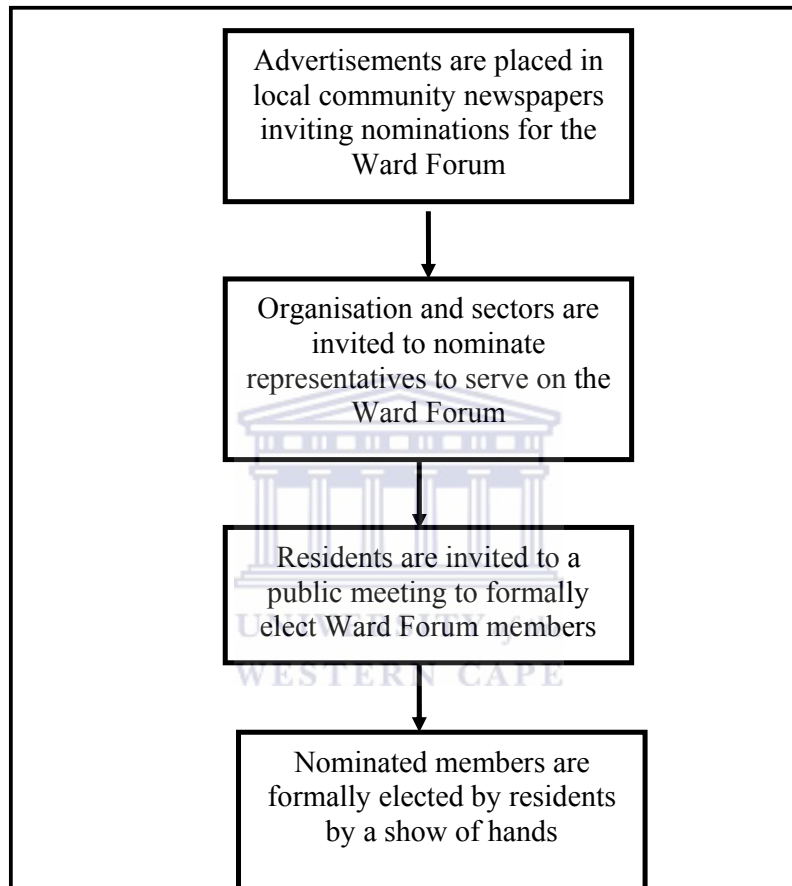
Figure 5.5: Process for election of Ward Committee 28

(Source: Adapted from City of Cape Town)

The Ward Committee for Ward 28 is still not fully constituted as only four sectors are represented namely education, community based organisations, health/welfare and business. According the City of Cape Town, Ward Committees can have up to 20 members representing different interest groups and a chairperson. The key interest groups such as women, children, disabled people, safety and security are not represented on the Ward Committee of Ward 28, and the absence of these important sectors on the Ward Committee results in these sections of the community having no voice. On probing the Ward Councillor on what steps were being taken to fill the

vacant seats on the Ward Committee, the Ward Councillor stated that the vacant seats on the Ward Committee was caused by local organisations and sectors not being interested in local government processes.

5.3.2.4 Relationship with elected Councillors

In response to questions regarding the relationships with elected councillors, 90% of respondents had serious problems with the Ward Councillor and indicated that she "had a very bad attitude towards poor people". Respondents stated that "… the councillor always make us feel as if we are responsible for our own problems" and "…the councillor does not help us with anything, she is unapproachable because of her rudeness and attitude". Some residents made allegations that all poverty relief efforts went towards people who supported the Democratic Alliance as the majority party in Ward 28 and other political party members were marginalised by the councillor.   The responses from residents indicated a poor relationship between the Ward Councillor and residents. It is the researcher's view that this poor relationship impacted on the extent to which the residents engaged with the Ward Councillor. The low levels of engagement with the Ward Councillor impeded the support and interventions residents could expect from the councillor with regards to the social and service delivery problems experienced in the community. Residents reported a more amicable relationship with the PR Councillor.

5.3.3 Assessment of the extent and nature of public participation

Figure 5.6 reflects the extent of attendance of residents at local public participation events. In the assessment of the extent and nature of public participation by residents, it was found that only 9% of residents participated in public participation events that were arranged by the Ward Councillor, the sub-council and the City of Cape Town.
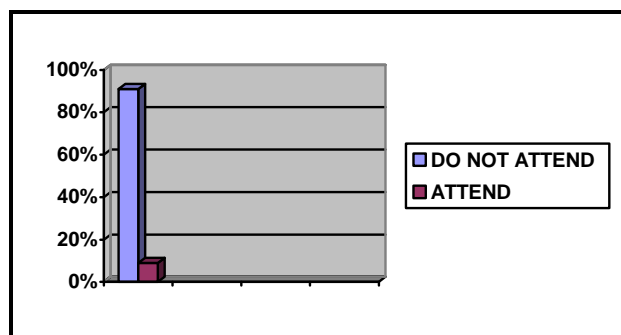
Figure 5.6: Attendance levels at public participation events

On probing the reasons for the non-participation in public participation events, 91% of respondents stated that they did not attend public participation events because "… all they do is make empty promises"; "… you attend meetings, tell officials and politicians about all your problems, but they do nothing"; "… it is a waste of time, because nothing will change"; "…their attitude will not change, because politicians and officials think they are better than us, they think they are doing us a favour"; and "… politicians and officials are corrupt, they just do things to enrich themselves".

These reasons point to a breakdown of relationships between residents and local government. The breakdown in the relationship could be attributed to apathy, distrust in government structures and negative attitude toward officials and councillors based on past experiences. The perception that local government was not likely to do anything to change the quality of life of residents in Ward 28 also impacted on the relationship between local government and residents.

Carothers and Skocpol, cited in Hicks (2005), note that:

> "…typically, with growth in poverty and inequality, and as citizens become increasingly sceptical and distrustful of political parties and institutions, and of corruption, there is declining political participation. This widening gap between citizens and state institutions results in a 'diminished democracy' With parties' focus characteristically being on electoral processes to the detriment of effective representation, links between citizens and the state are not being developed. The result: a 'weak democracy marked by poor representation."

It is the researcher's view that respondents confirmed the position expressed by Carothers and Skocpol, as residents believed that their quality of life was deteriorating and held government responsible for high poverty levels in Ward 28. Respondents did not necessarily view local government facilitation of public participation processes as attempts to strengthen democracy and to ensure a strong link between themselves and state institutions. Furthermore respondents did not believe that public participation activities facilitated by government were to solicit their input and comments on the issues affecting them at a local level. Respondents were unanimous

in their view that local government was not taking any action towards improving their living conditions and viewed most activities arranged by government as attempts to gain votes.

It was also apparent that residents aligned to the African National Congress (ANC), Congress of the People (COPE) and smaller parties shared similar views and indicated that they did not attend any of the public participation events organised by the Democratic Alliance, adding that they would not give the opposition legitimacy by attending these events.

It is the researcher's view that the current state of public participation in Ward 28 does not bode well for our democracy and the central role that citizens are to play in determining the planning and implementation of service delivery in local communities. It can thus be concluded that residents in Ward 28 in Elsies River did not have any interest, in participating in public events. There was therefore no public participation of beneficiaries in general and particularly no public participation in the IDP process by the majority of residents. Thus all development and planning in Ward 28 was taking place without the active involvement and participation of the beneficiaries of the services. The existing enabling legislative provisions, frameworks, policy and approaches to public participation had no impact on the quality of service delivery in this area. Public participation activities and approaches therefore need urgent redress to ensure the upholding of the principle as enshrined in the South African Constitution, Chapter 7 (Section 152) which states that local government should "…ensure the provision of services to communities in a sustainable manner…" and "…encourage the involvement of communities and community organisations in the matters of local government".

5.3.4 Integration of needs and concerns into broader planning and service Delivery

Respondents were clearly of the view that their concerns and issues were not being integrated into broader planning processes. Responses also revealed that the City of Cape Town did not take the service delivery and socio-economic issues facing Ward 28 seriously.

Figure 5.7 provides an overview of the service delivery problems raised by respondents during the interviews. The major service delivery issues reported by residents include extremely high rates of unemployment, poverty, substance abuse, housing, maintenance of and repairs to rented dwellings, fixing of drains, potholes, street lighting and cleaning up of open spaces. Annexure 1 provides more details of the service delivery issues raised by residents.
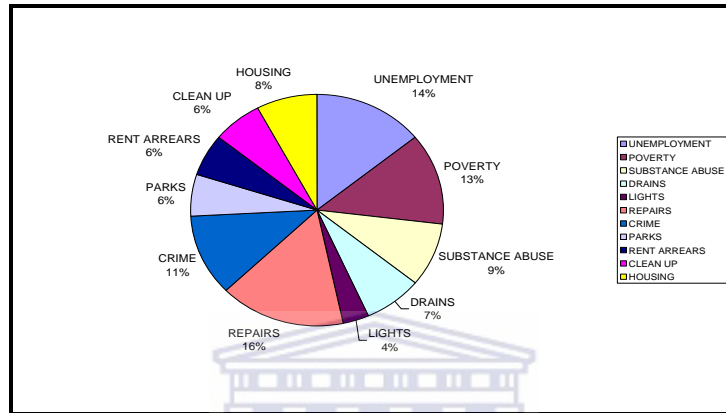
Figure 5.7: Major Service Delivery Issues

The views and opinions of these residents were informed by the perception that the City of Cape Town was non-responsive to the needs of the community. According to the respondents, the service delivery issues had been raised at local meetings and brought to the attention of councillors, officials and the Mayor. Residents also indicated that they had lodged complaints with the local political parties and civil society organisations, but no action had been taken on the problems in the community.

A number of researchers support these views expressed by the residents in Ward 28 and argue that public participation activities and the IDP process, which is the overarching framework for integration and service delivery, has become "a 'pressure cooker', which is incompatible with unwieldy community input which tends to disrupt intergovernmental cohesion and adherence to the intergovernmental deadlines" (Good Governance Learning Network, 2008:52). The view held by residents of Ward 28 regarding the IDP is confirmed by de Visser (2009:23) who states that "there is then a real danger that communities and community organisations will become disgruntled with the IDP, as they perceive the process to be inadequate in responding to their needs. This study has confirmed these views as residents have expressed the feeling

that local government is non-responsive to their service delivery needs, based on their lived experiences.

5.4 Concluding comments

The interviews with residents revealed that the Ward 28 community had a very low interest level in the affairs of local government. The study has confirmed that public participation activities and the IDP process were not high on the list of priorities of local residents. Residents of Ward 28 did not believe that public participation activities had any positive spin-offs for the community.

The ensuing chapter will present the general findings emanating from the study, draw conclusions based on the findings of the study, list the challenges identified by residents and conclude with recommendations to policy makers and other stakeholders.

CHAPTER 6: Conclusions and recommendations

This chapter is divided into five sections. The first section provides a summary of the findings from the three groups of respondents, namely the officials/councillors, civil society organisations and residents interviewed for the study. The second section provides conclusions based on the key objectives of the study. The third section briefly outlines the challenges identified by respondents with regards to public participation. The fourth section provides the theoretical reflections and is followed by the fifth section which concludes the thesis with a number of recommendations.

6.1 Summary of findings

6.1.1 Officials and Councillors

Interviews with officials and councillors confirmed many of the challenges that exist with regards to public participation, Integrated Development Planning and service delivery. The officials and councillors confirmed that there were many challenges with public participation with regards to current mechanisms and processes in the City of Cape Town. Councillors and officials were unanimous in their view that public participation did not meet its stated goal of ensuring the inclusion of the voice of the people in issues affecting their lives. The summary of the findings based on interviews conducted with officials and councillors were:

- That wide differences existed in the understanding of public participation amongst the different departmental officials and councillors;
- The lack of skills and competence amongst officials and councillors remained a major obstacle to fulfilling their mandate with regards to public participation;
- Existing public participation methods were not achieving maximum developmental objectives due to a lack of understanding and awareness of Integrated Development Planning amongst communities on the one hand, and public participation implementation among officials and councillors on the other hand;
- There was a need for capacity building programmes for officials and councillors to improve existing public participation processes;

- Officials and councillors conceded that certain public participation processes were far removed from communities, resulting in low levels of participation from residents. The general perception at the local level was that local government is non-responsive to local community needs.

Officials and councillors were in agreement that an intervention needed to be made to raise awareness amongst resident of the importance of public participation, Integrated Development Planning and its link to service delivery.

6.1.2 Civil society organisations

The interviews with civil society organisations (CSOs) confirmed many of the challenges cited in the initial literature review for this study. The CSOs agreed that public participation activities did not change the existing living conditions of residents in Ward 28 and definitely did not improve service delivery. Like the councillors and officials, CSOs were unanimous in their view that public participation did not meet its stated goal of ensuring maximum developmental objectives and transformation of society. CSOs were of the view that there was limited consideration for the inputs from residents into overall planning processes, service delivery and development projects. The summary of the findings based on interviews conducted with civil society organisations were:

- CSOs in Ward 28 did not have a clear understanding of public participation;
- CSOs lacked the capacity to fulfil their important role in public participation activities;
- There was a low level of attendance at public participation events by CSOs;
- There was a general perception amongst CSOs that public participation events did not change the quality of life of local residents;
- It was the view of CSOs that local government councillors and officials were unsympathetic to the plight of local residents and were non-responsive to community needs;
- There were strained relationships between CSOs and councillors and this impacted on the level of public participation from local residents;
- There was limited awareness of Ward Committees as an important vehicle for participation and local development initiatives amongst CSOs;

- Respondents were unanimous in their view that public participation did not improve service delivery.

6.1.3 Residents

Interviews with residents revealed that the Ward 28 community had a very low level of interest in the affairs of local government.   The study confirmed that public participation activities and Integrated Development Planning was not high on the list of priorities for local residents.   Residents of Ward 28 were of the view that public participation activities had no positive spin-offs for the community, resulting in extremely low levels of participation from residents. The summary of findings based on the interviews, focus group discussions and the meetings attended were:

- None of the respondents were in formal employment and indicated their status as unemployed, indicative of a very high unemployment rate in Ward 28. The unemployment rate results in extreme levels of poverty in Ward 28. Extreme poverty is highly likely to be a contributing factor to low levels of public participation as residents are pre-occupied with day to day survival and do not prioritise participation in local development and planning processes;

- The majority of respondents did not have any awareness of the concept of public participation and Integrated Development Planning;

- There were very low levels of attendance of public participation events arranged by the City of Cape Town. Reasons given for the low levels of attendance was the association of public participation activities with votes and elections, political tensions amongst members of different political parties, safety issues and general disinterest in public participation processes by residents.

- Respondents were not aware of the Ward Committee and did not know what the roles and function of a Ward Committees are;

- Respondents expressed concerns about their relationship with the Ward Councillor. The majority of the respondents cited a poor relationship with the councillor and due to her lack of respect towards poor people.;

- Respondents had limited capacity to participate based on the low awareness levels and understanding of the affairs of local government.

6.2 Conclusions based on the key objectives of the study

6.2.1 Assessment of existing models and frameworks for participation

The study provides an in-depth review of the existing models and frameworks for public participation at national, provisional and local government level. It can be concluded that despite the enabling legislation, policy and resource allocation for public participation, these have failed to achieve its stated goals and objectives. The failure of public participation frameworks and models to work with communities to find sustainable ways to meet their needs and improve their quality of life as prescribed by legislation and policy is evident in the following key findings of the study:

- Officials confirmed that service delivery issues faced by local communities were but a wish list as local government was unable to meet the needs on housing, poverty, safety and unemployment due to lack of resources and the disjuncture between City wide plans and residents' expressed needs;
- Civil society organisations stated that nothing materialised for residents of Ward 28 as local government was non-responsive to the needs of local communities and residents' concerns were not addressed;
- The majority of residents did not have any awareness of public participation activities and were not aware of the IDP;
- The increase in service delivery protests confirmed that residents felt isolated from planning processes and residents claimed that their voices were not being heard, hence their resorting to drastic action in the form of public protests.

6.2.2 Extent and nature of participation by residents in Ward 28

The residents of Ward 28 did not participate effectively in the existing public participation processes as confirmed by the officials and councillors and based on the first hand sharing of experiences during personal interviews and focus groups. The majority of residents were not interested in the public participation processes and did not participate in the existing structures and activities arranged to facilitate public participation. The lack of interest and low level of participation could be attributed to the fact that residents did not believe that these processes were beneficial to the community as there were no visible results with regards to service delivery.

6.2.3 Level of understanding, perceptions and engagement by citizens and officials in the existing public participation processes

The respondents had a limited understanding of public participation processes and did not have full appreciation for, and conceptualisation of, the developmental benefits of public participation. The limited understanding and negative perceptions had become a major obstacle to ensuring the effective participation of communities in the issues affecting their lives. No attempts had been made by City of Cape Town and civil society organisations to raise awareness levels and build the capacity of communities to ensure meaningful participation from citizens in the planning and development processes of the City of Cape Town.

6.2.4 Integration of public inputs into final policy and programmes

It is evident from the complexity of the IDP and other planning processes that public input and concerns were inadequately integrated into broader planning and integration processes of the City of Cape Town. The planning and policy agenda were largely determined by national, provincial and local city wide priorities and no evidence was found to suggest that the local expression of needs in Ward 28 had been integrated into broader planning processes.

6.3 Theoretical reflections

This section reflects on the major theoretical themes underpinning the study.

6.3.1 Public Participation

The definition of public participation used in this study was participation as an empowerment process, by which people at a grassroots level should effectively involve themselves in creating structures and in designing policies and programmes that serve overall development goals. The findings of the study confirmed that the empowerment components of public participation was absent from public participation processes in Ward 28. It was found that public participation activities were implemented as an obligation on the part of local government and not necessarily to ensure meaningful participation from communities. Furthermore, it became evident that local residents did not actively and effectively participate in determining development initiatives and decisions as programmes are pre-designed.

Communities, therefore did not reap any benefits from existing public participation processes. Government departments had failed to ensure meaningful participation of community members.

6.3.2 Developmental Local Government

The White Paper on Local Government (1998) states that Local Government must work with communities to find sustainable ways to meet their needs and improve their quality of life. Local government as the sphere of government closest to the people is responsible for service delivery to residents including housing, primary health care and community policing as well as the provision of basic services such as water, electricity, sanitation and refuse removal to local communities. Furthermore developmental local government is also responsible for inclusive developmental planning through the Integrated Development Planning process.

The study has confirmed that local government did not meet its mandate as articulated in the White Paper on Local Government (1998) as local government had failed to achieve the objective of working with communities toward meetings the social and economic needs of local residents. This failure is evident in the elaboration of service delivery challenges expressed by respondents throughout the study. The study has revealed that residents of Ward 28 faced many difficulties such as overcrowding as a result of the huge housing backlog, extremely high levels of unemployment, extreme poverty, high levels of crime and substance abuse, and major problems with regards to sanitation, sewerage and refuse removal. According to residents these issues had been raised with the relevant authorities over a protracted period, but there had been no intervention from government departments. The lack of response to the service delivery needs of residents pointed to the failure of local government to meet its mandate.

6.3.3 Constitutional and Legislative Framework

Despite the impressive Constitutional and Legislative Framework in South Africa that stresses the importance of public participation, the three groups of respondents namely officials/councillors, civil society organisations and residents agreed that it did not meet its stated objectives. All legislation governing local government encourages the delivery of services to citizens in a sustainable manner and refers to the inclusion

of citizens in the affairs affecting their lives. Emphasis is placed on the participation of citizens in the policy, planning and development initiatives in South Africa through different mechanisms. The legislation further encourages that special measures must be put in place to ensure the participation of the previously excluded and the vulnerable groups i.e. women, the disabled, the youth and children.

The respondents were unanimous in their view that the enabling Constitutional and Legislative framework for public participation did not translate into an environment that encouraged the full participation of citizens in the policy and development arena. The public participation activities on the part of government did very little to ensure the voice of the people in the affairs of the country, specifically in matters relating to determining policy, planning, development and service delivery. The study confirmed that vulnerable groups remained on the periphery as no special measures were taken to ensure their inclusion and to address the needs of women, older persons, the disabled, the youth and children.

6.3.4 Women's Participation

Despite the National Gender Policy Framework for Women's Empowerment and Gender Equality (2004), the National Gender Machinery and other enabling policies for the inclusion of women in decision-making, gender issues continued to be marginalised in the spaces created for public participation at local government level.

The study found that the City of Cape Town did not facilitate any public participation activities that catered specifically for the needs of women. The absence of special mechanisms to ensure that the needs of women are addressed confirms the view, that the mere presence of an enabling legislative and policy environment does not automatically ensure women's participation and does not translate into improved service delivery for women. Women in the City of Cape Town in general and in Ward 28 in particular remain marginalised and their needs are not addressed as was evident in the findings of this study. The study confirmed that large numbers of women attended public participation activities mainly to raise issues affecting the community and not necessarily issues specific to women. It can thus be concluded that as women acted as agents for the larger community with regards to service

delivery issues and development initiatives, they did not raise issues specific to women. It was therefore apparent that the needs of women are not being heard, resulting in no specific interventions on the part of local government to meet such needs. The current public participation approaches and services offered to local communities therefore lacks a gender specific approach to development planning and service delivery.

6.4 Challenges and obstacles to participation

During the interviews with officials and councillors, a range of challenges and obstacles to effective public participation were raised. The major obstacles and challenges to public participation are documented below.

6.4.1 Engagement of residents in the IDP process

Officials and councillors raised concerns regarding the style, language and size of the IDP. Officials stated that residents were intimidated by the IDP documents, because in most cases residents did not understand the document due to low literacy levels, poor command of language and the size of the document. The language of the IDP document is of a very high standard and, in the researcher's view, is above the literacy level of certain residents of Ward 28. Officials reported that some residents saw the IDP as dealing with long-term issues and because of a preoccupation with their immediate needs, they did not participate in the IDP process.

6.4.2 Political conflict

Respondents cited political conflict and tension as serious obstacles to public participation. Political conflict and tension in local communities influenced public participation practised on the ground. Officials and councillors were of the view that the conflict that existed between political parties at the local level, contributed to the low levels of participation in public participation events as the leadership of these parties encouraged the non-participation of certain residents in these important public participation events.

6.4.3 Decision-making regarding public participation

Officials stated that the decisions on public participation activities were highly political and determined by political heads and portfolio committees. At a sub-council level, public participation events were implemented at the directive of the IDP Directorate and the Office of the City Manager. The IDP unit was however guided by the tight deadlines and schedule for public participation as stipulated in the IDP. The City of Cape Town officials reported that all public participation activities were coordinated, but it is the researcher's view that there were flaws in the decision-making process, because one department was not necessarily aware of the other's public participation activities. Residents had no input in decision-making around public participation with regards to determining when such activities took place, the nature of the activity and monitoring and evaluation after the activity.

6.4.4 Measuring the effectiveness and impact of public participation

With regards to measuring the effectiveness and impact of public participation, it was found that there were no qualitative measuring mechanisms to assess the effectiveness of public participation in the City of Cape Town. The only measurement was quantitative, based on the number of people who attended events. The attendance register was the principle indicator for all public participation activities.

6.4.5 Capacity issues

The capacity of officials, civil society organisations and residents created a major challenge to meaningful public participation. Firstly, the officials did not have an understanding of local community dynamics nor did they have the political will or capacity to ensure the participation of residents. The literature also points to a lack of understanding on the part of officials regarding the legislative and policy environment for public participation. Secondly, residents and civil society organisations as the major stakeholders in the public participation process did not have the power, sufficient information, capacity and skills to influence development initiatives and service delivery in their local community. The lack of capacity amongst these groups hampered the quality of public participation and the ultimate benefits that could potentially result from effective public participation.

6.4.6 Lack of resources for public participation activities

With regards to resource allocation for public participation, councillors and officials gave mixed responses. The majority of respondents could not provide the amount allocated for public participation activities in their departments or wards.

On further probing by the researcher on the impact of limited resources for public participation events, the officials stated that a lack of resources impacted on the quality of participation, but they were unable to elaborate on how the lack of resources impact on involving residents in public participation processes. One of the officials stated that the allocation was in the departmental budget allocations and therefore she was not in a position to provide detailed information. Others stated that the resources available were for transport and refreshments for local public participation events, but no figures were made available. The sub-council manager confirmed that there was a sharing of costs between the different units, departments and sub-council depending on shortfalls and available resources in budget.   The responses confirmed that there was a lack of resources for public participation processes and that the budget was only available for logistical expenses, but not for capacity building and information sharing prior to public participation events.

6.4.7 Obstacles and challenges to public participation identified by residents

The major obstacles and challenges facing Ward 28 and the broader Elsies River community with regards to public participation can be summarised as follows based on the interviews conducted with residents:

- There was a general distrust of officials and councillors by community members based on their experiences with such officials;
- Residents had a limited understanding of the IDP and broader public participation issues;
- There was a lack of awareness of citizenship, rights and recourse;
- Conflict and tensions between local political parties impacted on effective public participation;

- Poverty and related issues impacted on residents' ability to participate in the affairs of the community because residents were preoccupied with survival on a day-to-day basis;
- High levels of crime, gangsterism and substance abuse beset the community and impacts on levels of participation as residents cited safety issues as an obstacle to participation.

In the opinion of this researcher, until such time that a concerted effort is made to deal with these challenges, the quality and level of public participation will not improve.

Annexure 7 presents personal reflections on the challenges faced during the research component of the study.

6.5 Recommendations

Based on the literature review, the assessment of existing approaches to public participation and the summary of the findings and conclusions of this study, it is recommended that the City of Cape Town and Civil society organisations pay more critical attention to improving public participation processes. The improvement of public participation can be accomplished by implementing certain key recommendations at an institutional and community level.

6.5.1 Assessment of public participation in the City of Cape Town

It is recommended that the City of Cape Town embark on a city-wide assessment of public participation and Integrated Development Planning, using more qualitative methods. The assessment should focus on levels of participation from different sectors of the community, the awareness of public participation and Integrated Development Planning amongst residents, integration mechanisms for inputs from communities, capacity requirements to ensure meaningful participation and monitoring and evaluation of the outcomes of public participation processes. The outcomes of the assessment should inform a review of public participation in the City of Cape Town.

6.5.2 Review of public participation policy

A review of the public participation policy is recommended as the current policy does not meet its stated aims and objectives. Public participation policy should place more emphasis on the empowerment components of public participation and also include the need for capacity building amongst the different stakeholders.   The policy should encompass the developmental goals of participation which promotes change in the socio-economic and political position of residents and place greater emphasis on implementation of the policy.

6.5.3 The strengthening of the Performance Management System for public participation

It is recommended that the existing Performance Management System (PMS) should be strengthened to ensure proper collation of data collected from public participation events. Such should be analysed, prioritised and forwarded to the responsible service delivery departments and the Integrated Development Planning Unit for integration and implementation into broader planning processes.   Most importantly the PMS should have a monitoring mechanism that would enable residents and officials to follow up on the extent to which the City of Cape Town has responded to the needs expressed by community members. The PMS should further enable officials to provide proper feedback to communities regarding service delivery issues and local community needs raised by residents.

6.5.4 Training of officials responsible for public participation

A skills audit should be conducted amongst officials and councillors. The purpose of the skills audit should be done to assess the levels of understanding, knowledge and competence of officials and councillors with regards to public participation, Integrated Development Planning and service delivery.   The outcomes of the audit should feed into the development of a capacity building programme that would deal with weaknesses and build on strengths in order to ensure effective public participation in the City of Cape Town.

6.5.5 Community capacity building programme for residents

It is recommended that the City of Cape Town Public Participation Unit and Integrated Development Planning Unit develop a capacity building programme for residents on the importance of public participation and its developmental benefits. Furthermore the capacity building programme should also encompass technical skills and knowledge required for public participation i.e. how to do written submissions, petitions, information regarding the budget process and its link to Integrated Development Planning. Special attention should be placed on Ward Committees as a key component of public participation, ensuring residents' voice in the affairs of local government and mechanisms for accountability of the Ward Committee, Councillors and other local government institutions.

Civil society organisations should play a more active role in strengthening local communities' ability to effectively participate in the affairs of local government. It is recommended that CSOs introduce capacity building programmes for residents around the importance of lobbying and advocacy. Programmes should be developed to build lobbying, advocacy and monitoring and evaluation skills for public participation events.

6.5.6 Ward Committees

It is recommended that a stronger emphasis be placed on Ward Committees as a key component of public participation. Ward Committees are closest to the people and therefore are best placed to incorporate the needs and priorities of communities into the broader planning and service delivery processes of the City of Cape Town. Residents need to be made aware of the Ward Committees, its functions, powers, role and responsibilities and how residents can interact with the Ward Committee. The sub-council and the Ward Councillor need to speed up the process towards filling the vacant portfolios of the Ward Committee for Ward 28.

6.5.7 Simplifying processes and documents

It is recommended that the policy documents, by-laws, budget and Integrated Development Planning documents that are referred for public comment be simplified**.** The documents should be written at a level of language that is easily understandable for residents with low literacy levels. It is further recommended that summaries of

documents be made available detailing the key information required to make informed comments and submissions.

Public participation processes should be simplified to allow all sectors of society to participate fully. It is recommended that different approaches and mechanisms be used to target different sectors of the population. Provision should be made for oral submissions to enable those who are functionally illiterate to be part of the public participation processes.

7. Areas for future research

Based on the findings, conclusions and recommendations emanating from this study, the suggested areas for future research are:

- A national audit to assess capacity requirements of officials, civil society organisations, councillors and communities;
- More in-depth research into alternatives to and or improvement of existing mechanisms for public participation in South Africa to ensure greater citizen participation; and
- An examination of the integration of the three spheres of government in terms of their role in enhancing public participation at a local level and transformation of the poorer sector of society.

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ANNEXURE: 1: SERVICE DELIVERY ISSUES RAISED BY RESIDENTS IN WARD 28

HOUSING, MAINTENANCE AND REPAIRS
• Maintenance and Repairs to flats and houses
• Broken Windows and Doors
• Overcrowding
• Cracked Walls/Mildew/Mould in flats and houses
• Transfer of flats/Swops
• Upgrading of flats – geysers and flooring etc.
• Staircases are broken,
• received eviction letters for "rent arrears"
• Rent Arrears - Unable to pay rent due to unemployment

POVERTY
Poverty Relief:
• Residents also wanted to know what type of support is available from the government for unemployed people
Social Grants
• Residents not in receipt of grants, don't know how and where to apply

PLUMBING
• Toilet pots leaking
• Water leaks (Taps)
• Blocked drains
• Other flats' faeces/sewage land on floor below as the toilet overflows as a result of blockages in pipes and drains.
• Dirty water of flat above comes up in zinc because of blocked pipes in the flat
• Blocked toilets – damp walls and stench in the house as a result of blocked toilets on ground floor flats
• Sewage drains are blocked and overflow

ELECTRICITY
• pre-paid electric boxes not working
• light fittings are broken
• plugs are not working
• street lights and flood lights are off most of the time and increase crime committed in the area

OTHER ISSUES
• spaces are not being cleaned up
• potholes that are not fixed
• zebra crossings that are not painted
• request for speed bumps ignored
• complaints about big rats in the community – complaints are ignored
• drug dealers and shebeen owners to be evicted because they are responsible for a lot of the crime the community experience

ANNEXURE 2: A

QUESTIONNAIRE FOR OFFICIALS EMPLOYED BY CITY OF CAPE TOWN

SECTION A:

1. Name of Official: (optional) _____

2. Directorate/Department: _____

3.   Position in the department or directorate: _____

4. What are the core functions of your Department/Directorate?

5. What is your current staff compliment?

6. How do you gather information about the service requirements of residents of Cape Town area?

SECTION B:

1.   What are the existing public participation processes in the Department/ Directorate

Public Meetings	
Surveys	
Listening Campaigns	
Focus Group	
Written Submissions to committees	
Ward Committees	
Other	

2.   How is the public participation processes determined and decided?

3.   How does your directorate/department allocate resources for public participation processes?

3.1 What is the budget allocation of your department/directorate for public

   participation in the current financial year?

3.2 Do you think that the allocation is sufficient?

Yes ☐   No ☐   Uncertain ☐

3.2.1   If no, what do you think are the implications of insufficient allocation of
        resources for public participation processes?

4.   Which pieces of legislation and policy inform how you go about implementing
       public participation processes?

5.   How do you measure the impact of public participation processes?

6.   Which indicators are used to measure public participation processes?

7. How would you describe the levels of participation from Cape Town residents?

SECTION C:

1. How is the information collected at the public participation events, recorded,
   analysed and integrated into the IDP and other planning processes?

2. How do you incorporate the expressed needs and concerns of communities into

   Integrated Development Planning process and other planning processes?

3. Please give examples to illustrate the integration of community needs and concerns

   into broader planning processes.

4. Do you think active participation of communities in public participation processes
   has improved the quality of services delivered?

Yes ☐   No ☐   Uncertain ☐

4.1   If yes, how has it improved quality of service delivery?

4.2   If no, why do you think it has no impacted on service delivery?

5.   How do you think public participation processes can be improved?

6. What is the current training/capacity building programmes provided to officials
responsible for public participation?

7. Any other comments:

ANNEXURE 2 B

QUESTIONNAIRE FOR COUNCILLORS

<u>**SECTION A:**</u>

1. Name of Councillor   (optional) _____

2. Ward: _____

3. Do you have an established Ward committee?   Yes   ☐   No   ☐

If no, what are the major challenges re: the formation of the Ward Committee?

If yes,

4. What are the core functions of your Ward Committee?

5. Who are the current stakeholders on the Ward Committee?

6. How often does the Ward Committee meet?

7. How do you gather information about the service requirements of residents of your particular Ward?

8. How would you describe the levels of participation from the different sections of the Ward?

<u>**SECTION B:**</u>

1. What are the existing public participation processes in Ward?

Public Meetings	
Surveys	
Listening Campaigns	
Focus Group	
Written Submissions to committees	
Other	

2. How is the public participation processes determined and decided?

3. By who is the Public Participation Process determined?

4. How do you access resources for public participation processes?

4.1 What is the budget allocation of the City for public participation in the Ward for
 the current financial year?

4.2 Do you think that the allocation is sufficient?
Yes ☐   No ☐   Uncertain ☐

4.3 If no, what do you think are the implications of insufficient allocation of resources
 for public participation processes?

5. Which pieces of legislation and policy inform how you go about implementing
 public participation processes?

6. How do you measure the impact of public participation processes?

7. Which indicators are used to measure public participation processes?

SECTION C:

1. Do you have specific provisions to ensure women's participation in determining
 the different types of public participation processes?

Yes ☐   No ☐

1.1 If yes, please elaborate

2. How will you describe the level of participation from women and men
 (attendance, interest, submissions etc)

WOMEN   **MEN**
High   ☐   High   ☐

Medium   ☐   Medium   ☐

Low   ☐   Low   ☐

2.1 What do you think the reasons are for these levels of participation?

2.2 Do you have statistics or recorded data to confirm the above levels of
    participation?

Yes   ☐   No   ☐

3. How is the information collected at the public participation events, recorded,
    analysed and documented?

4. Do you detect a significant difference in the recorded needs of women compared
    to those of men?

5. How do you incorporate women's expressed needs and concerns into the broader
    social planning process in the department (Integrated Development Planning)?

5.1 Please give examples to illustrate the integration of women's needs and concerns

    into broader planning processes.

6. Do you think women's active participation in public participation processes has
    improved the quality of services delivered to them?

Yes   ☐   No   ☐   Uncertain   ☐

6.1   If yes, how has it improved quality of service delivery?

6.2   If no, why do you think it has no impact?

7.   How do you think public participation processes can be improved**?**
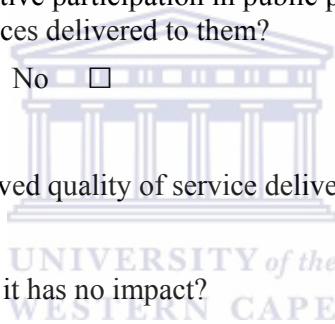
ANNEXURE 2 C

QUESTIONNAIRE FOR CIVIL SOCIETY ORGANISATIONS

SECTION A:

1. Which communities do you work in?   _____

2. What are main functions of your organization?

3. What is your understanding of public participation?

4. Are you responsible for facilitating public participation of communities in the local
   IDP processes?

 Yes   ☐   No   ☐

4.1 If yes, how do you go about doing this in the community?

4.2 If no, do you participate in any other public participation processes arranged for
    the communities you work in?

 Yes   ☐   No   ☐

  If yes,
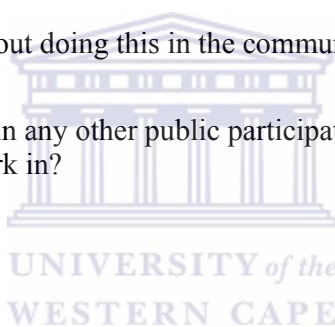
5. How do you get to know about public participation meetings?

Media (newspaper, radio etc)	
Formal notice from the City of Cape Town/Councillor	
Through your organization	
Notices at public institutions (libraries, clinics etc)	
Community members	
Other	

6. Why do you think the municipality arrange these activities/events?

To assess your community needs	
To improve service delivery	
To show that they are serious about meeting local community needs	
To meet their legal obligation on participation	
To listen to your concerns in the community	
To get your input on policy	
Other	

7. How does your organization participate in the Integrated Development Planning
   Process (IDP)?

8. What is your comment/opinion on the different types of public participation
   processes?

Public Meetings:

Surveys:

Listening Campaigns:

Focus Groups:

Relationship with your local Councilor and Ward Committee:

Written Submissions to committees:

9. How do you go about getting community input/voice into your submissions to
public participation processes?

10. How would you describe your relationship with the local councillor/ officials in
    the area?

 Good   ☐   Fair   ☐   Non- Existent   ☐

Please elaborate:

10.1 How do you communicate the issues/problems of the local community to the
     councillor/officials in the area?

11. Any other comments:

SECTION B:

1. Do you believe that your community concerns are taken seriously at public participation events organised by the City of Cape Town?

Yes ☐   No ☐   Not sure ☐

2. Do you think that women's inputs at public meetings are used in broader planning processes to improve services rendered to communities?

3. Do you think there should be different public participation processes for men and women?

Yes ☐   No ☐

Please, Explain

4. How will you describe the level of participation from women and men (attendance, interest, submissions etc)

WOMEN   **MEN**

High   ☐   High   ☐

Medium   ☐   Medium   ☐

Low   ☐   Low   ☐

4.1 What do you think the reasons are for these levels of participation?

5. Do you think that public participation improves services delivery?
Yes ☐   No ☐

Please Explain

6. Has more of the community's needs been addressed since the public participation process started in your community?

7. Do you think the public participation process should be improved?
Yes ☐   No ☐

If yes, please explain how

8. Any other comments:

ANNEXURE 2 D

QUESTIONNAIRE FOR BENEFICIARIES OF SERVICE

SECTION A:

1. DEMOGRAPHY

1.1 AREA: where do you live? _____

1.2 WHICH WARD DO YOU FALL UNDER? _____

1.3 AGE GROUP: please tick appropriate block

☐   Under 20

☐   20 – 30

☐   31 -40

☐   41 –50

☐   51- 60

☐   60+

1.4 RACE CLASSIFICATION: please tick appropriate block

Black ☐   White ☐   Coloured ☐   Asian ☐

1.5 INCOME: please state net income per month by ticking appropriate block

R 0 – 700	
R 701 - 1 400	
R 1401 – 2000	
R 2001 – 3 000	
R 3001 - 4000	
R 4001 – 5000	
R 5001 - 6000	
R 6001 and above	

1.6   What type of social grant do you receive?

Child Support	
Disability	
Old Age Pension	
Unemployed	

SECTION B:

PUBLIC PARTICIPATION PROCESSES/SERVICE DELIVERY

1. What are the major service delivery issues you are experiencing in your area?

2. What is your understanding of public participation?

3. Are you aware that the City of Cape Town arranges events/activities to encourage your input into how they deliver services**?**

(Services include: water, electricity, refuse removal, housing, clinic facilities, fixing street lights, fixing damages to rented dwellings, police services, early childhood development, libraries, drainage etc)

No ☐   Yes   ☐

If yes,

3.1 How did you get to know about these meetings?

Media (newspaper, radio etc)	
Formal notice from the City of Cape Town	
Through your organization	
Notices at public institutions (libraries, clinics etc)	
Community members	
Other	

3.2 Do you attend some of these meetings?   Yes   ☐   No ☐

3.3 In what capacity: Individual   ☐   Member of an organization ☐

4. Why do you think the municipality arrange these activities/events

To assess your needs	
To improve service delivery	
To show that they are serious about meeting your needs	
To meet their legal obligation on participation	
To listen to your concerns in the community	
To get your input on policy	
Other	

5. Are you aware of the different types of public participation processes?

Yes   ☐   No   ☐

If yes, please list the types that you know of:

5.1 What is your comment on the different types of public participation processes?

Public Meetings:

_____

 Surveys:

_____

Listening Campaigns/Road Shows:

_____

*Relationship/Interaction with your local councilor and Ward Committee***:**

_____

Written Submissions to committees:

_____

SECTION C:
INTEGRATED DEVELOPMENT PLANNING

1.   Are you aware of the Integrated Development Planning Process (IDP?)
Yes   ☐   No   ☐
1.1 If yes, what do you think is the purpose of the IDP?

2.   Do you think that your inputs at public meetings are used in broader planning processes to improve services rendered to you?

3.   Do you think that public participation improves services delivery?
Yes   ☐   No   ☐

Please Explain _____

4. Do you think the public participation process should be improved?
Yes   ☐   No   ☐

If yes, please explain how

5. Any other comments:

ANNEXURE 2 E

QUESTIONNAIRE FOR WESTERN CAPE PROVINCIAL LEGISLATURE PUBLIC PARTICIPATION UNIT

<u>**SECTION A:**</u>

1. Name of Official: (optional) _____

2. Directorate/Department:

_____

3. Position in the department or directorate:

4. What are the core functions of your Department/Directorate?

5. Geographical areas/Wards that are you responsible for?

6. How do you gather information about the service requirements of residents of Cape Town?

7. What are the major public participation activities that you have engaged in over the last 3 years?

8. How would you describe the levels of participation from the different sections of the community?
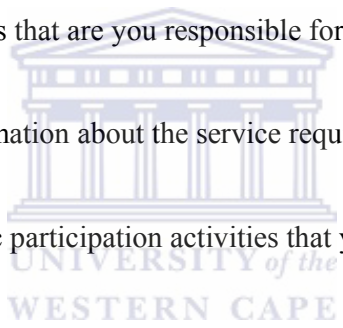
<u>**SECTION B:**</u>

1. What are the existing public participation processes in the Department/ Directorate?

Public Meetings	
Surveys	
Listening Campaigns	
Focus Group	
Written Submissions to committees	
Ward Committees	
Other	

2. How is the public participation processes determined and decided?

3. By whom is the Public Participation Process determined?

4. How does your directorate/department allocate resources for public participation processes?

4.1 What is the budget allocation of your department/directorate for public

participation in the current financial year?

4.2 Do you think that the allocation is sufficient?

Yes   ☐   No   ☐   Uncertain   ☐

4.3 If no, what do you think are the implications of insufficient allocation of resources
for public participation processes?

5. Which pieces of legislation and policy inform how you go about implementing
public participation processes?

6. How do you measure the impact of public participation processes?

7. Which indicators are used to measure public participation processes?

8. What is your working relationship with the local government i.e. City of Cape
Town?
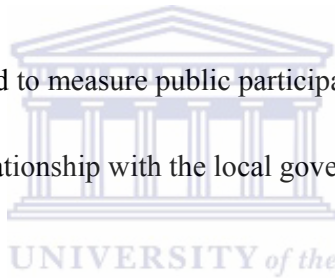
9. What kind of interaction do you have with local municipalities?

10. Do you participate in any of the local public participation events organised by the
local government departments in the province?

SECTION C:

1. Do you have specific provisions to ensure women's participation in determining the
different types of public participation processes?

Yes   ☐   No   ☐
1.2 If yes, please elaborate

2. How will you describe the level of participation from women and men (attendance,

interest, submissions etc?)

WOMEN   **MEN**

High   ☐   High   ☐

Medium   ☐   Medium   ☐

Low   ☐   Low   ☐

2.1 What do you think the reasons are for these levels of participation?

2.2 Do you have statistics or recorded data to confirm the above levels of
      participation?

Yes   ☐   No   ☐

3.   Do you detect a significant difference in the recorded needs of women compared
      to those of men?

4.   How do you incorporate women's expressed needs and concerns into the broader
      social planning process in the Legislature and Parliament?

4.1 Please give examples to illustrate the integration of women's needs and concerns

      into broader policy and legislative processes.

5.   Do you think active participation of communities in public participation processes
      has improved the quality of services delivered?

Yes   ☐   No   ☐   Uncertain   ☐

6.1   If yes, how has it improved quality of service delivery?

6.2   If no, why do you think it has no impact?

7.   How do you think public participation processes can be improved?

8.   What is the current training/capacity building programmes provided to officials
      responsible for public participation?

9. Any other comments:

ANNEXURE 2 F

QUESTIONNAIRE: OFFICIAL EMPLOYED BY CITY OF CAPE TOWN

INTER-DEPARMENTAL LIAISON

<u>**SECTION A:**</u>

1. Name of Official: (optional) _____

2. Directorate/Department:

3. Position in the department or directorate:

4. What are the core functions of your Department/Directorate?

5. What is your current staff compliment?

6. How do you gather information about the service requirements of residents of Cape Town area?

<u>**SECTION B:**</u>

1. What are the existing public participation processes in the Department/ Directorate?

Public Meetings	
Surveys	
Listening Campaigns	
Focus Group	
Written Submissions to committees	
Ward Committees	
Other	

2. How is the public participation processes determined and decided?

3. How does your directorate/department allocate resources for public participation processes**?**

3.1 What is the budget allocation of your department/directorate for public participation in the current financial year?

3.2 Do you think that the allocation is sufficient**?**

Yes ☐   No ☐   Uncertain ☐

3.2.1   If no, what do you think are the implications of insufficient allocation of resources for public participation processes?

4. Which pieces of legislation and policy inform how you go about implementing public participation processes?

5.   How do you measure the impact of public participation processes?

6.   Which indicators are used to measure public participation processes?

7. How would you describe the levels of participation from Cape Town residents?

SECTION C:

COLLECTION AND INTEGRATION OF DATA

1. How is the information collected at the public participation events, recorded, analyzed and integrated into the IDP and other planning processes?

2. How do you incorporate the expressed needs and concerns of communities into Integrated Development Planning process and other planning processes?

3. Please give examples to illustrate the integration of community needs and concerns into broader planning processes.

4. Do you think active participation of communities in public participation processes has improved the quality of services delivered?

Yes ☐   No ☐   Uncertain ☐

5.1   If yes, how has it improved quality of service delivery?
5.2   If no, why do you think it has no impacted on service delivery?

6.   How do you think public participation processes can be improved?

7. What is the current training/capacity building programmes provided to officials responsible for public participation?

8. Any other comments:

ANNEXURE 3: SCHEDULE OF INTERVIEWS CONDUCTED

DATE	DEPARTMENT/ ORGANISATION/ INSTITUTION	NAME	POSITION
7 June 2010	Parliamentary Constituency Office – Elsies River	Ms Louise Abrahams	Coordinator
7 June 2010	Councillor: Ward 28 – Democratic Alliance	Mrs. Bertha Esbach	Ward Councillor
7 June 2010	Councillor Ward 28 African National Congress	Ms Jo-Anne Simons	Proportional Representative Councillor
9 June 2010	Councillor Ward 30 Democratic Alliance	Mr Brits	Proportional Representative Councillor
9 June 2010	Sub-Council 4	Ms van Niekerk	Sub-Council Manager
9 June 2010	Adult Basic Education and Training Centre Missing Children Organisation	Mrs Chatburn	Coordinator
10 June 2010	Community Policing Forum	Ms Florrie Martin	Chairperson
10 June 2010	Social Transformation Forum	Mr Faizel Abrahams	Chairperson
14 June 2010	Women in Leadership	Matilda Vantura	Chairperson of the Board

DATE	DEPARTMENT/ GROUP	NAME	POSITION
14 June 2010	Elsies River Youth Forum	Tebogo	Coordinator
15 June 2010	Elsies River Community Advice Office	Althea Lewis John Kiewiets	Coordinator Para –legal officer
15 June 2010	Elsies River South African Police Services	Colonel Scioscappie	Colonel
25 June 2010	Public Participation Unit: Western Cape Legislature	Mr Chris Ferndale	Unit Manager
25 June 2010	Public Participation Unit: City of Cape Town	Ms Ruche Daniels	Senior Professional Officer
14 July 2010	Inter Departmental Liaison: City of Cape Town	Mr Andre Viviers	Manager
15 July 2010	Governance and Support: City of Cape Town	Mr Ernest Sass	Director
17 July 2010	Integrated Development Planning: City of Cape Town	Ms Margaret Isaacs	Senior Professional Officer

ANNEXURE 4: LIST OF FOCUS GROUP FACILITATED

| DATE	AREA	NO OF PARTICIPANTS
5 July 2010	Balvenie Estate	10 participants
7 July 2010	Epping Forest	10 participants
21 July 2010	Adriaanse Estate	9 Participants
23 July 2010	Clarke's Estate	8 Participants

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ANNEXURE 5: LIST OF FOCUS GROUP PARTICIPANTS PER AREA

NO	NAME	GENDER	AREA
	FOCUS GROUP 1		
1.	Salomie Cloete	F	Balvenie Estate
2.	Lezaan Daniels	F	Balvenie Estate
3.	Nola Julies	F	Balvenie Estate
4.	Deloris Julies	F	Balvenie Estate
5.	Doris Lottering	F	Balvenie Estate
6.	Mienie Malgas	F	Balvenie Estate
7.	M. Moses	F	Balvenie Estate
8.	A. Martin	F	Balvenie Estate
9.	Helene Oersen	F	Balvenie Estate
10.	Dorothy Sanders	F	Balvenie Estate
	FOCUS GROUP 2		
1.	Magdalene Adonis	F	Epping Forest
2.	Edwina Groves	F	Epping Forest
3.	Nadine Paulsen	F	Epping Forest
4.	Bianca Petersen	F	Epping Forest
5.	Bonita Pietersen	F	Epping Forest
6.	Louise Smith	F	Epping Forest
7.	Katie Williams	F	Epping Forest
8.	Yvonne Zieglaar	F	Epping Forest
	FOCUS GROUP 3		
1.	Bettie Adams	F	Adriaanse Estate
2.	Lucinda Beukes	F	Adriaanse Estate
3.	Sara Borcherds	F	Adriaanse Estate
4.	Maureen Hughes	F	Adriaanse Estate
5.	Marjorie Fortuin	F	Adriaanse Estate
6.	Claudine Martin	F	Adriaanse Estate
7.	Karen Neels	F	Adriaanse Estate
8.	Tania Paulse	F	Adriaanse Estate
9.	Wiena Ramson	F	Adriaanse Estate
10.	Sharon Watson	F	Adriaanse Estate

	FOCUS GROUP 4	**GENDER**	**AREA**
1	Nadine Booysen	F	Clarke's Estate
2.	Rina Fielies	F	Clarke's Estate
3.	Carol Daniels	F	Clarke's Estate
4.	Soraya Gamiet	F	Clarke's Estate
5.	Doris Neethling	F	Clarke's Estate
6.	Shirley Staander	F	Clarke's Estate
7.	Rose van Wyk	F	Clarke's Estate
8.	Maureen Wagestroom	F	Clarke's Estate
9.	Edwina Williams	F	Clarke's Estate

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ANNEXURE 6: MAP OF WARD 28

Ward 28   1:15,000
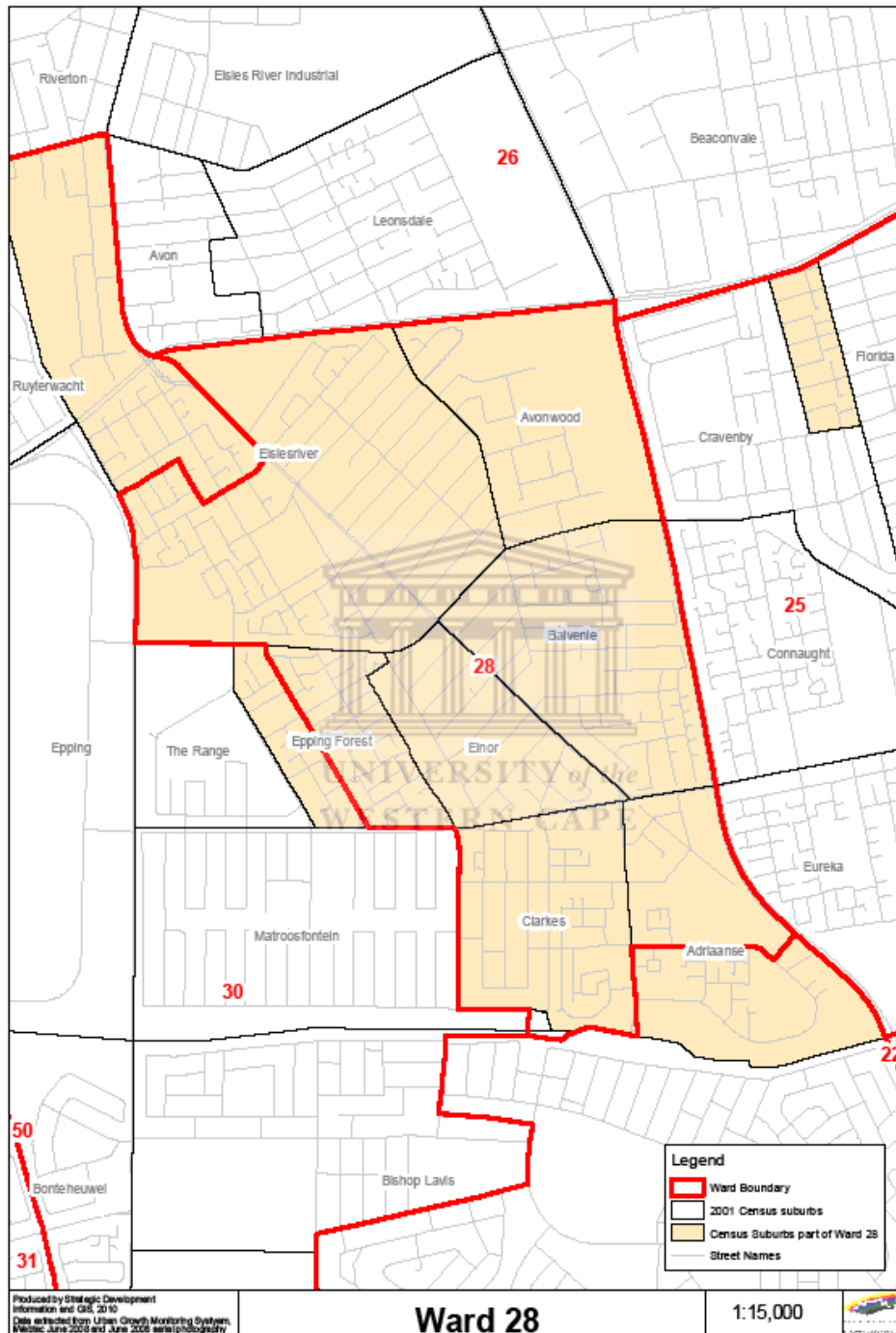
ANNEXURE 7: **Personal reflections on the challenges faced during the research**

The fieldwork component of the study was extremely valuable in that it provided the researcher with real insight into the challenges faced by poor communities. It also raised a number of challenges. Notwithstanding the challenges faced throughout the fieldwork component, the experience was empowering and constructive.

- **Socio-economic challenges faced by respondents superseding the actual research focus**

Inasmuch as the purpose of the study was explained to respondents as part of the introduction, they tended to revert to raising their problems with service delivery and other social problems throughout the interviews and focus group discussions. The fact that this happened, points to a lack of spaces and platforms for people to share their emotional problems and talk about the fundamental issues that affect local communities. The stories shared were sad and heart-rending as they were all around the manifestations of poverty, unemployment, substance abuse, gangsterism, crime, child abuse and gender-based violence.

- **Compensation for interviews**

Focus group discussions often could not take place as scheduled because the researcher was competing with other community activities that offered local residents much more. Given the high levels of poverty in this community, residents chose to attend events where they were given food and in some instances a stipend to participate in activities.

 In meeting with local representative to set up focus groups, they were not necessarily interested in the objectives of the study and how this study could possibly impact on the community. Instead, the focus of the meeting was to ascertain what the researcher could offer to eat and if there would be any cash compensation for participating. After weighing up the ethical considerations, the researcher informed focus group convenors that she would not compensate any participant in cash, but would instead provide light refreshments for focus groups. Even this gesture was not that well received by some participants of the focus group, who pressed the researcher to

provide compensation in the form of alcohol – an indication of the high levels of alcohol abuse in the case study area.

- **Community members' sense of being used for research purposes**

Another challenge was that of residents feeling that they were being used for the purpose of the research. There was a strong sense amongst certain members of the community that they had been over-exploited by researchers from universities, other countries, institutions, corporate companies, political parties and other organisations that had come to Elsies River to assess the socio-economic problems of the people. Residents felt that nothing had changed for them irrespective of how much they shared their problems with these researchers. One resident stated, "I am tired of having my picture taken and conditions exposed, but nothing changes for me, I am still hungry, poor and continue to live under these terrible circumstances, so why must I give you an interview?"

- **Residents' distrust of government officials**

A number of residents were ambivalent when the researcher approached them for the interview; they were circumspect and were really not sure if they should let her enter their houses. Some of the residents thought that she was a social worker or from the South African Social Security Agency carrying out inspections and investigations. There was also the assumption that she was from a government department such as the Department of Justice to assess parolees in the community, whilst others thought she was from a political party campaigning for votes. Most residents were cautious at first, but once the researcher introduced herself and the purpose of the study, residents shared openly. The ambivalence of residents suggested that there was clearly a level of distrust between residents and government officials.

- **Expectations that the researcher could solve problems on residents' behalf**

Given the poor service delivery from different government departments and agencies, respondents had the expectation that the researcher could solve their problems. There was an assumption that as a researcher, she had the authority to solve local problems with officials and local organisations on the residents' behalf. Throughout the

interviews, the researcher had to correct this assumption and explain the purpose of the study in order to avoid raising the expectations of the respondents. To ensure that the respondents viewed the study as mutually beneficial, the researcher undertook to write up all the social issues raised by respondents in the course of the interviews and focus group discussions and hand it over to the Ward Councillor, PR Councillor, the Members of Parliament and the Provincial Legislature deployed to the area, and to Civil society organisations.