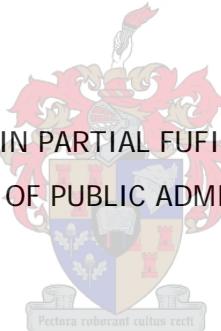


**THE MAYOR'S LISTENING CAMPAIGN IN THE
INTEGRATED DEVELOPMENT PLANNING PROCESS:
A CASE STUDY OF THE CITY OF CAPE TOWN**

THEMBANI LAWRENCE GUTAS

THESIS PRESENTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE
DEGREE OF MASTER OF PUBLIC ADMINISTRATION AT THE UNIVERSITY OF
STELLENBOSCH



SUPERVISOR: MR FRANCOIS THERON

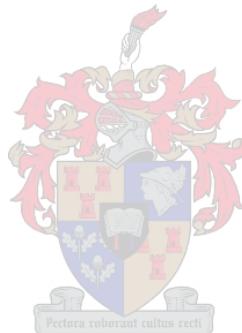
DECEMBER 2005

DECLARATION

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously - whether in its entirety or in part - submitted it at any university for a degree.

Signature

Date: December 2005



ABSTRACT

The new legal and policy framework for local government has changed the character of this third level of government. Municipalities are required to put the public at the centre of development undertakings. Interaction between local government and the public can only be effective if an environment conducive to such interaction is created. Public participation strategies should be able to give the public an opportunity to influence the decision-making process. Based on the above, this study evaluates the Mayor's Listening Campaign as public participation strategy in the Integrated Development Planning process in the City of Cape Town. The study indicates that the Listening Campaign was not an authentic and sustainable public participation strategy to empower the public. It also reveals that authentic and sustainable participation must be linked to the "building blocks of development", which entail capacity-building, social learning and invention, empowerment and self-reliance. The study also indicates that:

- public participation structures are required for an authentic participatory process;
- public participation strategies used must be able to release the energies and tap into the social capital of communities; and
- the use of the public's social networks in participation strategies should be considered.

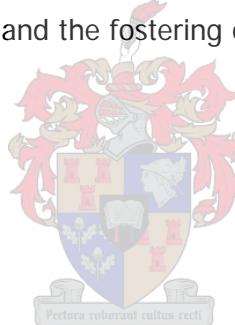
Data in this study was obtained by means of focus groups, personal interviews and participatory observation. Information derived supports the researcher's hypothesis that the Mayor's Listening Campaign was not an empowering, sustainable and authentic public participation process. The study reveals reasons for this, namely:

- Public meetings are not an effective participation strategy; they most of the time only amount to "listening" and "involvement".
- Illiterate sections of the public felt excluded from the process.

- The public's perception was that their contribution at public meetings is not taken seriously.

Based on the above findings, recommendations were made for a new public participation approach for consideration by the City. These are:

- (i) the development of a public participation framework for the City;
- (ii) the establishment of institutional arrangements for public participation - the structure of the organisation must promote democracy and accountable government;
- (iii) the identification of existing public structures to interact with Council;
- (iv) the institutionalisation of public participation through the implementation of ward committees;
- (v) change management - the changing of mindsets, capacity - building for officials to interact with the public, and the fostering of a "citizen-first attitude."



Opsomming

Die nuwe wetlike en beleidsraamwerk vir plaaslike regering het die karakter van hierdie derde vlak van gesag verander. Van munisipaliteite word vereis dat openbare behoeftes in ontwikkelingsprojekte oorweeg moet word. Die wisselwerking tussen plaaslike regering en die publiek is slegs doeltreffend as 'n omgewing geskep word waarin sodanige interaksie bevorder kan word. Strategieë vir openbare deelname moet die publiek in staat stel om besluitneming te beïnvloed. Dié navorsing wil in die lig hiervan die burgemeester se sogenaamde luisterveldtог toelig as 'n strategie vir openbare deelname in die Stad Kaapstad se geïntegreerde ontwikkelingbeplanningsproses. In die studie word aangevoer dat hierdie veldtog nie 'n outentieke en volhoubare strategie vir openbare deelname en die bemagtiging van die publiek was nie. Dit bring ook aan die lig dat grondige en volhoubare deelname gekoppel moet word aan die "boublokke van ontwikkeling", waaronder die uitbou van kapasiteit, 'n sosiale leer- en ontdekingsproses vaardighede en vindingrykheid, bemagtiging en selfstandigheid. In die studie word aangedui dat:

- gestruktureerde openbare deelname nodig is vir 'n outentieke proses;
- die strategie wat vir openbare deelname gebruik word, die nodige dryfkrag moet skep en gemeenskappe se sosiale kapitaal moet ontgin sowel die gebruik van openbare maatskaplike netwerke in deelnemingstrategieë.

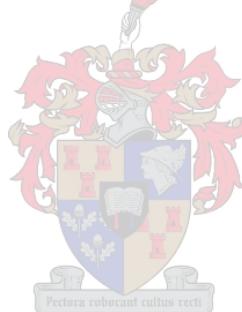
Inligting vir hierdie studie is verkry uit fokusgroepe, persoonlike onderhoude en deelnemende waarneming. Hierdie inligting is die grondslag vir die navorsing se hipotese dat die burgemeester se luisterveldtог nie 'n bemagtigende, volhoubare en outentieke openbare deelnemingsproses was nie. Die studie onthul onder meer dat:

- die openbare vergaderings nie 'n doeltreffende deelnemingstrategieë was nie en bloot neergekom het op "luister" en "betrokkenheid";
- ongeletterdes gevoel het hulle is uitgesluit van die proses; en

- die publiek meer hulle bydrae tydens openbare vergaderings nie enstig opgeneem is nie.

Op grond van hierdie bevindings word aanbevelings gemaak vir 'n nuwe benadering tot openbare deelname vir oorweging deur die Stad. Hieronder tel:

- die ontwikkeling van 'n openbare deelnemingsraamwerk vir die Stad;
- institusionele reëlings vir openbare deelname - die struktuur van die organisasie moet demokrasie en verantwoordbare regering bevorder;
- die identifisering van bestaande openbare strukture vir interaksie met die Raad;
- die institusionalisering van openbare deelname deur middel van die inwerkingstelling van wykskomitees; en
- veranderingsbestuur - die verandering van denkpatrone, die uitbou van amptenare se vermoë om met die publiek te werk en die kweek van 'n houding wat die publiek eerste stel.



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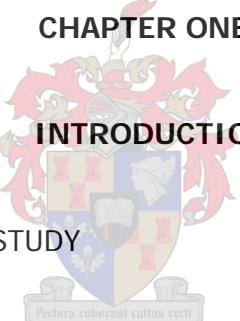
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LIST OF ABBREVIATIONS/ ACRONYMS

ANC	-	African National Congress
BEE	-	Black Economic Empowerment
CBOs	-	Community-Based Organizations
CDWs	-	Community Development Workers
DEAT	-	Department of Environmental Affairs and Tourism
DFA	-	Development Facilitation Act
DPLG	-	Department of Provincial and Local Government
IDWAF	-	Department of Water Affairs and Forestry
EPWP	-	Extended Public Works Programme
IAP2	-	International Association for Public Participation
IKS	-	Indigenous Knowledge Systems
IDP	-	Integrated Development Plan
LED	-	Local Economic Development
MCP	-	Municipal-Community Partnerships
MLC	-	Mayor's Listening Campaign
MSA	-	Municipal Systems Act
PDC	-	Provincial Development Council
PLA	-	Participatory Learning and Action
PPP	-	Public- Private Partnerships
PRA	-	Participatory Rural Appraisal
RDP	-	Reconstruction and Development Programme
TMT	-	Top Management Team
URP	-	Urban Renewal Programme

Chapter 1

Introduction

1.1 BACKGROUND

The new constitutional dispensation arising from South Africa's first democratic elections held in 1994 changed the structure and governance practices of local government. The South African Constitution (Republic of South Africa, 1996) brought about a new and expanded role for municipalities. According to the Department of Constitutional Development (1998:3), "municipalities must now lead, manage and plan for development, their task together with national and provincial government is to eradicate poverty, boost local economic development, job creation, and carry forward the process of reconstruction and development".



The policy and legal framework embodied in the Constitution (Republic of South Africa, 1996), the Development Facilitation Act (Republic of South Africa, 1995), Local Government Transition Act (Republic of South Africa, 1993), White Paper on Local Government (Republic of South Africa, 1998) and the Municipal Systems Act (Republic of South Africa, 2000), assigned a number of significant responsibilities to this level of government. Municipalities are expected to provide clear and accountable leadership, management, budgeting and direction amongst others in the following areas: public participation in development initiatives; communication and co-operation between the public and government; integrated development; and management of municipal area. The Integrated Development Plans are vital in giving effect to the developmental role of municipalities as explained in the White Paper on Local Government (RSA, 1998).

Central to this new responsibility is the need for municipalities to mobilise the participation, commitment and energies of communities by establishing participatory processes, which are constructive and effective (Department of Constitutional Development 1998: 4). The new developmental character of municipalities requires that municipal officials build the capacity of the public so that they are able to influence

the policy process in a meaningful way. On the other hand, policy makers and implementers must ensure that there is an awareness of policy and legislation relating to the new mandate of local government. In order for municipalities to make sound decisions about the needs and demands of communities, an effort must be made to obtain up-to-date information about these needs. Public participation processes are therefore important to ensure that these needs are articulated. It is therefore critical to ensure that public participation strategies that are practised or implemented are able to release the energies of communities, contribute to capacity building, and encourage self-reliance and ownership of the decision-making process.

Based on the above explanation of the developmental role of local government, the study assesses the effectiveness of the Mayor's Listening Campaign (MLC) as a public participation strategy in the Integrated Development Planning (IDP) process within the City of Cape Town.

1.2 STRUCTURE OF THE STUDY

The main aim of this study is to assess the MLC in the IDP process of the City of Cape Town. In assessing the practical value of the MLC as a public participation strategy, the study is structured as follows: The initial chapter will mention the research problem, hypothesis and research methodology; chapter two the legal and policy framework for public participation; chapter three the history of public participation in the City of Cape Town and chapter four will establish the link between the MLC and the IDP process. This will be followed by a discussion of research findings. The final chapter will discuss the recommendations and conclusion for the topic.

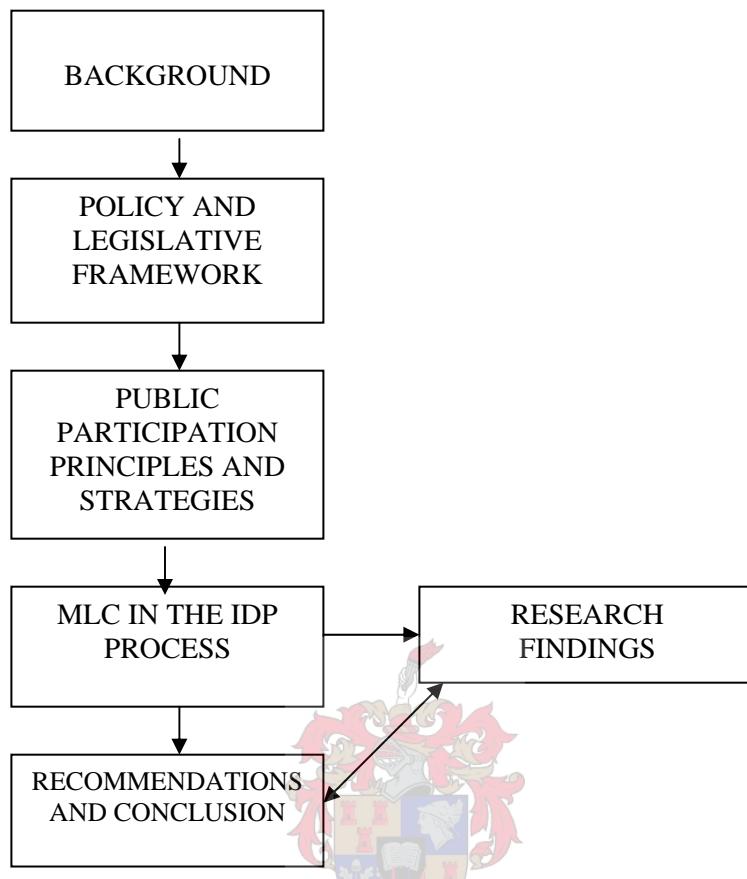
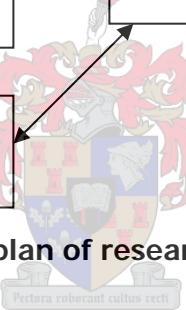


Figure 1.1: Schematic plan of research



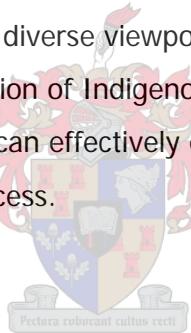
1.3 PROBLEM STATEMENT

As part of its IDP process for 2003/04, the City of Cape Town started a process of public participation through an initiative called the Mayor's Listening Campaign. The primary objective of the campaign was to give the citizens of Cape Town from all walks of life an opportunity to express their social needs to the new leadership of the City. The campaign took place in the form of public meetings across the Peninsula. Taking into account the population size and diversity of the City of Cape Town, the objective of this study is to assess the effectiveness of the MLC as a public participation tool in the IDP process.

1.4 HYPOTHESIS

The City of Cape Town must be lauded for an effort of bringing people back into the policy-making process more especially in the context of the previous lack of public participation in the Cape Town area. The hypothesis formulated for this study is that the MLC was however not an authentic and sustainable public participation strategy to empower the citizens of Cape Town. In order for public participation to be an interactive, empowering social learning process at grass-roots level, structures for public participation must be adopted. It is through this mechanism that different stakeholders with different needs and priorities can learn from each other, negotiate and compromise around their diverse viewpoints. A structured public participation process will encourage utilization of Indigenous Knowledge Systems (IKS), build the public's capacity so that they can effectively engage with authorities, and further give credibility to the planning process.

1.5 RESEARCH METHODS



For the purpose of this study, a number of research methods was integrated. These were

- ▶ an inter-disciplinary literature review;
- ▶ studying of government publications and newspaper articles;
- ▶ qualitative research by means of three focus groups, as suggested by Welman and Kruger (2001: 189), with each focus group consisting of eight senior officials. In addition, the researcher conducted four focus groups from priority areas as identified in the MLC, consisting of five to eight members;
- ▶ key informant interviews as suggested by McNabb (1995: 14), four directors from different service areas or directorates; and

- ▶ participatory observation as suggested by Welman and Kruger (2001:184-185), through attendance of public meetings in the MLC. This allowed the researcher to experience the MLC first-hand as a member of the public.

1.6 CLARIFICATION OF CONCEPTS

1.6.1 GOOD GOVERNANCE

According to Kotze (1998: 15), "the effectiveness of the government and the participation of inhabitants in it are what constitute good governance". Cloete (2004: 110-127), [concurring with this definition] states, "Good governance assumes that public service delivery is the implementation of public policies aimed at providing concrete services to the citizens. Good governance requires good citizenship that is citizens who are:

- (i) Informed about their and others' needs, resources, objectives, procedures and
- (ii) Participating in governmental processes".



The significance of the above is that municipal authorities are challenged to develop a "culture of good governance". This can only be achieved if authorities embrace the following key features as identified by Fuhr (2000: 64-68). These features are accountability, participation and transparency. These elements support the principles of "Batho Pele"- (see chapter 2). What is clear from the above conceptualisation of good governance is that a mind shift is needed on the part of government. Cloete (2004: 124) suggests that a pragmatic approach to good governance must be observed. This means a "change from a system of centralized planning, delivery and control to decentralized planning , delivery and control at lower levels in the public sector". Authorities must adopt a role of facilitating, enabling and co-coordinating the delivery of services by organizations, either within the public services or outside. This therefore necessitates the need for the establishment of municipal/community partnerships as mentioned by Khan and Cranko (2002: 262-277).

1.6.2 SOCIAL CAPITAL

According to the City of Cape Town's IDP(2005/6), social capital is defined as, "the norms and networks that enable collective action". This can be organisations of civil society that often play a role in passing on skills or enabling communities to confront problems collectively. According to the City of Cape Town, research has shown that communities with deep social capital reserves that are used positively, are better placed to overcome poverty and underdevelopment than communities in which social networks between individuals, families and neighbours are weak (City of Cape Town 2005/6: 23). The norms that underpin social capital include trust, reciprocity, solidarity and ubuntu.

The Western Cape Government has identified the building of social capital as a development priority and it is one of the strategies underpinning iKapa eliHlumayo, the provincial growth and development strategy. This is discussed in the following chapter. The challenge of recognising the value of community networks, and how these can be incorporated in future public participation, lies with the local government authorities. This will require officials to also recognise that in order for them to tap into the Indigenous Knowledge Systems in communities, a mindshift as suggested by Theron (2005: 111 -132) should take place. This is in recognition that the public will be positioned to articulate their needs to the authorities.

1.6.3 LOCAL GOVERNMENT

In terms of the new constitutional framework as specified in the Constitution (RSA, 1996), local government is not just regarded as the third tier of government, but rather a sphere of government that receives its mandate, powers and functions directly from the Constitution. The latter provides that a municipality must, "*structure and manage its administration and budgeting processes to give priority to the basic needs of the community and to promote the social and economic development*" (Department of Provincial and Local Government <http://www.dplg.gov.za/publications> Website: 2004). In essence, this sphere of government, due to its closeness to the public, is better placed to deliver services. The Constitution envisage a role for

citizens in local governance from the logic of representative democracy, as citizens participate in and contribute to achieving greater equity and poverty reduction through electing more representative and accountable residents into local government (Blair 2000: 21-39).

The approach to local governance as stipulated in the Constitutional framework recognizes that the direct active role of the public in this sphere of governance is a viable method of genuine democratization. Democratic governance, by implication, require an approach that regard citizens as "makers and shapers", not as users and choosers" (Cornwall and Gaventa, 2000: 50-62).

1.6.4 DEVELOPMENTAL LOCAL GOVERNMENT

The policy and constitutional mandate as specified in the White Paper on Local Government (RSA, 1998), states that local government must be developmental in character. This entails a new "culture" or orientation for this sphere of government. Developmental local government means that the municipality must focus its energies on a clear set of developmental outcomes, namely:

- ▶ provision of household infrastructure and services
- ▶ the creation of livable, integrated cities, and rural areas
- ▶ local economic development
- ▶ community empowerment and redistribution (RSA, 1998).

The fundamental principle for developmental local government is that local community participation and experience will feed back into the planning process. This means that the public must have an influence in the development process (Parnell et. al, 2002: 79-81). This new approach according to the Department of Provincial and Local government also, "*moves away from a system of local government that was structured to divide citizens geographically, and ensured that only a small minority of residents benefited from development*" (RSA, 1998).

1.6.5 INVOLVEMENT

De Beer and Swanepoel (1998:22) state that involvement refers to co-option or, at best, the, "*mobilization of communities to participate or be involved in development plans and projects*". This, they argue, boils down to, "*the mobilization or co-option of people to support an action, which they have not initiated*". The emphasis, therefore, is on institutional initiatives in that government and aid agencies identify the needs, plan the action, manage the projects and mobilise the communities or groups. The above explanation implies that the community does not assume ownership of the process and is therefore not a partner in the development planning process. In terms of the DEAT "levels of influence", see Table 3.1, this approach does not promote dialogue between the stakeholders, but rather a top-down, prescriptive approach in the planning process (Department of Environmental Affairs and Tourism, 2002: 24).

1.6.6 CONSULTATION AND LISTENING



The International Association for Public Participation (2000) mentions that the objective of consulting is to obtain feedback on analysis, alternatives and/or decisions. It involves acknowledging concerns and providing feedback on how public input has influenced the decision (International Association for Public Participation, Website, 2000). The World Bank (1996: 4) mentions that consultation and listening must not be equated with participation because these do not include "learning" on the part of the people.

1.6.7 INFORMING

According to IAP2 (2000), the objective of informing is to provide the public with balanced and objective information to enable people to understand the problems, alternatives and/or solutions. The Department of Environmental Affairs and Tourism (2002) (DEAT) in its presentation of the six "spectra of different levels of influence" says that, "*informing the public implies a one-way information flow from the top to bottom*". Informing the public is the least effective mechanism in achieving an authentic participation process (Department of Environmental Affairs and Tourism 2002:7).

1.6.8 STAKEHOLDERS

These refer to individuals, groups and organisations that have an interest in and are affected by an initiative, and who may affect the outcome of an initiative. The outcome of an initiative may affect stakeholders directly or indirectly (Department of Water Affairs and Forestry 2001: 4). The World Bank (1996: 4) further adds that the stakeholders have different levels of power, different interests, and different resources. It is important that there is recognition of this situation and that arrangements are made to level the playing field and enable the different stakeholders to interact on an equitable and genuinely collaborative basis.

1.6.9 PUBLIC PARTICIPATION AND BUILDING-BLOCKS OF DEVELOPMENT

This section attempts to conceptualise public participation and the building blocks of development as referred to by Meyer and Theron (2000: 4-5). Canter (1996: 3) defines public participation as a, "*continuous, two-way communication process which involves promoting full public understanding of the processes and mechanisms through which problems and needs are investigated and solved by a responsible agency; keeping the public fully informed about the status and progress of studies and implications of the project, plan, programme, or policy formulation and evaluation activities, and actively soliciting from all concerned citizens their opinions and perceptions of objectives and needs and their preferences regarding resource use and alternative development or management strategies and any other information and assistance relative to the decision*". The World Bank (1996: 4) argues that participation must go beyond establishing needs but stakeholders must influence and share control over development initiatives (World Bank Website, 1996).

Rahman (1983: 150) emphasize that public participation is given real meaning if it is the collective effort by the people concerned in an organised framework to pool their efforts and any other resources, to attain objectives they set for themselves. In this regard participation is viewed as an active process in which the participants take initiatives and action that are stimulated by their own thinking and deliberation, and over which they can exert effective control. The similarity in the conceptualisation of participation is that participation should tap into the energies of the public so that they are able to assume ownership of the development process.

This view is shared by Burkey (1993:56) who argues that, "*participation is an essential part of human growth, that is the development of self-confidence, pride, initiative, creativity, responsibility, and co-operation*". Burkey (1993:56) further states that the first step in achieving genuine participation is the, "awareness of the beneficiaries about their own situation, the socio-economic reality around them, their real problems, the causes and what measures they can take themselves to begin to change their situation".

Meyer and Cloete (2000:104-109), in describing public participation in the policy making process, mention that authentic public participation takes place through the following four steps,

1. the "involvement" of legitimate and democratically elected political representatives - these representatives get policy mandates in elections or exercise their discretion as elected representatives of the community. They are also expected to report back to their voters regularly in order to obtain ratification of their decisions on behalf of the community;
2. the "involvement" of leaders of legitimate organizations, which represent community interests(e.g. civic, cultural, religious, welfare and other organizations - there must also be feedback from these leaders to their constituencies in order to legitimise their actions;

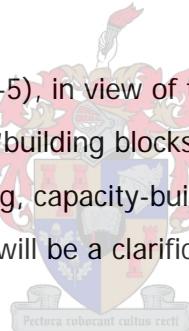
3. the “involvement” of individual opinion leaders in the community - these leaders can influence prevailing opinions if they are highly regarded and respected by the community; and
4. the direct “involvement” of ordinary members of the public in mass activities (e.g. attendance of public meetings, participation in protest marches, consumer boycotts and other types of direct mass action) - the numbers involved in these actions are indicative of the support expressed by the community for the cause concerned (Meyer and Cloete, 2000: 104-109).

Following from the above concept of public participation, one can draw a conclusion that through participation ordinary people are given an opportunity to have a say in how their environment should be planned and developed in future, and that people are able to influence the final outcome of planned action. Most importantly, public participation contributes to overcoming a sense of hopelessness because it increases the public's sense of efficacy, meaning the belief that the ordinary citizen has the ability and competence to influence local government. In doing so, public participation changes dependency into independency. Through active participation in the decision-making process, the level of criticism that local authorities receive decreases. This may be caused by the high level of public confidence and credibility that the municipality receives. Other advantages of public participation relate to:

- (i) exchange of ideas between the public and the municipality - this is one of the principles provided in Batho Pele (RSA, 1997). This free flow of information will promote cooperation amongst relevant stakeholders;
- (ii) participation providing people with a direct interest in community issues because they want to see something being accepted and implemented;
- (iii) public education and responsible citizenry - the benefit of participation is that people are more likely to be committed to a project or policy if they were part and parcel in its planning and preparation - the benefit of public participation is the enhancement of the quality of citizenship - people will be able to contribute

- to the debate, be aware of problems and the difficulties in finding solutions. It therefore is an essential component of human development - participation increases the public's awareness of its moral and social responsibilities towards the improvement of the quality of local government;
- (iv) participation is a means of obtaining information about local conditions, desires, needs and attitudes - as it can also stimulate an understanding and a sense of commitment to human needs among municipal officials;
 - (v) participation is a means of fostering equality, meaning that citizens have an equal opportunity as to exert influence in decision - making and
 - (vi) interaction with the public enhancing the potential for local government to meet the expectations of the community, which could also lead to a more responsive municipal government (Department of Local Government and Housing 2003: 12-24).

Meyer and Theron (2000: 4-5), in view of the above explanations, view public participation as part of the "building blocks of community development," which entail the process of social learning, capacity-building, empowerment, sustainability and self-reliance. The following will be a clarification of these concepts.



1.6.10 COMMUNITY DEVELOPMENT

De Beer and Swanepoel (1998: 7-8) mention that community development is a bottom-up approach, which avoids a blue print (top-down approach). This approach envisages development programmes arising from a learning process, in which the local people and programme staff have an equal share and in which their knowledge and resources are shared to establish a programme. De Beer and Swanepoel (1998: 7) further point out that such a programme can succeed only when unity can be obtained between:

- (a) the needs of the "target group" and the aims of a programme (i.e. the programme must address their "felt" needs; and
- (b) the formulation of needs and the power (of participants) to make decisions

(i.e. the participants must be in a position to decide on their needs and on what to do with them).

In terms of the above view, citizens are called on to be "visionaries" for their communities - to articulate a desirable future and broad strategies to achieve their preferred destiny. In essence, community development requires that the public be active, contribute new ideas and add legitimacy to the process. On the side of local authorities, productive engagement of the public as partners can leverage public resources to multiply improvement of results for communities.

Gilchrist (2000: 346-352) argues that a "well-connected community" is a vital component of community development because it creates a robust, yet flexible form of collective action. If the purpose of community development is to develop a community, it can be redefined as enhancing people's capacity to network both individually, collectively and through social institutions. Gilchrist (2000: 346-352) mentions that through, "networks in a community, experience and expertise is shared and this creates synergy by harnessing solidarity and self-help to a common-purpose". It is through these networks that opportunities for interaction, mutual learning, and the development of relationships based on trust as well as respect, are provided. It is also through these networks that self-reliance and capacity-building are promoted.

1.6.11 SOCIAL LEARNING

According to Kellerman (1997: 41), "the social learning process approach extends the principle of bottom-up planning and public participation by stating that change agents and development organizations should adopt a 'learning attitude'. The World Bank (1996) states that, "development experience has shown that when external experts do acquire, analyze, and process information and then present this in social reports, social change usually does not take place; whereas the kind of social learning that stakeholders generate and internalize during the participatory planning and/or implementation of a development activity does enable social change". It goes

further to mentions that *social learning if followed by "social invention". Through the latter, the, " stakeholders invent new practices and institutional arrangements they are willing to adopt, in the process, they individually and collectively develop insight and understanding of the new behaviors required to attain the objectives they set"* (World Bank, 1996).

The social learning approach calls for a shift in thinking, more especially on the side of the officials who are supposed to be working closely with the public (Meyer and Theron, 2000: 5).

1.6.12 CAPACITY BUILDING

Morss and Gow (1985: 135) view capacity-building as the ability to anticipate and influence change, the making of informed decisions, to attract and absorb resources, and the management thereof to achieve the objectives. This will require strong organisational and financial capacities from the beneficiaries so that they can act for themselves. In the context of development, officials need to ensure that the public is an integral part of the implementation stages of development. Secondly, effort must be made in initiating training programmes for the public which will not only expose them to outside expertise, but enable them to effectively engage with authorities/decision-makers.

The capacity-building exercise must also enable municipalities to develop their own systems for developmental local government, to ensure that there are adequate human resources, that the skills level within municipalities is increased, that political, strategic and manageable leadership is strengthened and that the knowledge base of municipalities is expanded (World Bank, 1996).

1.6.13 SELF-RELIANCE

Burkey (1993: 56) defines self-reliance as doing things for oneself, while maintaining confidence in making decisions. The implication is that public participation should go beyond seeking the views of communities during the policy-making process but

should rather seek the participation of the public in development projects. It is through the latter phase that the issues relating to empowerment, building the capacity of the public and sustainable development will be addressed. Self-reliance occurs when the people at grassroots level have been exposed to these processes.

1.6.14 SUSTAINABILITY

Sustainable development is defined in many ways. The most widely accepted definition, is "development that meets the needs of present generations without compromising the ability of future generations to meet their needs" (DEAT 2003: 1-4). One of the principles of sustainability is that of social justice and equity. This stresses public participation and social justice, paying attention to the most vulnerable in society. Value is attached to social capital and social networks. It supports the use of technology, and meeting people's basic needs without degrading the ecological system (DEAT 2003: 3-7).

1.7 CONCLUSION



The Constitution (RSA, 1996) and the relevant local government legislation tries to transform the manner in which municipalities interact and communicate with the public. The new public participation approach as envisaged in the new policy and legislative framework, entrenches the culture of participatory democracy and enhances co-operative governance. The above-mentioned framework also entrenches a culture of good governance as explained by Kotze (1998: 15) and Fuhr (2000: 110-127). In assessing the Mayor's Listening Campaign as a public participation method in the City of Cape Town, one needs to look at how effective it was in giving the ordinary citizens of Cape Town the power to influence the decision-making process. The MLC will also be evaluated in terms of how successful it was in building the capacity of communities to enable them to negotiate developmental initiatives with authorities. This necessitates the "levelling of the playing field" as mentioned by Parnell and Pieterse (2002: 86). It is only when an enabling environment is created that the process of social learning and intervention can take place.

The hypothesis formulated in this study is based on the notion that an authentic, empowering and sustainable public participation process requires this function be institutionalized into public participation structures like the Ward Committees as stipulated in the Municipal Structures Act (RSA, 1998) and the municipal and community partnerships as suggested by Khan and Cranko (2002: 262). The engagement of ordinary citizens and officials within these structures will necessitate a move away on the part of municipalities from top-bottom, co-optive, consultative and non-participatory approaches, to a bottom-up approach as mentioned by De Beer and Swanepoel (1998: 271-272). The international conceptualisation of public participation supports the notion of a people-centred and bottom-up approach to public participation. These will be highlighted in the following chapter. The way in which this flows into the South African policy and legislative framework for public participation in developmental local government will also be highlighted.



CHAPTER 2

CONTEXTUALIZING PUBLIC PARTICIPATION: THEORY AND STRATEGY

2.1 INTERNATIONAL CONTEXT

The conceptualisation of public participation in the international sphere and its link to sustainable development will be briefly discussed in this chapter. An attempt will be made to focus on how these ideals, as conceptualised in international agreements, have been incorporated in the South African policy and legislative framework. The International Association for Public Participation (2000) (IAP2) views public participation as decision-oriented. It mentions that its greatest benefit is its contribution to achieving sustainability. For a policy, programme, project or a plan to be sustainable, it has to take into consideration all three dimensions of sustainability, namely economic growth, social equity and ecological integrity. Public participation therefore assists decision-makers in establishing the point of sustainability for each project by contributing essential local knowledge and wisdom to project planning and design, and clarifying the degree to which stakeholders are willing to accept or live with trade-offs. The International Association for Public Participation (2000) (IAP2) further mentions that public participation will therefore assist the decision-makers in making informed decisions about the sustainability of a proposed policy, programme, project or plan (International Association for Public Participation, 2000).

This notion of a people-centred development as discussed above is also endorsed by the Manilla Declaration on People's Participation and Sustainable Development (1989). The following three principles are basic to a people-centred development:

1. "sovereignty resides with the people, the social actors of positive change. Freedom and democracy are universal human aspirations - the sovereignty of

the people is the foundation of democracy- the legitimate role of government is to enable the people to set and pursue their own agenda;

2. To exercise their sovereignty and assume responsibility for the development of themselves and their communities, the people must control their own resources, have access to relevant information, and have the means to hold the officials of government accountable. Freedom of association and expression, and open access to information is fundamental to the responsible exercise of this sovereignty. Governments must protect these rights. People from all countries must work together in solidarity to ensure that governments accept and act on this responsibility and
3. Those who would assist the people with their development must recognize that it is they who are participating in support of the people's agenda, not the reverse, the value of the outsider's contribution will be measured in terms of the enhanced capacity of the people to determine their own future" (Theron and Meyer, 2000: 157-158) .

The significance of the above declaration is the reality that development efforts cannot succeed without an authentic and sustainable public participation process. The efforts of local government officials will be measured according to the role they have played in contributing to good governance, as discussed in Chapter 1, and of building the capacity of communities to engage effectively with local authorities and also shaping their desired destiny. These ideas are further re-enforced by the International Association of Public Participation (2000) (IAP2), which provides the core values for public participation, namely:

1. "The public should have a say in decisions about actions that affect their lives.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. The public participation process communicates the interests and meets the process needs of all participants.

4. The public participation process seeks out and facilitates the involvement of those potentially affected.
5. The public participation process involves participants in defining how they participate.
6. The public participation process provides participants with the information they need to participate in a meaningful way.
7. The public participation process communicates to participants how their input affected the decision."

(The International Association for Public Participation, 2000)

The International Association of Public Participation (2000) and the Manilla Declaration (1989) are a consequence of the international trend, which puts emphasis on the decentralisation of decision-making and further endorses the notion of participatory development planning with recipients or the public, so that they can exercise ownership of the development process thereby empowering themselves. The core values as suggested by IAP2 (2000) also encourage officials to change their thinking with regard to public participation, and accept that communities have knowledge about their own environment and needs. The shift in mindset will encourage a bottom-up approach to development planning. International thinking on public participation is well captured in the South African legislative and policy framework on local government. The following discussion will focus on this framework.

2.2 POLICY AND LEGISLATIVE CONTEXT FOR PUBLIC PARTICIPATION IN LOCAL GOVERNMENT - BACKGROUND

This section will discuss the conceptualisation of public participation within the policy and legislative framework pertaining to local government. The Reconstruction and Development Programme (RSA, 1994) mentions that people-centered development should encourage participation by the people. The Development Facilitation Act (RSA, 1995) sets out principles for land development. These principles, according to the Local Government Transition Act (RSA, 1993) must form a basis for development planning in municipalities (Department of Constitutional Development 1998: 19). These principles

endorse the tone that was set by the RDP with regard to public participation. The Constitution (RSA, 1996) emphasizes that local government is the level of government closest to the public; therefore it must encourage the participation of citizens in municipal affairs. The White Paper on Local Government (RSA, 1998) is a stepping-stone between the Constitution (RSA, 1996), the Municipal Structures Act (RSA, 1998) and the Municipal Systems Act (RSA, 2000). The central idea of the White Paper on Local Government (RSA, 1998) is developmental local government, which requires municipalities to work with the public in decision-making processes (McCann Xaba and Associates, 2003). Both the Municipal Structures Act and the Municipal Systems Act emphasize transparency and access and compel municipalities to establish and facilitate mechanisms for public participation (McCann Xaba and Associates, 2003).

2.2.1 THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME RDP OF (1994)

The Reconstruction and Development Programme (RSA, 1994) is a strategy intended to address the social and economic problems facing our country in the pursuance of justice, democracy, prosperity, empowerment and equity in an integrated policy framework. One of the principles that underpinning the RDP is that of a "people-driven process". The implication of this statement is that this policy adheres to the democratic principle by asserting that people who are affected by decisions must take part in making the decisions. This suggests that people must contribute to the reconstruction and development of South Africa. It sets out four key programmes to achieve this objective, namely:

- meeting basic needs
- developing human resources
- democratizing the state and society and
- rebuilding the economy

The RDP (RSA, 1994) not only stresses growing empowerment and reliance on the energies of the public, but development must be people-oriented and people - driven (McCann Xaba and Associates, 2003).

2.2.2 DEVELOPMENT FACILITATION ACT (1995)

The DFA (RSA, 1995) provides general principles with regard to land development.

They are amongst others that:

- (a) members of communities affected by land development should actively participate in the process of land development;
- (b) the skills and capacities of disadvantaged persons involved in land development should be developed;
- (c) laws, procedures and administrative practices relating to land development should:
 - be clear and generally available to those likely to be affected by them;
 - in addition to serving as regulatory measures, also provide guidance and information to those affected by them; and
 - be calculated to promote trust and acceptance on the part of those likely to be affected by them.

The DFA (RSA, 1995) is an important legislative milestone because it supports the idea propagated by the RDP (RSA, 1994) that in order for communities to effectively participate in development processes, all levels of government should link development with access to information, capacity-building, social learning and empowerment. It also supports the idea that for development to be successful, public participation is critical for the legitimacy of the process.

2.2.3 THE SOUTH AFRICAN CONSTITUTION (1996)

According to Section 152 and 153 of the Constitution (RSA, 1996), local government is in charge of the development process in municipalities, as well as municipal planning.

The constitutional mandate to relate its management, budgeting and planning functions to its objectives, gives a clear indication of the intended purposes of municipal integrated planning, namely to:

- ensure sustainable provision of services;
- promote social and economic development;

- promote a safe and healthy environment;
- give priority to the basic needs of communities; and
- encourage involvement of communities (Department of Provincial and Local Government, 2001).

The above constitutional principles should be viewed as the promotion of democracy at local level. This, according to the Constitution (1996) should be the central role municipalities should play. This level of government should be able to give the public the opportunity to participate in decision-making and also determine their future. Local authorities should therefore create an atmosphere for communities to participate meaningfully in the decision-making process.

2.2.4 WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY (1997) “BATHO PELE PRINCIPLES”

The Department of Public Service and Administration published the above principles to improve service delivery in the various levels of government (RSA, 1997). The principles indicated below, flow directly from the provisions of the Constitution (RSA, 1996) and the Reconstruction and Development Programme (RSA, 1994).



1 Consultation

Citizens should be consulted about the level and quality of public services they receive and, wherever possible, should be given a choice about the services that are offered.

2. Service standards

Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.

3. Access

All citizens should have equal access to the services to which they are entitled.

4. Courtesy

Citizens should be treated with courtesy and consideration.

5. Information

Citizens should be given full, accurate information about the public services they are entitled to receive.

6. Openness and transparency

Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.

7. Redress

If the promised standard of service is not delivered, citizens should be afforded an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.

8. Value for money

Public services should be provided economically and efficiently in order to give citizens the best possible value for money (RSA, 1997).

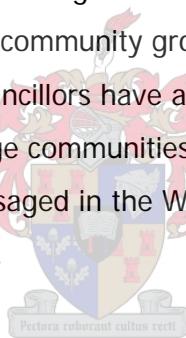
2.2.5 WHITE PAPER ON LOCAL GOVERNMENT (1998)

The White Paper on Local Government (RSA, 1998) establishes a basis for developmental local government, in which, "*local government is 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*". It further encourages public participation in policy formulation and in the monitoring and evaluation of decision-making and implementation through the following mechanisms:

- the establishment of forums initiated either within local government or by outside organisations to influence policy formulation or evaluate aspects of local governance;
- a structured stakeholders' involvement in committees, particularly those that are dealing with specific issues, such as a new rates policy;
- participatory budget initiatives aimed at linking community priorities to capital investment programmes;
- the determination of community needs through close consultation when drawing up the integrated development plan;

- focus group research to understand the needs of the community; and
- support for organizational development particularly in marginalized areas where the skills and resources for participation may be less developed than in better-off areas (Department of Local Government and Housing, 2003).

The provisions of the White Paper on Local Government (RSA, 1998) illustrate the need for municipalities to galvanise their efforts and resources not only to improve the quality of life of the public, but more especially those sections of society which have been neglected in municipal planning processes. Here special reference is made to women, historically disadvantaged individuals, and those living below the poverty line. Secondly, it states that developmental local government means that it must address issues pertaining to empowerment, democracy and redistribution. Local authorities must not only encourage local democracy, but also actively promote the participation of citizens and community groups in the design and delivery of municipal programmes. Municipal councillors have a critical role to play in this process, because if they fail to engage communities in the affairs of council, the new mandate of local government as envisaged in the White Paper on Local Government (RSA, 1998), will be compromised.



The White Paper (RSA, 1998) supports the central principle of the Reconstruction and Development Programme (RSA, 1994) and the Batho Pele Principles, because it requires local government to encourage participation of the public on the level and quality of service that they receive, and to communicate courteously, and to give citizens full and accurate information about public services that they are entitled to receive. These principles also endorse the concept of openness and transparency. The Batho Pele Principles note that the development of a service-oriented culture requires the active participation of the wider public, with municipalities requiring constant feedback from service users in order to improve their operations (McNann Xaba and Associates, 2004).

It is therefore incumbent upon local authorities, in observing the policy and legislative framework, to set up structures that will enable the public to influence the budgetary,

planning, implementation and monitoring process of local authorities. Effort has to be made with regard to a change management programme so that the culture of non-participation in municipalities can be transformed. Officials need to understand the value of their client in municipal business, therefore encouraging the notion of high quality service delivery in line with the "Batho Pele" Principles (Idasa Website, 1999). Theron (in Cape Times 9/10/23) states that, "it is not clear if municipal officials who need to implement, with the participation of local communities, a particular IDP, fully comprehend the appropriate concepts, purposes, context and strategy regarding development planning and programme/project management, neither are they exposed to new thinking and training in this regard".

The shift in philosophy and strategy from service delivery to a "development orientation" calls upon the local government officials to become "change agents" (Burkey 1993: 76). According to Theron (2005: 138), the new type of "change agent" is now challenged to act not only as, for argument sake, a municipal housing manager, but a housing "expert, guide, enabler, advocate and mediator, who, through managing appropriate public participation strategies in partnership with his/her stakeholders, engages in a mutual social learning process, builds his/her as well as the stakeholder's capacity; empowers himself/herself as well as the stakeholders and finally, delivers a sustainable end product based on local Indigenous Knowledge Systems (IKS) and participatory input, from stakeholders".

2.2.6 MUNICIPAL STRUCTURES ACT (1998)

Section 19 (2) of the Municipal Structures Act, (RSA, 1998) stipulates that a municipal council must annually review:

- a) the needs of the community;
- b) its priorities to meet those needs;
- c) its processes for involving the community;
- d) its organisational and delivery mechanisms for meeting the needs of the community; and
- e) its overall performance in achieving those objectives.

The Municipal Structures Act (1998) is an important milestone with regard to public participation since it ushered in the establishment of ward committees. The significance of these structures is that public participation should be institutionalised. Secondly, it encourages a structured public participation process more especially for municipalities that are too big in terms of population size. A structured public participation process in the IDP will encourage the establishment of rules and procedures specifying who is to participate or to be consulted, on behalf of whom, on which issues, through which organisational mechanism, with what effect (Department of Provincial and Local Government, 2001). The Act therefore promotes an open and transparent public participation process. The effective functioning of ward committees will depend on the level of administrative support they receive from the municipalities. It is critical that the capacity of ward committees be strengthened. Workshops and training programmes on legislation, government policies, leadership and conflict resolution and basic literacy skills are important.

2.2.7 MUNICIPAL SYSTEMS ACT (MSA) (2000)

Chapter 4 of the Municipal Systems Act (RSA, 2000) states that, "a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose – encourage, and create conditions for the local community to participate in the affairs of the municipality, including in preparation, implementation and review of its IDP, contribute to building the capacity of the community to participate in the affairs of the municipality and councillors and staff to forge community participation." It further consolidates the requirements of the Municipal Structures Act (RSA, 1998) by stating that participation by the local community in the affairs of the municipality must take place through political structures.

At the centre of the Municipal Systems Act (RSA, 2000) is the need for municipalities to give relevant information to the public. This process could lead to empowerment

of the community so that it has the capacity to influence the IDP process in a meaningful way.

In terms of Section 26 (a - l) of the MSA (RSA, 2000), the core components of an IDP are:

- a) the municipal council's vision for the long- term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;
- b) an assessment of existing level of development in the municipality, which must include an identification of communities who don't have access to basic municipal services;
- c) the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- d) the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- e) a spatial development framework, which must include the provision of basic guidelines for a land use management system for the municipality;
- f) the council's operational strategies;
- g) applicable disaster management plans;
- h) a financial plan, which must include a budget projection for at least the next three years; and
- i) the key performance indicators and performance targets determined in terms of section 41 of the Municipal Systems Act (RSA, 2000).

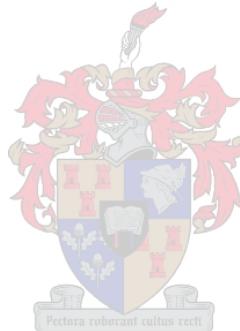
2.3 THE INTEGRATED DEVELOPMENT PLANNING PROCESS (IDP)

Section 29 of the MSA (RSA, 2000) formulates the following guidelines regarding the process to be followed:

- 1 it should be in accordance with a predetermined programme specifying time frames for the different steps.
- 2 through mechanisms, processes and procedures established in terms of chapter 4, op cit, it should allow for:

- 2.1 the public to be consulted on its development needs and priorities;
- 2.2 the public to participate in the drafting of the IDP; and
- 2.3 organs of state, including traditional authorities, and other role-players to be identified and consulted on the drafting of the integrated development plans.

This IDP approach does not serve as a blueprint but as a guideline for implementation at municipal level. In terms of the IDP User-Friendly Guide (DPLG: 2001), local authorities need flexibility in implementing the above process and allow for an ongoing process of change and improvement in the programme (Department of Constitutional Development 1998: 21). The IDP approach contributes to a learning environment as proposed by Kellerman (1997: 43), who mention that this learning approach attempts, *"to bring together the aspects of planning and design, the local authority as well as the beneficiaries of these programmes.*



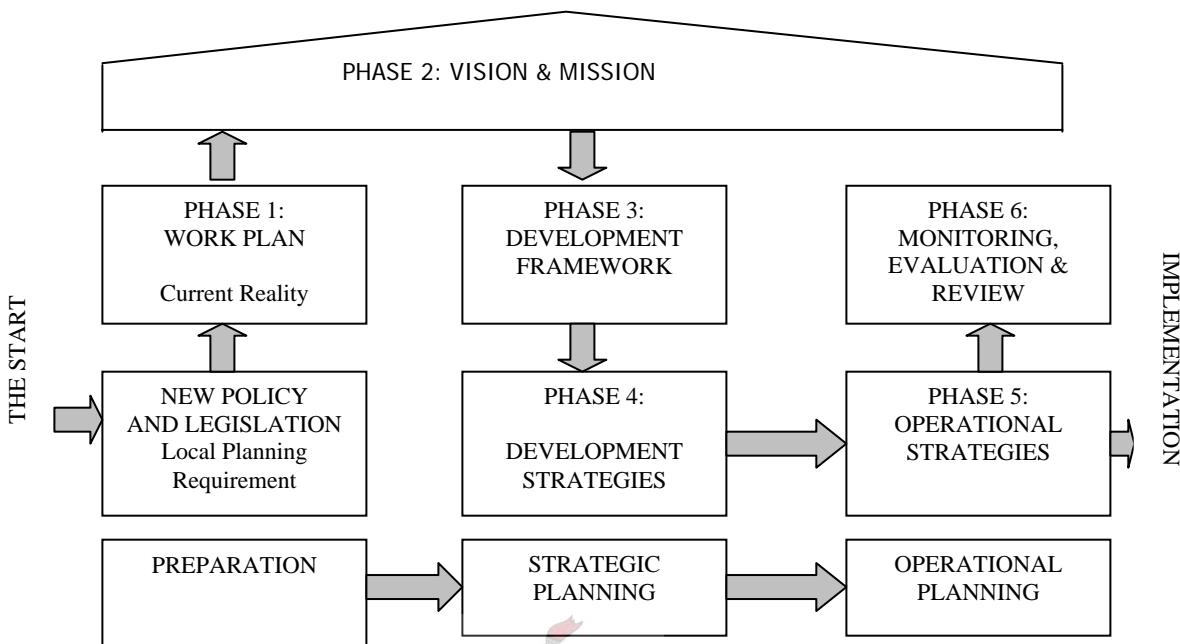


Figure 2.1 (IDP process) adapted from CSIR (1997)

At the centre of the IDP is the need for municipalities to engage in a continuous basis with the public. The IDP suggests that it is not only useful to listen to the public concerning their needs, but municipalities should devise concrete measures that will be put in place for public participation in development projects. Exposure to detailed technical planning of projects, can only serve to build the capacity of the public to handle these projects on their own. It is therefore incumbent upon local authorities to initiate public participation structures like the IDP forums, which will be important vehicles enabling the communities to express their aspirations in the community development process.

The MSA (RSA, 2000) also emphasises that public participation should not only be confined to the clarification of needs, but should apply throughout the IDP process, including the assessment of the municipality's performance against the agreed targets, and on evaluating the planning strategies and implementation. The responsibility is on the council to give feedback to the public concerning development progress.

2.4 NATIONAL POLICY FRAMEWORK FOR COMMUNITY DEVELOPMENT WORKERS (CDWS) IN SOUTH AFRICA (2004)

The concept of CDWS in local government will have favourable consequences for participatory governance. The idea is well articulated by the President in his State of the Nation Address (SONA) in which he stated: "*Government will create a public service echelon of multi-skilled community development workers (CDWS) who will maintain direct contact with the people where these masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people. It is wrong that government should oblige people to come to government even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices.*" (Department of Provincial and Local Government: 2004)

The key responsibilities of the CDWS are to bring government closer to the people. These learners are recruited from the communities where they live and therefore have a better understanding of the dynamics and needs of the citizens they serve. This therefore enables them to enter communities and facilitate stakeholder interaction and make effective interventions. The critical role that CDWs must perform is that of promoting and encouraging public participation at local government level. This therefore means that the CDWs must be aware of the Integrated development plans as stated in the White Paper on Local Government (RSA, 1998) and the Municipal Systems Act (RSA, 2000) which both require public participation. It is the duty of the CDWs to bring together skills, experience, knowledge and resources from citizens, Non-Governmental Organisations and other community structures. This by implication links public participation to empowerment and capacity-building as stated in the building blocks of development given by Meyer and Theron (2000: 4-5).

The critical element with regard to CDWs is the institutional and support framework which is provided by the different spheres of government, for example the

programme formulation will be the primary responsibility of the national sphere; the province will undertake research which will identify districts affected by poverty; local authorities will assess the needs of the public and work together with ward development associations. The latter will be responsible for planning and will take cognisance of IDPs (Department of Provincial and Local Government, 2004).

The management and control of CDWS will take place in the ward development associations (where the CDWS will be deployed), which will work, together with municipalities. The programme supports the ideas promoted by the Constitution (RSA, 1996) and the relevant local government legislation concerning the promotion of participatory democracy. It envisages a structured participatory framework which ultimately leads to social learning and cohesion, building trust in and credibility for the planning process and inculcating a sense of ownership of the development process (Department of Provincial and Local Government, 2004). These ideas are articulated by the International Association for Public Participation (2000) and the Manilla Declaration on People's Participation and Sustainable Development (1989).

The significant development with regard to the CDWS is their intended role in ensuring that communities organise themselves into structures, like the ward committees, that will be able to voice their concerns to authorities. By facilitating communication between local authorities and communities, the CDWS encourage accountability on the side of municipalities. This therefore ensures that the principles of good governance, as stated by Fuhr (2000: 64-68), are promoted.

The other critical challenge for the CDWS is how to effectively utilise the social networks which exist in communities and to draw these into municipal IDPs. This therefore allows them to tap into the social capital of the community. The responses given by the public during interviews for this study, as presented in **Annexure H**, provide further proof that the public prefer the use of social networks as a participatory mechanism. This is due to the fact that it is only when these are utilised that they can assume ownership of the planning process.

2.5 CONCLUSION

The international conceptualisation of public participation as explained by the Manilla Declaration (1989) and the International Association of Public Participation (2000), emphasises that an authentic public participation process should be people-centred. According to Kellerman (1997: 36), a people-centred approach shifts the emphasis in development action to people, rather than to objects and production, and to the enhancement of their capacity to participate in the development process. They further argue that in people-centred development the creative initiative of people is regarded as a primary development resource, and the mental and material welfare of people is seen as the final objective of development. Attempts by the poor to address their own needs are therefore encouraged (Kellerman 1997: 36). In essence, this school of thought believes that in participatory democracy, the public must assume ownership of the development process.

International thinking on participation which supports the notion of people-centred development, links public participation to issues pertaining to capacity-building, empowerment and good governance as explained by Fuhr (2000: 64 – 68) and Theron (2005) – see chapter 10. The conceptualisation of public participation in the international sphere is also well articulated in the policy and legislative framework of local government in South Africa but confusion exist between key concepts like participation, involvement, consultation, engagement and others as stated by Theron (2005). The latter sets out the rationale for public participation in building the capacity and the empowerment of citizens. Empowerment will assist the public to increase control over their lives and livelihoods ([McNann](#) Xaba and Associates, 2003).

Local government legislation also mandates municipalities to work in partnership with the public by providing a platform to influence the budgetary processes and the IDP. A culture of democratic governance must be encouraged in light of developmental local government. In order to facilitate this process, proper structures/mechanisms must be put in place to ensure that the public can participate in a meaningful way in the IDP process as explained by Theron (2005) - see chapter 11. Local authorities

must utilise the opportunities presented by national government in the form of CDWS to ensure that the notion of “bringing government closer to people” is effected.

It becomes critical that when municipalities create conditions for meaningful participation, the adoption and implementation of principles and strategies for public participation are able to release the energies of citizens, facilitate a two-way information process, build the capacity of the public to engage authorities and encourage a social learning process (Meyer and Theron 2000: 4-5; Theron: 2005, see chapter 10). The introduction of CDWS supports the provisions of the White Paper on Local Government (RSA, 1998)and the Municipal Systems Act (RSA, 2000) because it gives content to the idea of participatory democracy in local government.

It further plays a significant role in linking public participation and the building blocks of development as argued by Meyer and Theron (2000: 4-5). The following chapter will discuss principles and strategies for public participation in local government. These must take into consideration or support the policy and legislative framework pertaining to developmental local government as stipulated in the Constitution (RSA, 1996); the White Paper on Local Government (RSA, 1998) and the “Batho Pele” Principles as mentioned in the White Paper on Transforming Public Service Delivery (RSA, 1997).

Chapter 3

PRINCIPLES AND STRATEGIES FOR PUBLIC PARTICIPATION

3. BACKGROUND

The theory and policy perspectives articulated in the previous chapters suggest that it is critical to pursue initiatives that create space for direct public participation in local governance, by encouraging interaction between the public and local authorities. In order for this idea to be successful, it is important that feasible mechanisms to achieve an acceptable level of public participation be identified. According to Alvarez (1993: 212) protagonists of this approach call for political analysts and civil society activists to pay greater attention to mechanisms and strategies that favour non-elite access to policy-making and implementation in order for them to be more inclusive and meaningful to democratic institutions.



Another strategy for democratic social change is to use participatory methods. Some methods increase public awareness of rights and responsibilities. For example, popular theatre, dance and song of pre-election campaigns have made a positive impact in India (PRIA 2000: 10). Comparable examples are also found in the Philippines where methods for training and capacity-building were employed to bring about efficiency within government bureaucracies (Ananthpur & Ganesh, 2000; Blackburn, 2000). In Bolivia a special law was passed to enforce community planning and participation (Blackburn and De Toma, 1998: 165- 189).

The advancement of public participation in local government or the state-civil relationship entails creating up the space for civil society organisations to interact with authorities. Accompanying this relationship would be some degree of acceptable representation and legitimacy from social groups (Alvarez, 1993: 201). In promoting this relationship between the local authority and the public, one finds tactics and

cunning methods of politicians to co-opt and tie civil society formations to the structure of authority so that they are unable to advance the interests are not useful. To attenuate the problem of co-optation, there must be a relatively multi-dimensional civic movement engaging the local municipalities. This would ensure the relative benefit of different structures and relationships, building a taxonomy of roles and responsibilities, in which the public can assess performance against a particular set of goals and expectations (Chaskin and Garg, 1997: 655).

The last point which needs mentioning regarding public participation in local government, concerns the most conspicuous intent of politicians to use participation as a control mechanism, at best to bar the ideas and innovative strategies that are perceived to be a threat to the status quo. Caution must be exercised to ensure that the public's innovative ideas are not subsumed or manipulated so that local authorities exercise control over innovative and participatory processes (Bur and Young, 1999: 52). The argument here is that it is only when there is an honest motivation based on the principle of horizontal equity, that a genuine relationship between the relevant stakeholders may occur. The important question is whether those with power can agree to relinquish their power to be shared with ordinary members of the public, whom they have regarded as mere recipients of services.

Taking into account the above concerns and issues raised, this chapter will discuss principles and strategies for public participation in municipalities. These strategies must take into account that the public are able to make a meaningful contribution to the IDP, as stated in the Municipal Systems Act (RSA, 2000). The public, through participation mechanisms, must ideally take ownership of development initiatives. Strategies that are implemented at this level must be able to link participation with the building blocks of development, as explained by Meyer and Theron (2000: 4-5) and Theron (2005: 111- 132). It is only when these are observed, that participation becomes authentic as argued in the hypothesis of this study.

3.1 PRINCIPLES AND STRATEGIES FOR PUBLIC PARTICIPATION

According to the DPLG (2001: 5), "*if public participation is to become a permanent and valuable fixture in local government, it must be grounded in a set of agreed upon and guiding principles*". The following will highlight some of these.

3.1.1 DIVERSITY

While a thorough stakeholder analysis should cut across the diversity of individuals and groups who need to participate in a specific development process, it is never safe to assume that the net is being cast wide enough. Diversity addresses issues such as gender, disability, race, ethnicity, age, differences in social status within the community, geographic location, levels of economic income, political affiliation, and those who are known to think differently about the issue under consideration (Department of Local Government and Housing, 2003: 2). In assessing the Listening Campaign, it is important to establish whether the issue of diversity of the Cape Town area has been taken into account in the planning of public meetings.

3.1.2 OPENNESS AND TRANSPARENCY

According to Department of Water Affairs and Forestry (2001: 17), "*the principle of transparency refers to the honest, open and equitable nature of public participation*". This principle is well articulated in the White Paper on Transforming Public Service Delivery - Batho Pele Principles (RSA, 1997). It is also emphasised that productive relationships between civil society and government require that role - players should be transparent, efficient and equitable. The Department of Provincial and Local Government (2001: 2) concurs with the above by mentioning that, "transparency involves the degree to which the process of participation is communicated openly to others outside the process and open to external scrutiny". The DWAF (2001: 17) argues that transparency goes beyond the provision of information, but also entails the active strengthening of the right to information through the development of

means to gain access to information and even with the provision of a degree of legal enforceability of the provision of information.

Openness has to do with a process that:

- ▶ incorporates divergent insights and ideas;
- ▶ is in touch with those beyond the membership boundaries of the participating team;
- ▶ encourages the public's input; and
- ▶ is open to expansion of membership as dictated by evolving needs (Department of Provincial and Local Government, 2001: 3).

3.1.3 ACCOUNTABILITY AND COMMITMENT

The Department of Water Affairs and Forestry (2001: 18) states that, "there has to be a shared responsibility between role-players in terms of commitments, burdens and benefits of public participation as well as a shared accountability for the successes and failures of the process". Fuhr (2000: 65) maintains that accountability is at the heart of good governance and has to do with holding governments accountable for their actions. This can be done through, amongst other things, decentralization of decision - making and participatory arrangements. The ward committees envisaged by the Municipal Structures Act (RSA, 1998) can play a meaningful role in ensuring that Ward Councillors in a specific ward area are held accountable by the public.

3.1.4 RIGHTS AND ROLES

This will require a change of mindset from officials so that the process of participatory planning can commence. It is only when there is an acceptance from municipalities that the public are equal partners in the development process, that meaningful interaction can take place.

3.1.5 ACCESS TO INFORMATION

The commonly used adage “information is power” becomes relevant in this instance. Access to information, also mentioned in the Batho Pele Principles, will enable the stakeholders to participate meaningfully in the decision-making process. Stakeholders should have timely access to information to participate effectively. Information should be accessible in terms of language and terminology in order to build the capacity, understanding and knowledge of stakeholders (Department of Water Affairs and Forestry, 2001: 19).

3.1.6 EFFICIENCY

In terms of the above principle, public participation must be clear and definite. Participatory planning requires that all stakeholders be clear on the process plan so that they can contribute meaningfully. It is critical that the communication of the process plan be done through community structures, for example ward committees.

3.1.7 EFFECTIVE FEEDBACK MECHANISM



Public participation strategies will need to ensure that there is constant interaction between stakeholders and decision-makers. This interaction will ensure that the flow and sharing of information is possible. This feedback mechanism will facilitate accountability and engender the public's confidence in the planning process.

3.1.8 MONITORING AND EVALUATION

The purpose of this study was to evaluate or assess the practical value of the MLC as a public participation strategy, since the evaluation thereof will influence the future public participation policy. Instruments that can be used for this purpose may include the budget, legislation, policies and annual reports (Meyer and Theron 2000: 110).

3.1.9 TRUST

The implementation of or an attempt to affect public participation principles will ensure that a high level of trust and confidence amongst each other underpins the quality of interactions between the stakeholders.

3.2 MECHANISMS FOR PUBLIC PARTICIPATION

3.2.1 CRITERIA FOR SUCCESSFUL PUBLIC PARTICIPATION METHODS

An effective public participation strategy should consider the following criteria for successful implementation:

- Participation should be representative of the broader public and should be selected in a way that is not open to manipulation.
 - The participation process and specific method should promote decision-making.
- This entails the manner in which decisions are structured for the public, and the performance within the given participation structure or method, the provision of accurate and meaningful information and the adequate recognition of public input (Department of Provincial and Local Government, 2001: 7).

3.3 PUBLIC PARTICIPATION STRATEGIES

According to Theron (2005: 111- 132), *“public participation strategies should not be looked upon as ‘blue-prints’. Each situation calling for a public participation intervention will ask for a specific, relevant combination of strategies. There is no ‘best’ strategy available in the development market place. Strategies to be considered, depending on what is expected by the change agent and community stakeholders, include many possibilities”*. The above statement echoes the view held by the World Bank Website (1996: 9), which states that a perfect strategy for public participation does not exist and that participation must be influenced by circumstances and the social context in which development is taking place. The

Department of Environmental Affairs and Tourism (2002: 7-8) maintains that public participation strategies relate to a, "spectrum of different levels of influence" of public impact on decision-making. These levels can be seen from protests, consultation, involvement and empowerment in public participation processes (Theron, 2005: 31). These suggestions from the DEAT are a direct result of the guidelines based on the International Association of Public Participation (IAP2 Website, 2000).

The spectrum of different levels of influence for public participation as envisaged by DEAT (2002: 7-8), means that some levels are more relevant than others in obtaining authentic public participation (Theron, 2005: 31). Table 3.1 below is an indication of these levels of influence:

Table 3.1 - DEAT Levels of Influence

INFORMATION	
Legal notices	Notices informing stakeholders and the public of a particular proposal or activity that is required by law to be displayed at particular locations for a specified period.
Advertisements	Paid advertisements in newspapers and magazines to inform stakeholders and the public of a proposal or activity and the opportunity for stakeholder engagement. These should not be hidden in the legal section of the paper where they are generally overlooked.
Magazine/news articles and press releases	Feature stories or articles to provide information about the proposal or activity.
Background information materials	Fact sheets, newsletters, brochures or information flyers which can be distributed along with monthly utility bills, through mail drops, direct mail, or left at accessible public locations in order to provide feedback and regular updates on progress. This may also include the proponent's annual report or, where available, the health, safety and environment report.
Exhibits/displays	Information provided in an accessible location to help raise stakeholders' awareness and understanding of a plan or assessment.
Technical reports	Specialist studies report research or policy findings, which are made accessible to stakeholders and the public. Copies of reports are generally made available at public libraries, directly to key stakeholders and/or

	electronically for stakeholders' comment.
Websites	Websites that contain project information, announcements and documents. Interactive websites allow the stakeholders to provide their views.
Field trips	Provide site tours to inform key stakeholders, elected officials, advisory group members and the media.
Press conference	Question and answer session for the media to obtain information about proposals or activities.
Radio/TV talk shows	Radio or TV presenter aims to elicit information about a proposal or activity on behalf of the public through questions posed to the proponent.
Expert panels	Public meeting at which the experts/specialists provide information and stakeholders are then given an opportunity to pose questions. Alternatively, a selected media panel may pose questions to the experts and stakeholders sit in as a passive audience.

CONSULTATION	
Public meetings	Formal meetings where the proponent meet with a wide range of stakeholders in a public place. These meetings are open to all, although some stakeholders may be specifically invited. Generally the public meeting involves scheduled presentations by the proponent, followed by a question and answer session, or the opportunity for stakeholders to raise issues or to comment.
Public hearings	Similar to a public meeting, except that these are more formal and structured and usually require a written transcript of the proceedings. These do not promote dialogue between stakeholders, but are an approach by which the lead authority may obtain information from interested and affected parties and the proponent.
Open days/ open house	<p>Two interpretations:</p> <ol style="list-style-type: none"> 1) Stakeholders are given the opportunity to tour the site/ facility at their own pace. 2) Information and displays are set up at an accessible and convenient public location for a day to make information accessible to stakeholders and the public. <p>Both involve exhibits/displays being set up with relevant information and members of the project team being available to provide additional</p>

	information.
Briefing	Regular meetings of social and civic clubs and organisations are used to inform, educate and consult with special interest groups.
Central information contact	Designated contact persons are identified as official liaisons for stakeholders, the public and the media.
Field offices or information centres	Offices established with prescribed hours to distribute information and respond to enquiries. Usually established in communities where a project or issue has the potential for significant impact or where there is a need for close contact with stakeholders. Designed to encourage information interaction with the community, and staffed with people who are able to answer questions and solicit opinions.
Comments and response sheets	Forms included with information sheets, with technical reports, or at public meetings and open days to gain information on stakeholders' concerns and preferences and to identify key issues.
Surveys, questionnaires and polls	Standardized survey or questionnaire for collecting very specific information from a statistically representative sample of a population. This refers to both random telephone surveys or polls, questionnaires that respondents complete and return themselves, as well as questionnaires and surveys carried out in person by the researcher.
Interviews	One-to-one meetings with stakeholders to gain information on concerns, perspectives and/or development or refining the stakeholder engagement process. Generally semi-structured interviews that include open-ended questions and allow for following up unexpected information. Provide valuable information and insights.
Telephone hotlines	Easy-to-remember telephone numbers that stakeholders and the public can call to obtain information and provide views. Normally manned by staff with appropriate skills and knowledge about the project, but information could also be pre-recorded.
Electronic democracy	The internet, websites, tele-voting and on-line dialogue provide an opportunity for a larger group of stakeholders to engage in the process.

COLLABORATION and EMPOWERMENT

Workshops/focus groups/key stakeholder	Small meetings in which members of particular stakeholder groups, representatives from different stakeholder groups, come together in an
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meetings	interactive forum to share and provide in-depth information about a particular topic and to discuss key issues. Meetings may be preceded by a presentation.
Advisory committees/panels	A group of stakeholders assembled to advise the decision-maker, and debate specific issues. Often composed of community leaders, NGOs and scientific experts.
Task force	A group of representative stakeholders or experts that is formed to develop or implement a specific proposal.
Citizen juries	A small group of ordinary citizens that are brought together to learn about an issue, cross-examine witnesses and make a recommendation. This is non-binding and has no legal standing, but provides an insight into public preferences.
Charrettes/consensus conferences	Meetings or workshops that have the express purpose of reaching an agreement or resolving conflicts on a particular issue in a short period of time. Critical decision-makers are brought together to reach agreement on a particular issue and these are therefore highly intense, resolution-oriented meetings.
Imbizo	Style of interactive governance aimed at building an active partnership between government and other stakeholders in the implementation of government initiatives. Any sphere of government may be involved in direct interaction with communities and sectors of society to build relations and create opportunities for stakeholder's engagement around the implementation of programmes of action.
Indaba	Forum for open and frequent dialogue between stakeholders to identify and address critical issues of common concern and interest.
Participatory rural appraisal (PRA)/participatory learning and action (PLA)	Refers to the process that builds capacity for people to conduct their own analysis and often to plan and take action. A range of creative, low-infrastructure, low-cost techniques are available to facilitate this process.

In terms of the DEAT levels of influence, the MLC amounts to a consultative instead of a collaborative and empowering public participation process. The views expressed by the focus groups composed of City officials, as presented in **Annexure F**, concurs with the above and suggest that the City need to explore other participation

strategies which are sustainable and empowering. It is evident that public meetings alone will not be able to encourage the public to participate meaningfully in the planning process, but that a combination of participatory strategies must rather be adopted. The public in **Annexure H** also express misgivings about public meetings. The issues that they have raised pertaining to illiteracy, language and the use of street committees, are very significant to public participation. One can conclude that based on the issues raised by the public, the City need to move beyond public meetings to more empowering, inclusive and sustainable participatory approaches.

Theron (2005: 111- 132) says, *"the presentation of strategies as belonging to specific 'levels' are problematic"*. The argument continues that the *'golden rule'* regarding *public participation strategies is the selection of the best combination of strategies for the task at hand*". Theron (2005: 111- 132) suggests that a, *"strategy which might work in one project/community, might turn out to be a disaster in another"*. It becomes important that through a social learning process, public input must be considered as to which strategy is most appropriate when, why and how (Theron, 2005: 231). A need to focus on using community social networks, for example, a communication infrastructure in a taxi rank, a pub/shebeen or a beauty parlour may get communities to participate in grassroots decision-making (Theron, 2003). This view concerning the utilization of community networks is shared by the public, see **Annexure H** of the study. The researcher's view is that there must be a realisation within the City on the importance of these networks and how these can be used effectively in participatory processes. Central to this understanding however is the need for these processes to be used positively and effectively in decision-making. Inefficient utilisation of these could derail the planning process. There is a need for community networks to be properly managed since the City will be dealing with individuals and organizations who are furthering their own interests. The CDWS can play a pivotal role in the use and monitoring of these networks because they are located at grassroots level.

3.4 CONCLUSION

The legal framework as envisaged in the Constitution (RSA, 1996), White Paper on Local government (RSA, 1998), Municipal Systems Act (RSA, 2000), has mandated municipalities to “bring the public back” into the decision-making process. This therefore makes public participation critical in the IDP process. It is critical that local authorities adopt strategies that will create space for the public to make a meaningful contribution to the policy-making process. It is important that the “Batho-Pele” Principles relating to access to information and accountability, be taken into account in strategies being implemented for public participation.

The reality is that social conditions within local authorities vary and thus require a combination of appropriate public participation strategies that are most appropriate. Public participation strategies must be able to release the energies of people, build their capacity to engage local authorities, increase public awareness and contribute to self-reliance. A bottom-up decision-making process necessitates that the public be given the opportunity to influence decisions on the strategies to be used.

Consideration of the utilisation of social networks to interact with the public will encourage all sectors to contribute to the decision-making process, and bring credibility to the process. An assessment of the MLC as a public participation strategy must take into account the developmental mandate of local government and whether it succeeded to include ordinary citizens in the decision-making process. The objective of the following chapter is to analyse if the “building blocks of development” as suggested by Meyer and Theron (2000: 4-5), are linked to public participation principles and strategies which the City applied between 1994 and 2004.

Chapter 4

HISTORY OF PUBLIC PARTICIPATION IN THE CITY OF CAPE TOWN, 1994-2004

4.1 BACKGROUND

This section will explore the practice of public participation in local government with a specific focus on the City of Cape Town between the 1994 and 2004 financial years. The discussion will explore the historical context of local government and also the new thinking on local government in the new dispensation. Central to this discussion will be an exploration of the concept of decentralisation and its impact on public participation, and the capacity of local government to carry out public participation. For more than five decades after the advent of municipal planning in South Africa, planning at the local level was in most cases:

- ▶ top-down and technical in nature with little or no participation from role-players such as the public;
- ▶ focused on the controlled use of land through a range of complicated statutory mechanisms;
- ▶ pre-occupied with furthering the aims of the apartheid regime in promoting racially segregated spatial, social and economic development;
- ▶ based on the perceived needs of the privileged groups in society;
- ▶ predominantly sector-based, with transport, land use and infrastructure plans being prepared by municipal departments in isolation from one another;
- ▶ inflexible and of a blue-print nature;
- ▶ indifferent on issues of environmental sustainability and economic viability;
- ▶ concerned with physical development and sectorally-structured infrastructural delivery programmes by the public sector;

- ▶ unconcerned with the social and economic dimensions of development such as poverty alleviation, social health and welfare; and
- ▶ weak on the facilitation of private sector investment (DPLG, 2001).

The policies of the apartheid regime influenced the manner in which local governance was conducted. The deliberate exclusion of the majority of citizens, more especially African communities, was of major concern. This therefore left these sectors of the community outside of the decision-making process. The African National Congress (ANC) policy guidelines for a democratic South Africa, (Department of Provincial and Local Government (2001) proposed that a new system of municipal planning should:

- (i) ensure maximum involvement of all communities and stakeholders;
- (ii) be directed at those with greatest need;
- (iii) strive to break apartheid privilege, geographical and institutional structures;
- (iv) be aimed at ensuring integrated and sustainable development and
- (v) be focused on delivery (Department of Provincial and Local Government, 2001).



The above vision for democratisation of planning is well articulated in the White Paper on Reconstruction and Development (RSA, 1994); the South African Constitution (RSA, 1996); the White Paper on Local Government (RSA, 1998) and the Municipal Systems Act (RSA, 2000). The above policy and legislative framework puts the local government sphere at the centre of achieving integrated governance, which includes the practice of participatory planning. The latter implies that individuals, groups and organisations should have access to information relevant to development and be able to participate in decision-making processes for the areas in which they live and work. The purpose of participatory planning, therefore, is to deepen democracy and represent a shift from the concept of government to that of governance (DPLG, 2001).

The Developmental Local Government approach as stipulated in the White Paper on Local Government (RSA, 1998) links decentralisation and development. It signifies the participation of municipalities in all aspects of development, for example infrastructural, social, economic and environmental development, with provincial and national spheres

of governments also taking part in all development functions, but performing different roles and activities. Such co-operative governance, rather than local autonomy, is at the heart of the decentralisation argument, "since there is a constitutional responsibility on national and provincial government to build municipal capacity. At the same time, there is a responsibility on municipalities to act within national and provincial policy frameworks" (South African Local Government Association 2005). Decentralisation of authority and decision-making powers to sub-national government, targets a range of development objectives, including responsive and efficient service delivery and a more democratic and participatory approach to government (DPLG, 2004). Successful decentralization that facilitates development driven at local level, requires clear allocation of responsibilities between national, provincial and local governments (Meiklejohn & Coetze, 2003).

Kellerman (1997: 25-34) links decentralisation to coordination and people's participation. The argument is that effective participation increases under a firm decentralisation policy. Concepts such as a bottom-up approach, adaptive administration, partnership action, people-centred development, learning process approach and capacity building find application in development strategies that are locally specific (Kellerman 1997: 25-34). Coordination with other level of government is critical for the success of decentralisation. The municipal IDPs must be integrated and coordinated with the provincial government strategies as discussed in the Ikapa Elihlumayo (Provincial Government of the Western Cape, 2003).

A bottom-up decision-making process encourages public participation. This requires a shift a specialist role of telling people what to do (top-down approach), to that of a facilitator by co-operating with people, analysing problems and working out solutions (Kellerman 1997; Theron, 2003). Top-down decision-making is highly centralised and require coordination especially at the central level, while bottom-up decision-making, partnership action and the learning process approach are decentralised and requires coordination at all levels (Kellerman 1997: 25-34). The decentralisation policy of government, as reflected in the Constitution (RSA, 1996), acknowledges local government as an important sphere of government- as being

essential for the delivery of services and for promotion of democracy, since it is closest to the people. It also provides a platform for ordinary citizens to take ownership of their future by participating in decision-making processes. The challenge is for municipalities to effect the vision for participatory democracy as stipulated in legislation and policy frameworks.

Although the policy and legislative intent requires that the public play a central role in the affairs of local government, the new ANC Government was pre-occupied with speeding up the implementation of its commitments as specified in its election manifesto. According to Marthinus (2004: 4), the early focus on participation has been undermined by a concern for service delivery by the government as indicated in the Reconstruction and Development Programme (RSA, 1995). Marthinus (2004: 4) elaborates that public participation was pushed aside to get the job done. Secondly, the Black Economic Empowerment Programme (BEE) received priority. The focus of public private partnerships meant that the private sector was entrusted to undertake programmes and projects and not the state, in essence, the author argues, public private partnerships (PPPs) displaced community development and participation (Marthinus 2004: 5).



The researcher's view is that local government needed to be capacitated in order to deliver on its development mandate as specified in the White Paper on Local Government (RSA, 1998). An authentic participation process requires that structures be put in place within local authorities. The new democratic order in South Africa did not necessarily bring about a new local government official, who understands the new social context under which h/she has to operate. A lot of capacity- building and a change of mindset needed to take place to ensure that the grassroots people are brought back into the decision-making process. In the Western Cape Province, a legislative and policy framework was embarked upon which ushered in a new thinking on public participation.

4.1.1 THE WESTERN CAPE PLANNING AND DEVELOPMENT ACT 7 of 1999

The intention of the above legislation is the provision of general planning and development principles for the Province. Section 4 of the Act states that "local authorities, subject to regulations and after consultation with the development councils concerned, shall prepare and submit to the Provincial Minister for approval Integrated Development Framework in respect of the area of jurisdiction". Public participation is central to this development framework because Section 55 of the Act determines that, "the Provincial Minister shall by proclamation in the Provincial Gazette make regulations and issue guidelines on public participation in respect of land, urban and rural development". Municipalities are mandated to draft and approve a policy for public participation.

4.1.2 REGULATIONS PN 366/1999 MADE IN ACCORDANCE WITH THE WESTERN CAPE PLANNING AND DEVELOPMENT ACT OF 1999

These regulations provide a list of principles that local authorities should take into account when facilitating public participation. These principles refer to, namely:

- the official languages that are commonly used by the residents in the relevant province;
- the level of literacy of the public being affected by development; and
- the way in which the provincial administration accommodates the disabled and illiterate sections of the public who may want to forward suggestions and complaints (Province of the Western Cape, 1999).

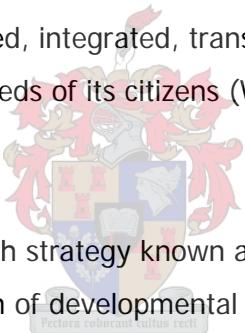
The above Act supports the sections of the Bill of Rights as contained in the Constitution (RSA, 1996) and the Batho Pele Principles relating to the right to receive information and the right of access to information, which entitles the public to access any information held by the relevant level of government. The Act does this by stipulating that the laws, regulations, policy and guideline documents on planning and development must be clear and generally available to those who are likely to be

affected thereby; must provide guidance and information to those affected, and promote trust and acceptance by those affected (Province of the Western Cape, 1999).

4.1.3 THE WESTERN CAPE GROWTH AND DEVELOPMENT SUMMIT 2003

(ikapa eliHlumayo)

The above summit, which was initiated by the Provincial Government of the Western Cape, gives effect to the principles of development as indicated in the Western Cape Planning and Development Act (Province of the Western Cape, 1999). The social partners consisted of the provincial administration, business, local government and non-governmental organizations, who all agreed on a framework to enhance growth and development in the Province and committed themselves to making the Western Cape a province that provides a safe and secure social and economic infrastructure and environment; a well-managed, integrated, transparent public sector, and a vibrant civil society to meet the basic needs of its citizens (Western Cape Provincial Development Council, 2004:12).



The development of a growth strategy known as ikapa eliHlumayo (The Growing Cape) is underpinned by the notion of developmental government. The strategy takes into consideration the constitutional mandate of local government as spelt out in the White Paper on Local Government (RSA, 1998). It takes as departure the principle of a people-centred development path based on the clear socio-economic realities of society. This in essence is pro-poor by targeting poverty, sustainable livelihoods and the importance of social inclusion of the poor as the critical component to government's development strategy (Provincial Government of the Western Cape, 2003: 1-10). A strong link between the government's development strategy and sustainable development reflects the social, economic, environmental and institutional dimensions of development. This means that development interventions must recognise and build on the availability of existing social resources and improve access to those most critical resources required enabling communities to "help themselves". This creates the space for communities to own and drive development initiatives, empowers communities to replicate such projects elsewhere and sustains the culture of "self help".

The social partners also understand that to achieve the goals as set out in the iKapa elihlumayo, it is critical to understand governance (as opposed to government) as inclusive of civil society and other stakeholders and the utilisation of instruments of governance. The undertaking to support strong local participation in governance, IDP and local economic development processes, supports the mandate of local government as spelt out in the Constitution (RSA, 1996); the White Paper on Local Government (RSA, 1998) and the Municipal Systems Act (RSA, 2000). The agreement and understanding amongst social partners is that at municipal level, ward-based participation structures and development forums will ensure combined action by government, business, labour and community-based organisations (Provincial Government of the Western Cape, 2003: 1-10). Other undertakings relates to:

- (a) improved access to information and communication between social partners;
- (b) building the capacity of local government to engage with communities; and
- (c) the support for the deployment of Community Development Workers so that a bottom-up approach in policy-making is encouraged .

The realisation that IDPs play a critical role in ensuring the idea of inter-governmental relations and participatory governance, is at the heart of the Provincial Growth and Development Strategy of the Western Cape. The IDP is one mechanism aimed at promoting inter-governmental relations, through co-ordinating planning and action across the spheres of government and aligning local development functions with national and provincial legislation and policy, plans and cooperative governance. The national and provincial spheres are, in turn, required to consider local plans and programmes, extend support and assistance to municipalities, and enable the participation of local government in any plans and policies that affect municipalities (McNann and Associates, 2003). The objective of co-operative governance and integrated governance is therefore not co-operation for the sake of it, but co-operation with the aim of marshalling the distinctive and complementary effort, capacity, leadership and resources of each sphere and directing these effectively towards the objectives of government as a whole. The basic principle underpinning government's

approach to integration is that the work of government impacts on the totality of the lives of citizens in an integrated way (Provincial Government of the Western Cape, 2003: 8).

Active participation of civil society in the conceptualisation and implementation of the Province's Growth and Development Strategy is an indication that value is added in the policy and planning process. The building of social capital is important in achieving social and economic growth in the province. It is critical that an environment conducive to knowledge and skill transfer is created so as to position the public to contribute effectively in the policy formulation and implementation process. The notion of social capital suggests that existing networks in society should be strengthened in promoting a "stronger glue" to permeate society (Provincial Government of the Western Cape, 2003: 8). The Community Development Workers will have to play a critical role in ensuring that these existing networks in society can be utilized effectively in the policy making process.



4.2 PUBLIC PARTICIPATION IN THE CITY OF CAPE TOWN, 1994 TO 2004

The National Party political leadership in the City of Cape Town in 1994 did not adopt public participation strategies that gave the citizens of Cape Town the opportunity to influence the decision-making process. Instead, the City's Treasury commissioned outside consultants and the Urban Studies Unit to compile a survey questionnaire regarding council rates and services (Urban Studies Unit, 1994: 2). The survey was done through the distribution of questionnaires that residents were asked to complete and return personally to municipal offices close to their places of residence. This exercise was intended to gauge the level of satisfaction regarding service delivery. The sample that was used for the survey was not representative, in the sense that it only focused on predominantly white and coloured residential areas and excluded the historically disadvantaged areas which are predominantly black (Urban Studies Unit, 1994: 3).

The poor management of the survey is demonstrated by the lack of participation of all relevant stakeholders or interest groups in the preparation of the survey. The opportunity to give the ordinary citizens ownership of the survey was missing, which therefore resulted in non-participation in this initiative. What is also evident from this exercise was the poor understanding or disregard for the current policy and legislative framework as provided in the Local Government Transition Act (1993), and the Reconstruction and Development Programme (RSA, 1995), which emphasise that this sphere of government must be people-centred and be open to review by residents and stakeholders. The explanation for the practice of exclusion of some areas is that the City was still politically and administratively controlled by the then National Party, which resisted the political changes that were happening in the country.

The City did not change its public participation strategy up until the 2000/1 financial years, irregardless of the policy and legislative framework introduced by national and provincial governments concerning public participation. The policy and legislative framework as contained in the White Paper on Local Government (RSA, 1998), the Municipal Structures Act (RSA, 1998), and the Municipal Systems Act (RSA, 2000), was not utilised as a guideline for public participation, more especially in the context of Integrated Development Plans. At provincial level, the Western Cape Planning and Development Act (Province of the Western Cape, 1999) also provided guidelines for public participation.

The public participation process around the 2000/1 budget was intended to give the public an opportunity to influence the budget. The process was designed to include the following elements:

- written communication in three languages;
 - print and radio advertisement;
 - face to face communication at public hearings and
 - a public submission process via telephone, letter, fax and e-mail.
- (City of Cape Town, 2001).

The public participation process for the IDP budget in the 2000/1 financial year was very limited and unstructured. The strategy that was used merely amounted to "involvement" as suggested by the DEAT "levels of influence". This is because the public did not take ownership of the process and their role was limited to the submission of comments instead of influencing how the budget must be spent. The City engaged Sakaza Communications, a private communications company, to convene and facilitate the public hearing process at the five venues stipulated by the City i.e. Brown's Farm, Gugulethu, Rylands, Mitchells Plain and Cape Town. Sakaza Communications also made contact with all known relevant community organisations, RDP Forums and NGO's as part of the community mobilization process in executing this task. Sakaza Communications was to work closely with the City's Development Facilitation Unit. The latter was supposed to have a better understanding of the development challenges within the City. Simeke TWS, also a media and communications company, was solely responsible for the planning and execution of the media publicity campaign (City of Cape Town, 2001).

The outsourcing of public participation to service providers outside of the City had negative implications. The lack of participation by the public was a result of a poor planning. The ineffective use of the media, public education and social or civic networks contributed to lack of attendance of community meetings. Both these companies were communicating to the public about these meetings which led to conflicting and confusing messages being communicated. The media campaigns did not make use of all the official languages, especially Xhosa. A clear understanding of the social dynamics is critical in any public participation initiative because officials must be sensitive to issues of illiteracy, building the capacity of people in order to participate meaningfully in policy process.

In all five venues, only 687 people attended the public hearings. This is a reflection of a lack of political will to draw all the people into the process. The authenticity of the process was also undermined by the non-usage of their input. Simply put: The information that was gained for the process was not taken into account, neither was there a report-back mechanism to demonstrate to the public how their input has been

incorporated into the budget. These hearings amounted to "window-dressing". The City was just complying with the legislative requirements as stipulated in the Municipal Systems Act (Republic of South Africa, 2000).

Issues that were raised in at least four of the public hearings were about the lack of communication and accountability by some councillors and officials. What is clear from this exercise, was that public participation was a top-bottom instead of a bottom-up process. This process did not amount to an authentic public participation process that empowered citizens due to a lack of ownership of the planning process. What is of concern was the use of outside consultants to drive the process. This practice is not conducive to an empowering process, because these private firms do not have a stake in the development process; instead they are there to derive maximum profit. The lack of attendance at the meetings demonstrates that the communication strategy adopted was not effective in drawing the attention of ordinary people.

An authentic public participation process, (Meyer and Theron 2000: 4-5), "must be linked to the building blocks of development, namely, capacity-building, self-reliance, empowerment and social-learning".

Control over the City of Cape Town in 2002/3 changed hands from the Democratic Party to the coalition government between the African National Congress and the New National Party. With the election of the Mayor, Ms Nomaindia Mfeketo, the City launched its priority programmes and actions for the financial year 2002/03. These are:

- ▶ listening to the voice of the people (Good Governance Campaign) which will culminate in the launch of the Mayors Listening Campaign (MLC);
- ▶ re-aligning the systems of city governance with a view to empower communities and bring city government closer to the people;
- ▶ empowering communities (embarking on an extensive ward and sub-council interaction);
- ▶ manifestation of city-wide indicators at ward level and the introduction of programmes at ward and sub-council level;

- ▶ to create an environment in the City of Cape Town in which the democratic processes can flourish and which enables both representative and participatory democracy to flourish;
- ▶ Enabling civil society through civic education and empowerment programmes;
- ▶ assisting civil society to develop the necessary structures for the broadening and deepening of democracy;
- ▶ co-ordinating the public participation activities of the City to ensure that participation is equitable, structured, professional, and in the best interest of the City as a whole; and lastly
- ▶ implementing programmes to empower and actively incorporate marginalised sections of the community (City of Cape Town, 2002).

4.3 CONCLUSION

A discussion on the history of public participation in the City of Cape Town at the advent of democracy, has demonstrated that political leadership did not observe national and provincial government policy frameworks for public participation as specified in the Constitution (RSA, 1996) and the Municipal Systems Act (RSA, 2000). These guided the mandate of local government with regard to public participation. Participation in the City was characterised by a top-bottom approach that did not allow the public to assume ownership of the development process.

Theron (2004) mention that many municipalities are experiencing transformation "pains", some of which were inherited from the previous regime, others either old mistakes in new disguise or incompetence on the part of newly appointed officials. He further mentions that "notwithstanding the political will and commitment to roll out a grassroots 'carpet' giving people a choice and voice in their municipal affairs, we discover that democratizing local government is an ambition traveled by stakeholders with conflicting interest. The result has been that local government transformation has been implemented with varying degrees of success due to the variable capacity of local government and poor public participation".

The lack of understanding of the development planning context and political will on the part of the City's administrators contributed to the lack of engagement with the grassroots and thus did not create an atmosphere where citizens are able to voice their needs as required by legislation. This top-down, prescriptive approach as explained by Kellerman (1997: 35-41), resulted in participatory methods that fail to release the local energies of people. The IDP process does not succeed because of "poor political and administrative leadership, lack of vision and political will; the confusion between 'participation', 'involvement' and 'consultation' strategies" (Theron, 2004).

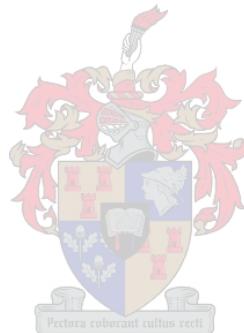
The concept of decentralisation within the context of inter-governmental relations places public participation as integral to the development process. The quality of government programmes like ikapa eliHlumayo and local IDPs depends to a great extent on the level of contribution ordinary citizens have made in their formulation. The linkages between decentralization and public participation as stated by Kellerman (1997: 25-34) are critical. It is only when a bottom-up, empowering and people-centred approach is adopted that these programmes can achieve their set objectives.

It is on these grounds that the new leadership of the City signaled its commitment to bring governance closer to the people and encourage participation of ordinary citizens in the development processes. The launch of the Mayor's Listening Campaign demonstrated that the City put "people first" as envisaged in the Batho Pele Principles, and was an indication of the promotion the provisions of the White Paper on Local Government (RSA, 1998) with regard to public participation in developmental local government.

In essence, the MLC was supposed to be a public participation strategy that deviates from the manner in which the public participated in the planning process between 1994 and 2001, by entrenching democratic governance in the City of Cape Town.

In evaluating the Mayor's Listening Campaign, one will have to do an analysis on how successful it was in ensuring that the City of Cape Town's programmes are consistent with public values and priorities. Did it provide a greater voice and influence to the poor and previously disadvantaged? Has it succeeded in placing information into the

hands of the public to enable meaningful participation? And finally, did the MLC strengthen the capacity of the City to respond to public priorities, enquiries and concerns? The following chapter will discuss and evaluate the Mayor's Listening Campaign as public participation strategy in the Integrated Development Plan.



Chapter 5

THE MAYOR'S LISTENING CAMPAIGN AND THE IDP PROCESS

5.1 IDP AND PUBLIC PARTICIPATION IN CONTEXT

Integrated Development Planning (IDP) is a participatory planning process aimed at developing a strategic development plan to guide and inform all planning, budgeting, management and decision-making in a municipality. It views development problems and solutions in an integrated, multi-dimensional way. The IDP seeks to support the appropriate integration of sectoral strategies, in order to achieve the optimal allocation of resources between sectors and geographic areas and across the population in a manner that promotes sustainable growth, equity and empowerment of the poor and marginalized (DEAT, 2002: 12). According to Parnell and Pieterse (2002: 84), "through the IDP mechanism, the post-apartheid objectives of restitution, (re) development and growth will be achieved at the local level". The IDP therefore places an enormous responsibility on municipalities to address the injustices and imbalances of the past. Parnell and Pieterse (2002: 82) further state, "the municipality becomes the primary development champion, the major conduit for poverty alleviation, the guarantor of social and economic rights, the enabler of economic growth, the principal agent of spatial or physical planning, a watchdog of environmental justice" (Theron: 133-148).

A question that arises is whether municipalities have the required capacity to implement the IDP's. This takes into account the commitments made by the national government to halve the country's widespread poverty and high unemployment by 2014. This is seen as a high risk strategy because it places the major burden of responsibility for the delivery of services, on which its programme depends in large measure, on the weakest level of government- the third tier of municipal or local government, where the ubiquitous problem of capacity is most acute (Laurence, 2005).

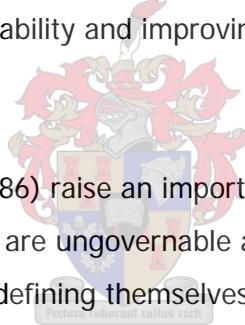
The lack of capacity in this sphere of government is further worsened by the inadequate understanding of the new policy framework by politicians and administrators. It is not clear if municipal officials who need to implement a particular IDP with the participation of local communities, fully comprehend the appropriate concepts, purposes, contexts and strategies regarding development planning and programme/project management, neither if they were/are exposed to new thinking and training in this regard (Parnell and Pieterse, 2002: 1-17; Theron, 2003). Institutional capacity is therefore one of the most urgent priorities in implementing developmental local government as envisaged by the White Paper on Local Government (RSA, 1998). The lack of adequately skilled personnel in relation to the challenges local government face, is a serious concern for all municipalities. There is a need for other spheres of government, within the context of inter-governmental relations, to develop strategies as a way of building the capacity of municipalities to deliver on the IDPs. The absence of a clear framework for managing capacity building must be addressed.

Parnell and Pieterse (2002: 86) concur with this view by stating that, "... embracing developmental local government depends on putting sustained effort and resources into capacity- building of the local state by ensuring that there is sufficient technical awareness among councilors to drive the spatial, fiscal and integrated management components of change'. The second is to safeguard the political commitment to effective incorporation of the opinion of civil society and to filter their views via the local government to provincial and national structures". The IDP is intended to be a highly participatory process. The setting up of forums for participation should be seen as the first stage of a process of establishing long-term organisational structures and partnerships between the municipality, the public and stakeholders. These structures could provide a mechanism for ongoing public participation over the long term, as well as for monitoring the implementation of policies, programmes and projects. The development of partnerships may also offer alternative ways of responding to identified issues as opposed to the standard top-down approach.

Khan and Cranko (2002: 262), argue that public managers and policy-makers must give greater consideration to municipal-community partnerships (MCPS) as a service

delivery strategy. Khan and Cranko (2002: 262) further argue that the MCPS are best positioned to enable access to untapped community resources and are positioned to reduce poverty alleviation while improving accountability levels of local government and enhancing responsiveness to the needs of the citizens. Some of the advantages MCPs present to local government are:

- designing and implementing sustainable service delivery strategies that meet the needs of the citizens in the context of limited administrative capacity, inequitable and inefficient settlement patterns, and extremely high levels of poverty and inequality;
- crafting institutional frameworks that promote efficiency, equity and responsiveness, within a developmental approach to co-operative governance;
- strengthening the democratic social contract by promoting accessibility, strengthening accountability and improving responsiveness (Khan and Cranko 2002: 262).



Parnell and Pieterse (2002: 86) raise an important question of how to better use those sections of the public which are ungovernable and informalised. These groups, they argue, "have no interest in defining themselves as part of civil society, and run counter to the notion of participatory democracy that underpins the post-apartheid local government visions". Parnell and Pieterse (2002: 86) suggest that it is critical to level the playing field to ensure that public participation continues to have a positive impact in developmental local government. This means that the municipal officials, managers and planners must view the public as partners in the planning process. This therefore calls upon the local government officials to become "change agents" (Burkey, 1993: 76). The partnerships with the public encourages social learning, contribute to capacity-building of stakeholders and move away from the top-down decision-making followed by the apartheid regime (Theron, 2005: 111- 132).

The new role of local government officials as "change agents", Theron (111-132), mean that they must comprehend the different "contexts" of the official/change agent on the one hand, and the local community/local expert, on the other. Local authorities

therefore must invest resources to ensure that officials firstly, understand the context of developmental local government and their responsibility in creating an environment in which such interaction can take place, and secondly conduct public awareness campaigns so that the public are aware of their rights as expressed in the policy and legislative framework of local government and of their role in IDPs. This shift in thinking "allows the official/change agent to realize that the focus should be on processes, relationships and interactions" Theron (2005: 111- 132). This therefore means that public participation efforts will not succeed unless a genuine understanding of its significance in the IDP process exists.

In his speech to the South African Local Government Association, President Thabo Mbeki states that, "the primary challenge of local government is to embark on programmes that will increase public participation and to intensify the levels of participation in local government affairs" (South African Local Government Association, 2005). The President further states that "local government must enter into a people's contract with local communities and ensure that these communities bring their own resources such as social and human capital to local government" (SALGA, 2005). The emphasis on partnerships as advocated by Khan and Cranko (2002: 262-272), is critical in development as it will release the energies of the public so that they are able to contribute in decision-making. Participatory approaches therefore need to give the public the space to influence and assume ownership of the IDP process. The MLC is one of the participatory strategies designed to give a platform to ordinary citizens to give input as to the political strategy of the City of Cape Town.

5.2 BACKGROUND TO THE MAYOR'S LISTENING CAMPAIGN

A discussion on the MLC must take into cognisance the political developments in the City of Cape Town. The coalition government led by the African National Congress and the New National Party, made an undertaking that the City needed to be seen as "working closely" with the people at the grassroots level. The leadership's vision for participation was underpinned by the following commitments:

- the need for institutionalisation of public participation;
- the City must understand the social dynamics, needs requirements, and issues in the communities;
- the City must be in touch with the public's perception of its activities;
- understanding public's perception of the City's performance;
- a need for a customer-centred perspective in measuring the City's performance; and
- the public must be able to obtain information so as to influence the IDP and service delivery plans (City of Cape Town, 2003a).

In an interview with a local newspaper, the coordinator of the Gugulethu Street Committee, suggested that the, "new leadership must be prepared to engage with citizens, give the public the opportunity to raise issues of concern and keep the public informed about key City development initiatives that impact on them" (City Vision, 2003). It was also important that the institutional model within the City supports the idea for constructive engagement with the public. The Executive Mayor is politically accountable for the IDP, therefore because public participation is central to the process, an undertaking need to be made with regard to bringing the public back into the decision-making process.

At the corporate level within the City, the Executive Mayor and Mayoral Committee represent City governance at the highest level. This level needs to interact with the public it serves on an area-specific basis in order to get closer to the grassroots of the

City; to understand local dynamics; convey information to key stakeholders; and to improve local service delivery where appropriate.

The physical presence of senior politicians and officials at local level, interacting with the community will, demonstrate commitment and a willingness to bring governance to the people – the very essence of local government (City of Cape Town, 2003b).

It is therefore critical to understand that building the corporate/community relationship as suggested by Khan and Cranko (2002: 262-272) depends on three components, namely:

- a) Leadership commitment is important because the public needs to see that commitment reflected in action.
- b) Municipal officials need to reach out and get “on the ground” visiting sites, conveying news, receiving news. This in essence means governance in action (and encourages partnerships in the development process).
- c) Sustainable public participation is crucial because it will allow officials to have regular systematic contact on the ground, this demonstrates a long-term commitment on the part of the City in establishing a long-term relationship with the community (City of Cape Town, 2003c).

The vision and the political commitments undertaken by the City with regard to public participation must be encouraged. However, the implementation of these ideals requires that the structure of the organization supports this vision. The underlying problem is that public participation was sector-based, with each department being responsible for its own participation. The idea of sectoral integration as stipulated in the IDP was still a new concept within the City. This lack of coordination between sectors was not conducive to effective public participation. This important function was managed by the Transformation Directorate which was tasked with organising Mayoral projects like the MLC (City of Cape Town, 2003b: 14). The lack of integration and coordination between this Directorate and the IDP office, created confusion because the MLC was in its conception, supposed to be linked to the IDP process. One

can therefore conclude that the IDP office was supposed to be at the forefront of public participation.

The inter-directorate task team (comprising of the IDP office and the directorates of, Transformation, Social Development and Strategic Support) appointed by the City Manager to review the location of the public participation function within the City, was significant because it needed to make proposals on the following issues:

1. the definition of public participation within the City;
2. where the public participation function must be located in the organisational structure; and
3. what the terms of reference are for this function.

In its recommendation, the team view public participation as a strategic mechanism to develop policies and strategies for Council and as an operational mechanism used to facilitate the participative and consultative requirements as set out in different sets of legislation (City of Cape Town, 2003c). In other words, public participation is a strategic process whereby citizens are given the opportunity to exercise their right to be part of decision - making regarding policy and to influence the IDP, budget and service delivery. The team also recognize that public participation must be meaningful (in which the public initiate participation, where there is information-sharing and feedback) and empowering (in which there is a needs identification, project definition, partnerships, monitoring and evaluation) to ensure effective good governance (Parnell and Pieterse 2002: 82-84; Khan and Cranko 2002: 267-269; the White Paper on Local Government, (RSA, 1998). The implication is that the City will have to move away from a top-down and prescriptive approach to public participation, to a bottom-up, sustainable and empowering public participation.

In terms of location of public participation in the organisational structure, it was recommended that the best location is within the IDP office, which will be able to work with the inter-directorate coordinating task team. Its responsibilities are to:

- (i) plan decisions - the how, when, why to activate public participation;
- (ii) determine the communication requirements of issues that must be conveyed to the public;
- (iii) influence officials, Councillors and the public about public participation;
- (iv) develop and monitor mandatory mechanisms for policy development in Council , this would be inclusive of a policy that governs public participation in the City
- (v) ensure the City's policies are compliant with legislation relating to public participation; and
- (vi) coordinate all public participation activities (City of Cape Town, 2003c: 4).

The significant outcome of this development was the realization that sectoral integration is critical in the success of the IDP because it defeats inefficient planning procedures and encourages greater co-ordination of public participation. The acceptance that public input is a dominant feature in the IDP, signals a shift in the manner in which decisions are made. The purpose of the review of the inter-directorate was to investigate ways in which the City can best engage with the public and ensure that the organization is better positioned to undertake public participation. The success of the inter-directorate team, supervised by the IDP office, depends on whether the commitments and recommendations made can be translated into action. The major weakness in the City is the implementation of policies and commitments. The recommendations made by the task team were not reflected in action. The MLC did not, as will be proven later, give the public an opportunity to assume control of the process; instead it alienated other sections of the community. In the focus groups and interviews conducted with the public (**see Annexure F and H**), the popular view was that the public meetings are not effective in giving the public the opportunity to influence the policy direction of Council. Secondly, the exclusivity of public meetings can be construed as catering for those with a certain level of education; the illiterate sections of the community do not have the confidence to raise issues at public meetings.

5.3 OBJECTIVES OF THE MLC AND LINKAGE TO THE IDP PROCESS

The primary objectives of the Mayor's Listening Campaign were to:

- (i) introduce the City Leadership to the public;
 - (ii) introduce and explain the strategic vision of the City to the public;
 - (iii) establish the key needs and priorities of local communities (the IDP dimension);
 - (iv) affirm the City's commitment to service delivery and measures and to monitor its performance;
 - (vi) educating the community with regard to services offered by the City;
 - (vii) establish partnerships with the community and to clarify the budget
- (City of Cape Town, 2003c: 6).

In the context of the frequent changes in the City's governance, it was important to introduce the new administration to the community as an attempt to foster confidence in its political leadership and trust in the manner in which the affairs of the City will be conducted. According to the Director of Community Relations in the Mayor's office, Mr Batembu Lugulwana, the MLC was, "*intended to create and develop the social capital for the City of Cape Town*". He further states that the, "*political leadership needed to be seen as caring, listening and responsive to the needs and cries of the community*" (Lugulwana, 2004).

In essence, the MLC was an attempt by the City to:

- actively reach out to the public;
- gain insight and understanding into local social dynamics and issues;
- meet key role- players and discuss their requirements and problems;
- view local initiatives and problems, to understand and ensure service delivery;
- to increase visibility in the community and to promote the needs of local government; and
- to improve local understanding of City level issues and needs (City of Cape Town, 2003b: 18).

In terms of the DEAT "levels of influence", as presented in **Table 3.1**, the MLC

was to consult the public instead of giving them the opportunity to shape their own destiny. In terms of the core values provided by the IAP-2, the public must define the public participation process and strategies employed must communicate to the public how their input will affect the decisions. International Association for Public Participation Website, 1996). De Beer and Swanepoel (1998: 102-3) mention that participatory strategies in community development must adopt a bottom-up approach. In other words, "*the people must assume power*". The role of authorities must create space for communities to assume power and to provide the necessary information to the communities so that their empowerment will be meaningful (De Beer and Swanepoel 1998: 102-103).

The intentions of the new leadership with regard to the MLC must be commended, but there is also a need for an evaluation of public participation within the City to ensure a shift towards authentic and sustainable public participation.

In response to the policy and legislative framework as provided in the Reconstruction and Development Programme (RSA, 1995) and the Municipal Systems Act (RSA, 2000) with regard to the role of public participation in developmental local government, more specifically the IDP process, the MLC was intended to establish the needs of communities; identify "hot spots"; identify issues that need urgent attention and also determine where resources need to be better allocated. The issues that were raised in the campaign were given priority and incorporated in the IDP for 2003/4. The IDP contained strategies to meet these priorities that are informed by public needs as identified in the MLC. The budget of the City must then be aligned to the IDP. The MLC through public meetings, although it attempted to provide a platform for ordinary Capetonians to influence the budgetary process, did not succeed in doing so. The budget allocations were made by officials without active participation of the community. This meant that the public did not have a say in how much money must be spent. It just amounted to a "promise" that their concerns will be incorporated into the budget. This is far from what is mentioned by the Manilla Declaration (1998), The International Association for Public Participation (2000) and De Beer and Swanepoel (1998: 102) with regard to an authentic, empowering and sustainable public participation process. The view of the officials in **Annexure G** reflect these above

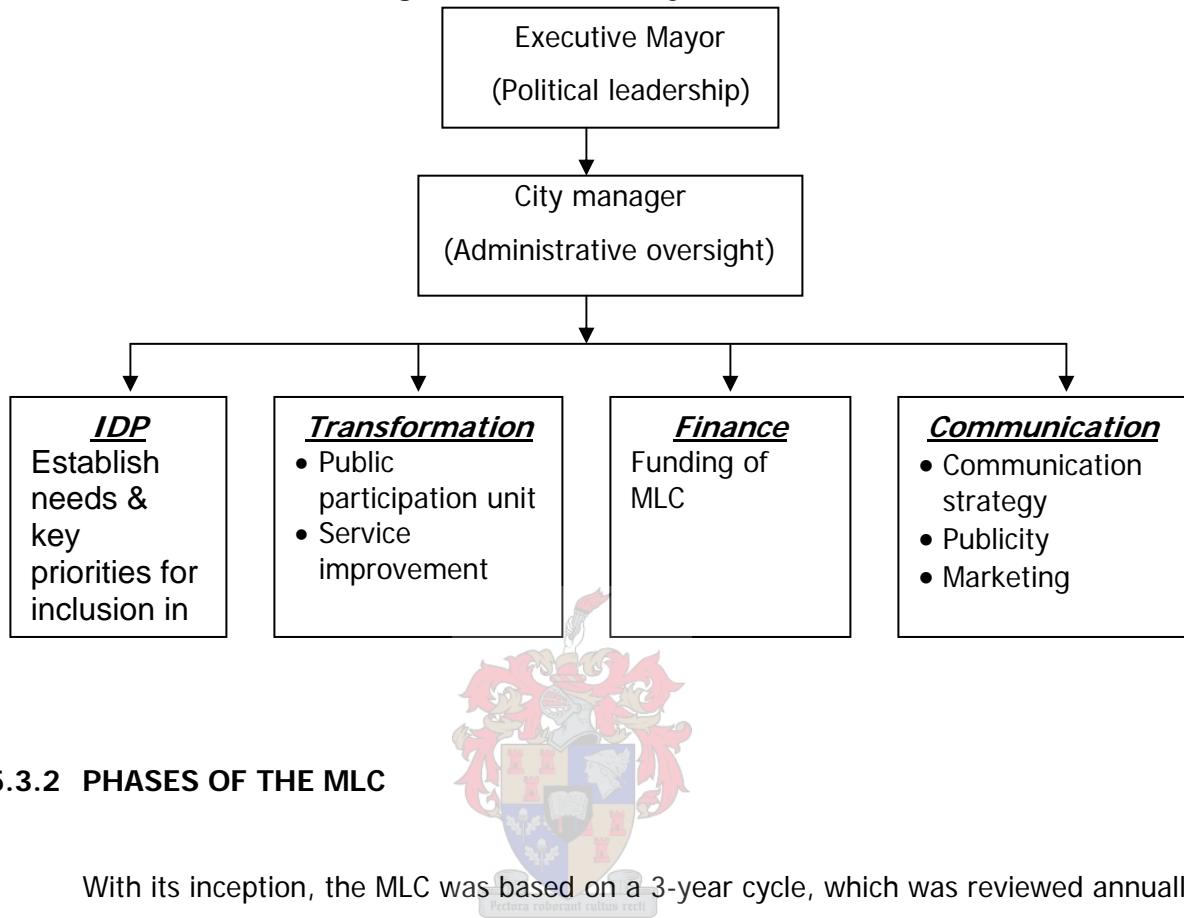
concerns. Although there is general consensus on the importance of the MLC in providing an opportunity for the public to articulate their needs, the officials felt that the institutionalization of public participation in the City, through the formation of ward committees, will allow the public to influence the budgetary process as opposed to public meetings.

5.3.1 ROLE - PLAYERS IN THE MLC

A team was established to plan the meetings to ensure that people are mobilised to attend the meetings. The team comprised the Executive Mayor and her deputy, the directorates of transformation, social development, IDP, finance and communications. The MLC was driven and championed by the Executive Mayor. The intention was to expose the new Top Management Team to the public, and to demonstrate that the Mayor is committed to ensuring that the public air their views and also to ensure that the public participation process is credible. When analysed, the MLC was far from being credible; the intentions were good, but did not empower citizens and give them ownership of the IDP process. The public meetings were not structured in a way that allows strategic debate and decision-making. A credible and effective participation process requires facilitation skills of high quality. This was a major weakness in the MLC.

The leadership given by the Executive Mayor in the MLC was also a response to the requirements of the Municipal Systems Act (RSA,2000), which states that the *"Executive Mayor is the driver of strategy within the organization, therefore it was important that the MLC be driven from the Mayor's office"*. On the administrative side, the City Manager was tasked with the driving of the process. The City Manager had to ensure that the necessary human and financial resources are available for the MLC. This was done notwithstanding that there were other officials in the City who are negative towards public participation and who still do not understand the new developmental context of local government(City of Cape Town, 2003c: 6). Theron (2005: 231) suggests that there has to be a "shift" in thinking on the part of officials so that we can achieve an authentic and sustainable public participation.

Figure 5.1- Role Players in the MLC



5.3.2 PHASES OF THE MLC

With its inception, the MLC was based on a 3-year cycle, which was reviewed annually.

The first year was intended to concentrate on identification and revaluation of the public's needs. The implication is that the MLC is based on the notion that the budget has to be linked to a 3-year plan. The MLC therefore fed into the IDP, therefore recognising the legislative mandate as provided in the Municipal Systems Act (RSA, 2000). This means that the MLC must observe this 3-year cycle because the budget is informed by this planning cycle. In the above context, the manager for public participation stated that, *"the first year of the MLC (February-April 2003), was more on identification and quantification of needs; the development of strategies; project proposals and implementation"* (Isaacs, 2004).

The political leadership through the first phase of the MLC ensured that the concerns raised in this phase were incorporated into the budget. At the MLC meeting on 5^h June held in Delft South, the Mayor conveyed to the community that she was there to

give feedback on phase 1 of the listening campaign, the budget and the IDP.

According to her, "*promises had been made to the public, and the Council had focused on stabilising the community, continuing service delivery and building partnerships*".

She further explained that she would demonstrate in her presentation how the public's needs had been incorporated into the budget (City of Cape Town, 2003c: 5).

The most positive aspect of the phase approach is that it allowed the City to show that the issues which were raised by the public in the MLC, were prioritised and given content in the City's IDP. The budget, which was aligned to the IDP, outlined how these issues were to be addressed. The budget also addressed issues that were raised in the sub-council and the specific area where the meeting was held. In this way, the public was able to understand and assess their input being taken seriously. A critical issue that was not explained in the second phase of the MLC, is how the budgetary allocations are implemented and given effect.

The development process which was supposed to include the public was still solely run by the City. The "leveling of the playing field" as suggested by Parnell and Pieterse (2000: 86), still did not exist. It is only when the public exercise control over development projects in their own areas, can participation be seen as empowering and building the capacity of the public to be the masters of their own destiny's.

5.3.3 PRIORITY AREAS FOR THE MLC

The City made an undertaking that, taking into account the exclusion of historically disadvantaged areas in the decision-making process in the City, the MLC needed to have criteria which will identify focus areas. The aim of this exercise was to give the public residing in these areas an opportunity to influence the planning process. The poor people in these areas did not influence the process as claimed by the City. Although there is an acknowledgement that the MLC was an attempt to provide a platform for citizens to influence the budget, it was a top-down, prescriptive approach which did not give the citizens ownership of the process. The research findings

presented in chapter six, proves the point that the MLC, if used in isolation, cannot be an authentic and sustainable public participation strategy.

The areas that are mentioned (**see Figure 5.2 below**) were targeted by the MLC because they are poverty stricken without basic services, had budgeted projects that have not been implemented. The “culture” of public participation in the City of Cape Town did not cater for historically disadvantaged communities so that they are able to influence the budgetary processes within Council (City of Cape Town, 2003b : 2). The new political coalition made a commitment to change the manner in which public participation processes have been conducted to include the marginalised communities. The following is a list of areas prioritised in the MLC.

Figure 5.2. PRIORITY AREAS FOR MLC

Sub-Council	Area
1	Macassar, Somerset West, Lwandle, Nomzamo, Sir Lowry's Pass, Chris Hani and Strand
2	Atlantis
3	Wallacedene
5	Langa and Joe Slovo
6	Imizamo Yethu
8	Manenberg
9	Bonteheuwel, Valhalla Park and Delft
10	Gugulethu
11	Nyanga Crossroads, Brown's Farm and Phillipi
12	Mitchells Plain
13	Khayelitsha
14	Maccassar
15	Bluedowns and Delft

According to the City of Cape Town (2003c), the prioritisation of certain areas did not amount to the neglect of others which did not meet the criteria. The message that the

Mayor aimed to convey through the MLC was that the City catered for the entire population of Cape Town, but that the affluent areas, historically comprising of white, Indian and certain coloured areas, needed to understand the priorities of the City first, namely that of bringing the neglected areas into the planning process and spending more money to improve service delivery in targeted areas (City of Cape Town, 2003c: 4).

5.3.4 COMMUNICATION STRATEGY

The Communications Department of the City was tasked to convey relevant information to the public. It adopted a strategy, which was intended to publicize and market the MLC to the public. This strategy included relaying information on public meetings through print and electronic media (more especially community radio and local newspapers that made information available in languages people can read and understand). The adverts in newspapers and leaflets indicated that people who fail to attend meetings could still provide the City with information through e-mail, telephone, fax or completing a questionnaire in the library. This was a weakness because poor people had to spend money to have a say in the decision - making process. The responses of the public in **Annexure H** suggest that for communication purposes, the City must consider utilising the existing vibrant structures in the community, namely stokvels, women's Manyano (clubs). This is in agreement with the suggestions that Theron (2005: 31) makes: Shebeens, beauty parlours, etc. should be considered for public participation processes.

The City also had a civil society database, which contained information on organisations throughout the Peninsula. This allowed the Communications Directorate to issue invitations to these organisations (City of Cape Town, 2003c: 15). The other key strategy was to encourage ward councillors to mobilise people in wards to attend and popularize the campaign. The campaign also involved the distribution of posters in the three official languages used in the Province, ie. English, Afrikaans and Xhosa. The South African Post Office played a critical role in the distribution of these posters to

formal and informal residences (City of Cape Town, 2003b: 7). The Executive Mayor also held a media launch where the purpose of the MLC was explained to the media.

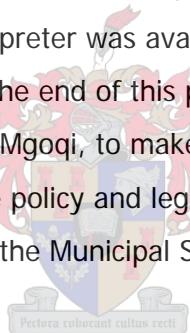
The City mobilised the youth in areas where they reside to distribute these posters and 30 000 A5 flyers. Involving the youth was critical in the campaign because it allowed the youth to develop and enhance a sense of civic responsibility and pride through community service. Secondly, it gave the youth an opportunity to become leaders and role models in their communities. Finally, the participation in the MLC will inculcate amongst young people the understanding that they have a role in the development of the City. However, it is worth mentioning that the role of youth in public participation efforts need to extend beyond this; instead, youth must be given an opportunity to have an authentic role in influencing the programmes of the municipality. The Junior City Council will be an important structure, which will give the youth the opportunity to voice their concerns.

As part of the communication strategy, the theme of the campaign, "Partnership in delivery", with the picture of the Executive Mayor, was intended to send out a message and give a "face" to the campaign. The fact that the Mayor is a woman and African, did play a role in the sense that it succeeded to draw a large number of black women to attend the meetings and the issues pertaining to women will receive priority in the projects arising from the IDP (City of Cape Town, 2003b: 14).

A conclusion that one can make is that the communication strategy of the City had limited success in marketing the public meetings. The poor attendance at some of the meetings suggests that the information may not have reached the intended recipients. The City therefore needs to reflect on its communication strategy and consider using existing structures in the community. Central to this is the realisation that not all sectors of the public have access to information and communication technology, for example e-mail and facsimile facilities. This has the potential, as it did in the MLC, to exclude other citizens from participating in the decision-making process.

5.3.5 THE STRUCTURING OF PUBLIC MEETINGS

The meetings procedure in the first round of public meetings were the same at all venues. The meeting was opened with prayer by any member who was present. This was followed by a welcoming address by the Executive Mayor, who also made a twenty-minute Powerpoint presentation, which outlined the strategic vision of the City, (see Annexure A). At a meeting held in Atlantis, the Mayor said, *"As part of the greater vision of the City, the councillors and officials were there to consolidate a culture of interaction between communities and officials and to gain an understanding of the community's feeling and needs. Secondly, they were there to get an idea of the needs of the community, which would then go into the budget process and become part of the Integrated Development Plan"* (City of Cape Town, 2003c: 15). During the Mayor's presentation, an interpreter was available to translate the English presentation into Afrikaans and Xhosa. At the end of this presentation, an opportunity was given to the City Manager, Dr Wallace Mgoqi, to make a ten-minute presentation, which links the Listening Campaign to the policy and legislative framework as specified in the Constitution (RSA, 1996) and the Municipal Systems Act (RSA, 2000).



In this manner the City Manager echoed the above statement by the Mayor, stating that, *"the Constitution placed greater importance on meeting the needs of the people and that it was important for local government to encourage community participation, be accountable and democratic"* (City of Cape Town, 2003c: 11). This process was followed by the introduction of the Top Management Team (TMT) by the City Manager, who was the chairperson of the meeting. The TMT comprise of Executive Directors of the service areas within Council, namely, internal audit, community services, governance and integration, finance and corporate services. The TMT was seated next to the Mayor at the front table. The City Manager also introduced the Councillor for that specific area. This effort assisted the public in acquainting themselves with their local councillors since, according to one public member, *"the problem in our communities is the failure of councillors to report back to communities"* (City of Cape Town, 2003a: 15).

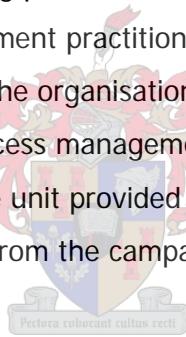
The public was then afforded the opportunity to raise concerns arising from the presentation as well as needs and service delivery problems. A roving microphone was used to allow the public to talk to the Mayor and facilitated the communication process at the meeting. Those who asked questions were audible to everyone present. A member of the public who asked questions or gave comment had to first introduce him/herself so that officials can follow-up on issues that are raised by the specific individual. Each question that was recorded by the transformation team and reflected on the big screen so that all those who were in attendance could understand what was being asked (City of Cape Town, 2003b: 40).

Through open-floor discussions, the comments or questions directed to the Mayor highlighted service delivery problems and "bread and butter" issues. Some of the issues raised did not fall under the mandate of the City of Cape Town, for example education and the building of schools. As one member of the public put, "*We have elected these officials into power, therefore they must listen to all our problems*" (City of Cape Town, 2003c: 65). This meant that the public does not distinguish between the different levels of government, therefore those who are able to "listen" to their needs, must address all of them, irrespective of competency or mandate. The public see municipalities as the face of government because they are the closest to communities. According to the community's understanding, all the issues they raise must be attended to.

In terms of the researcher's observation, the presentations at the meetings were technical and full of jargon. This was not conducive to the relaying of information to the public. This exercise also excluded many ordinary citizens who may not have a certain level of education. Some of them felt intimidated by this style of presentation. In some instances the chairperson of the meeting indicated that questions could be asked during presentations e.g. on the IDP. During presentations there were therefore numerous interruptions where explanations were required. The presenters could have anticipated some of the questions and should have addressed these in the introductions of presentations. The public's response, as presented in **Annexure H**, supports this point. At most of the meetings the presenters were able to communicate

well and related to the public in a people-friendly manner. However, when one deals with fairly dense and complicated information, background should be given in simple language before the main body of the presentation is made. The presenters were experts in their field of work and knowledge, but did not necessarily take note that the public might not have the same level of expertise and conceptualisation, yet they are required to make an input and to give comment as part of the public participation process.

Since the conception of the MLC, it has been a concern within the City that in order to ensure the ultimate success of the campaign, it had to result in improved service delivery. The Service Improvement Unit of the Transformation Directorate was mandated to focus on this issue since it possessed the capacity to intervene in business processes that are not meeting public needs (City of Cape Town, 2003c: 50). The unit comprised of service improvement practitioners, who have been seconded to the Directorate from throughout the organisation. These individuals have been fully trained and accredited as process management interventionists, facilitators and strategic planners. The entire unit provided logistical support for the MLC as well as managed the data emerging from the campaign (City of Cape Town, 2003b: 24).



5.3.6 Phase two of the MLC

This was the second round of the MLC, which had the purpose to give feedback to the public on how the issues they have raised in the first round of meetings, have been incorporated into the budget. The report - back meetings started after the annual budget has been finalised for the financial year 2003/4. In short, the public had to give input on the new budget. In a meeting held in Hanover Park on 10 June 2003, the Deputy Mayor, Councillor P Uys, mentioned that the City had drawn up a pro-poor budget and has structured service delivery according to the community's needs. He further stated that certain sustainable projects have been initiated and that the City was drawing up an implementation plan for these projects (City of Cape Town, 2003c: 1). The implication of this statement is the non-participation of the public in project conceptualisation, initiation and implementation.

This practice is described by De Beer and Swanepoel (1998: 271-272) as a weak public participation, because it entails a top-down decision-making process. Nel (2000: 57) further states that this unilateral approach is an indication that public managers adopt a paternalistic attitude whereby they assume that they possess the knowledge and skills to identify projects and services for the community. The intentions of the report-back meetings were good, but only amounted to giving information and consulting the public on the budget allocations, a point which Theron (2005: 111-132) argues.

The second phase of MLC followed the same procedure as the first round of meetings. The Mayor again took centre stage and explained the budget by means of a Powerpoint presentation, as well as the budget's link with the City's IDP, more especially the inclusion of the needs of the public as suggested in the first round of meetings (**see Annexure B**).

The strength of this presentation was the ability of the Mayor to demonstrate how the budget addresses area-specific issues. The information in the presentations however was perceived as overwhelming and required people to be well-informed and literate to understand. This subsequently played a negative role in the feedback the public gave at the meetings. As in the case of the first phase of the MLC, very few people were able to internalise the information and make a meaningful contribution at the meetings. What transpired from this development was the need for a discussion to take place at ward committee level or for consideration to be given to the use of existing community structures, which will give ordinary citizens the opportunity to understand the budgetary process and make contributions to it.

The lack of participation by ordinary citizens in drawing up the budget was disappointing because the process was prescriptive and a top-down participation process (De Beer and Swanepoel, 1998: 271-272). The open-floor question and answer session gave the public the opportunity to ask questions pertaining to the issues raised in the budget presentation. In some instances, the presenters did not give satisfactory responses to the questions raised. Responses that were given were highly technical,

leaving the public dissatisfied. The suggestions by Parnell and Pieterse (2002: 84-84) with regard to the “levelling of the playing field” for authentic participation, are relevant in this instance. Participation cannot be effective unless the concepts and information are understood and internalised by the public. Alternative measures should be explored to make sure that information is user-friendly. The presentation techniques and methods used must be revisited. Highly technical terminology or jargon will not give people the confidence to participate meaningfully at public meetings.

5.3.7 LOGISTICS FOR THE MLC MEETINGS

The MLC was organised to such an extent that it permitted use of the official languages in the Western Cape, namely Afrikaans, English and Xhosa. The venues identified for the MLC meetings (**see Annexure I**) were fairly accessible to the public. The City ensured that free transport was available to take residents to the meetings. The buses were available at central points, which were easily accessible to the public. However, the City failed to cater for disabled persons, who found it difficult to access this transport. This point was raised at one of the public meetings by a member of the public who said, *“We as disabled persons are left behind and cannot talk to the Mayor because there is no transport that can take us to meetings”* (City of Cape Town, 2003a: 60).

The people who reside in informal settlements also raised problems of not being able to access transport to the meetings (**see Annexure F**). The problem did not relate to the availability of transport, but there was clearly a lack of communication which denied citizens this information. Besides the above short-coming, the City must be lauded for an attempt to ensure participation of the public in the MLC, since these meetings were mostly held at 19h00 in the evening.

5.3.8 ANALYSIS OF INPUT RECEIVED DURING THE MLC

The Contact Centre Facility was put in place during the MLC where all input received was collected, analysed and monitored. From the Contact Centre Facility, the data was sent to the IDP office for analysis. Information related to service delivery problems was

referred to the different directorates so that they could give immediate responses. This was in essence a follow-up mechanism for issues pertaining to service delivery. The specific Directorate would then attend to an issue and report-back to the Contact Centre Facility as to the progress made. The Contact Centre Facility proved valuable to the MLC because it allowed individuals who could not attend the public meetings to submit their issues through other means (City of Cape Town, 2003b: 20). It therefore became apparent after the MLC that Council needed to continue with the Contact Centre Facility since it became evident that a service of this nature was needed by the public.

5.3.9 NATURE OF ISSUES RAISED

The issues raised during the MLC specifically centred around two categories, namely hard services and responsiveness. One can conclude that based on the issues raised by the public, there is a lack of understanding on the side of City officials of development planning as stated in the White Paper on Local Government (RSA, 1998) and confirmed by Parnell and Pieterse (2002: 82-84). There is a need for officials to change their mindsets with regard to participatory planning and the need to work with citizens in decision-making processes as envisaged in the Municipal Systems Act (RSA, 2000). The lack of knowledge of Batho Pele Principles as provided in the White Paper on Transforming Public Service Delivery (RSA, 1997), is a serious concern.

The problems raised by the community were quite shocking because the principles of transparency and access to information were clearly not observed by officials. It is also very clear that the City does not have structures in place which can serve as avenues for participation. This results in bad perception on the part of the public about service delivery. This perception is linked to the non - performance and inaccessibility of municipal Councillors in their communities. The State President, Mr Thabo Mbeki, in an interview with the South African Broadcasting Corporation, mentioned that the violence at the Free State municipalities is a result of lack of engagement between Councillors and the people (Interface, 2005). The lack of accountability of Councillors in their communities presents serious repercussions to government. People at the

grassroots level become frustrated with a lack of service delivery and participation. One can therefore suggest that the Councillors require capacity-building programmes that will empower them in the execution of their roles. The short course offered by University of Stellenbosch, **Public Participation in Local Government** by Francois Theron, is a good example.

The following reflects the nature of issues raised by the public at the MLC meetings.

Hard services - These relate to those tangible services that are delivered on a daily basis. The provision of electricity, water, street cleaning, maintenance of infrastructure, health services, etc. – things that people can see happening that affect their daily lives. The data shows:

- ▶ that the members of public who lack such services need them;
- ▶ that where services exist, the public is concerned about the quality and degree of provision; and
- ▶ there is a feeling amongst the public that the City is not providing that to which the people believe they are entitled.

Responsiveness - Many complaints were received focusing on the City's lack of responsiveness to the public. Some broad trends indicate that the respondents:

- ▶ do not know how to interact with the City;
- ▶ are often unable to get hold of the right people;
- ▶ experience staff as rude or indifferent;
- ▶ having difficulty in getting a response from the City, which response is often inefficient;
- ▶ perceive councillors and officials as not paying attention to the needs of the public; and
- ▶ are not informed by the City on what its intentions are (City of Cape Town, 2003c: 40).

According to the MLC data, the most commonly raised issues were:

- | | |
|---|-----|
| ► high crime rate/more policing - | 833 |
| ► job creation - | 825 |
| ► provision of housing/land for housing - | 773 |
| ► social welfare (poverty related) - | 498 |
| ► cleaning of public spaces/control of littering - | 358 |
| ► education (schooling/bursaries) - | 271 |
| ► provision, maintenance of sport/recreational facilities - | 254 |
| ► affordability of rate/service charges - | 251 |
| ► youth development - | 239 |
| ► support for community-based projects - | 217 |
| ► improve access to water - | 195 |
| ► more health clinics/access | 170 |

The two broad issues indicated above (hard services and responsiveness), demonstrate a perception that the City is not delivering what the public wants, nor is it listening to them to determine their needs. It is therefore evident that visible service delivery must be accompanied by an extensive communication, education and public participation process so that these perceptions can change. Throwing resources at an isolated problem or area will not necessarily change perceptions; service delivery initiatives need to be based on community needs (identified by both the public and relevant service provider). This is the partnership that Khan and Cranko (2002: 262) suggest: communicate initiatives to inform people what is being done, why, and what their responsibilities are (City of Cape Town, 2003b: 39).

As discussed in chapter one concerning public participation and the building blocks of development, as suggested by Meyer and Theron (2000: 4 - 5), the researcher concurs with Kahn and Cranko (2002: 262) that it is through partnerships that the public can be enabled to engage local authorities in a meaningful way; capacity-building as suggested by Theron (2000: 4-5) as the building blocks of development, can be

achieved in development planning. This will lead to an empowering public participation process, which entails social learning and a bottom-up decision-making process (De Beer, 1998: 271-272).

5.4 CONCLUSION

An assessment of the MLC as a public participation strategy in the IDP process must be conducted with due consideration of the intent of the policy and legislative framework for local government. The Municipal Structures Act (RSA, 1998) and the Municipal Systems Act (RSA, 2000) encourage an institutionalisation of public participation. The ward committees should be effectively utilised to ensure that there are sound relationships and linkages between ward committees, councillors, the community and the City. It is also critical that these governance structures be capacitated to enable them to handle the tasks allocated to them.

The MLC was the beginning of a process in the City to give citizens the opportunity to influence policies and the budget. However, the evidence presented in this study suggests that in order for the City to move away from a mere "consultative" towards an authentic public participation process, greater consideration must be given to ensuring that the people at grassroots level assume ownership of the process. An authentic public participation process must address the building blocks of development as explained by Meyer and Theron (2000: 4 -5); De Beer and Swanepoel (1998: 271- 272) and Oakley and Marsden (1984: 9). It is only when a bottom-up approach, grassroots oriented (as opposed to a top-down, blue-print approach is used, that an authentic process can be realized (Kellerman, 1997: 25- 34).

Developmental local government, as explained in the White Paper on Local Government (RSA, 1998), sets the tone for this authentic approach because it advocates public participation as an integral part of the IDP process. It also requires a project management approach, whereby local people identify needs and initiate various development projects that will meet these needs and attain the objectives contained in

broader development programmes (Nel, 2000: 64). This is in contrast to the projects that arose from the MLC because these were initiated and implemented by officials without the participation of the public. The study also suggests that arising out of the MLC, a need for partnerships. Through these partnerships as explained by Khan and Cranko (2002: 262-264), citizens have a greater say in the policy and development process. These partnerships will also enrich the decision-making process and make it more sustainable and empowering.

Theron (2003) supports this view by stating: "A developmental culture, like the Integrated Development Planning (IDP), can be established through a mutual and empowering partnership process and integration of people's knowledge at grassroots". This requires a change of mindset on the side of decision-makers so that they see the public as equal partners in the development process. The point of departure, flowing from the hypothesis of this study, indicates that an authentic public participation process must include issues pertaining to social learning, empowerment and capacity-building in the Integrated Development Planning process (Meyer and Theron, 2000: 4-5).

Based on the above requirements for authentic participation, one can then conclude that the MLC based on the findings of this study, amounted to a "consultative process" instead of a bottom-up, grassroots, empowering and sustainable approach. The research findings and analysis will be presented in chapter six.

Chapter 6

RESEARCH FINDINGS AND ANALYSIS OF THE MLC

6.1 INTRODUCTION

Having completed the literature review concerning public participation, it is incumbent upon the researcher to establish if the MLC was an authentic public participation tool which empowered the public. This chapter will ascertain if the MLC was an effective public participation strategy in the IDP process. It will outline the results of research based on the focus groups and interviews with both management/officials and the public.

6.2 FOCUS GROUP METHOD

The approach included conducting separate focus group meetings with officials and the public. The former consisted of three focus groups consisting of eight council officials from different directorates involved in the preparation of the MLC. The intention was to assess their understanding of the importance of public participation in the IDP process and the role, if any, of the MLC in fulfilling this constitutional mandate. The City officials provided their own assessment of the MLC and made suggestions for future public participation processes. A summary of the responses from these focus groups is presented in **Annexure E**.

In addition, the researcher conducted four focus groups in priority areas as identified by the MLC composed of the different social structures in each area. Each focus group consisted of five to eight members. The idea was to assess feedback from the public on how they saw the MLC and also to generate suggestions on how to improve public

participation in the IDP. A summary of responses from the focus groups is presented in **Annexure F**. All focus groups were facilitated by the researcher.

6.3 INTERVIEWS

In order to complement the results of focus groups, four personal interviews were conducted with top City officials who participated in the MLC. The interviews were characterised by open-ended questions to allow flexibility. These were also conducted with twelve community members from diverse backgrounds. This measure assisted in getting an overall assessment of the MLC. Interview questions are presented in **Annexure C and D**. The responses gathered through interviews are presented in **Annexure G and H**.

6.4 ANALYSIS OF RESEARCH FINDINGS

Research shows that 85% of the respondents agree that the MLC was significant in the IDP process. This indicates that both City officials and the public value the contribution the MLC made in the development planning process. There seems to be a consensus that the MLC, led by the Executive Mayor, contributed to giving credibility and accountability to the process because the Mayor was able to identify with the problems the public experience. However, the research findings confirmed the hypothesis of the study namely that the MLC was not an authentic and sustainable public participation process as explained in the building-blocks of development.

A public participation strategy must be linked to empowerment, social learning and sustainability (Meyer and Theron, 2000: 4-5; Theron, 2005: 111- 132). The respondents agree that an empowering process must take place when public participation is structured as required in the Municipal Structures Act (RSA, 1998) and the Municipal Systems Act (RSA, 2000). Ward Committees and sub-councils have an important role to play in this regard. An interesting finding from the side of the public is the need for local authorities to make use of social clubs already existing at grassroots level. This concurs with the view expressed by Theron (2003) when he argues that

there is a, "need to focus on community social networks, for example communication infrastructure at a taxi rank, a pub/shebeen or a beauty parlour, to get the public to participate in the decision-making process". In the focus groups and interviews conducted with the public, there were overwhelming support for the utilisation of currently existing community structures. These are presented in **Annexures F and H**.

The respondents felt that public participation should be an inclusive process and should therefore be able to draw people from all sections of society. There is a direct link between effective communication strategies and the level of participation by the public. What is clear from the MLC is the need for the use of informal networks within the community as suggested by Gilchrist (2000: 346). The responses provided by the public with regard to the communication of the MLC, prove that informal sources of information can play a pivotal role. The responses are presented in **Annexure H**. The new approach to public participation strategies, as suggested by Theron (2003) will be to encourage grassroots ownership of the process. In other words it will encourage a bottom-up process of community development (De Beer and Swanepoel, 1998: 102-103).



The respondents agreed that alternative sustainable public participation mechanisms are desirable rather than public meetings in the form of the MLC. Community structures are more likely to be effective as opposed to public meetings. The MLC was too intimidating and required the public to understand the technical language or jargon before they were able to make meaningful contributions at public meetings.

Chapter 7

RECOMMENDATIONS AND CONCLUSION

7.1 INTRODUCTION

The main purpose of the study was to assess the effectiveness of the MLC as a public participation strategy in the IDP process. From the analysis of the research findings, the researcher will make recommendations on a future public participation process, which intends to bring the people back into the decision-making process.

7.2 RECOMMENDATIONS FOR A FUTURE PUBLIC PARTICIPATION PROCESS

7.2.1 POLICY FRAMEWORK FOR PUBLIC PARTICIPATION

The first recommendation is related to the development of a policy framework for public participation within the City of Cape Town. This must outline an approach on public participation for the City so that it is able to fulfil its vision and legal obligations related to public participation. The process of policy development will necessitate that the City undergo a review of all in-house policy documents, relevant legislation and other information related to public participation policies, systems and structures.

The policy framework will attempt to address the following areas of concern:

- (a) an approach to public participation which is premised on the realities and needs of the people of Cape Town;
- (b) integrating the institutional location of public participation in the City;
- (c) strengthening the relationship between community, existing community-based structures, council and council employees. This is the partnership suggested by Khan and Cranko (2002: 262); and
- (d) finding mechanisms that will ensure sustainability of public participation.

Cloete (2003: 239-244) raise an important issue with regard to the policy process, by stating that, " *Although policy products as the main objectives of governmental activities are the primary foci of policy management assessment, management process assessment is just as critical. This entails an evaluation of the way in which resources or systemic inputs have been converted into policy outputs and outcomes*".

Cloete (2003: 239-244) further states, "the assessment issues are how legitimate or democratic the processes were through which the policy products came into being; how representative of the main stakeholders they were; how transparent, tolerant and participatory they were; and to what extent did the policy management processes acknowledge or promote the rights and duties of citizens?" The need for an inclusive approach in determining the policy direction with regard to public participation, namely that the citizens must be part of the policy development process so that they can influence the policy direction of the City, must be addressed.



7.2.2 INSTITUTIONAL ARRANGEMENTS FOR PUBLIC PARTICIPATION

The structure of the City of Cape Town must promote democracy and accountable government. It therefore becomes important that the function of public participation be located within the IDP directorate so that the public participation processes for the entire organisation are coordinated from this office. This will be different to the structure where each directorate has its own public participation process. This is referred to as a "silo approach" that must be prevented within a municipality. A holistic and integrated approach to public participation in the IDP as mentioned in the White Paper on Local Government (RSA, 1998); Parnell and Pieterse (2002: 281) and Meyer and Theron (2000: 4-5), facilitates a social learning and interdisciplinary teamwork approach. The institutional arrangements for public participation must be able to support the vision of the municipality which should be reflected in the policy framework for public participation.

7.2.3 IDENTIFICATION OF EXISTING COMMUNITY STRUCTURES

Besides the available database of community organisations, the City needs to identify existing community structures. This measure will assist in identifying what is referred to as the "silent voices" that do not appear in the database.

Having done this, the City must strengthen its relationship with the City- Wide Forum. (This is a body comprising of organisations in the greater Cape Town which regularly interacts with Council). An attempt to formalise this working relationship will prove useful because the representative composition of this forum will enable important messages to be communicated to the public.

7.2.4 INSTITUTIONALIZATION OF PUBLIC PARTICIPATION

As part of the IDP process, public participation must be institutionalised. For effective public participation to take place, structures need to be established as conduits between Council and the community. The ward committees as envisaged in the Municipal Structures Act (RSA, 1998) can play this role. This will obviate the need to hold large public meetings as is currently done through the MLC. The role of the Community Development Workers in linking the public to the IDP process is crucial. This will enhance participatory democracy in municipal governance. This approach will require the City to look critically at issues relating to finance (a comprehensive budget must be prepared); and training (for councillors and community leaders) since they will be integral to capacity-building initiatives and a communication strategy.

7.2.5 CHANGE MANAGEMENT

The rollout of a change management programme for staff and senior management is necessary. This will ensure that the notion of a "citizen-first" attitude as envisaged in the Batho Pele Principles (RSA, 1997) eliminates prevailing reluctance of staff to assume responsibility for problems. This is a consequence of red-tape within the organisation. Change management will contribute to the City moving away from "silos" towards a holistic approach to public participation. This then ensures that staff

“buy-in” in the process and that there is shift in mindsets. City officials must now consider themselves as change agents, who should move away from a top-down, and prescriptive approach towards a bottom-up process of social learning (Meyer and Theron, 2000: 4- 5). A partnership development training programmes, such as the School of Public Management and Planning’s **Public Participation Programme**, convened by Francois Theron in June 2004, should be considered to assist management with the new thinking on public participation in development planning as reflected in the White Paper on Local Government (RSA, 1998); the Municipal Systems Act (RSA, 2000) and Theron (2005: 231).

7.2.6 INTER-GOVERNMENTAL RELATIONS AND PUBLIC PARTICIPATION

The final recommendation considers the issue of inter-governmental relations crucial for public participation in development projects. It is the responsibility of both municipal and provincial government to work together in light of the undertakings made by all role-players during the Growth and Development Summit of the Western Cape (Provincial Government of the Western Cape Town, 2003). The above recommendations will ensure the implementation of a vibrant, active and sustainable community structure and partnership; ensure that the public assume responsibility for the implementation of the IDP and will encourage the “consensus ad idem” (meeting of the minds) between the public and the City of Cape Town. This will manifest itself in the support of Council decisions by the public.

7.3 CONCLUSION

The constitutional and legislative framework has made public participation an integral part in developmental local government. It is critical that local authorities, when initiating public participation strategies, take into account the local conditions of particular municipalities. What is also paramount is the need to ensure that the structures that are put in place will contribute in building the capacity of communities to engage with Council, and contribute to building self-reliant communities. This research has proven that the MLC isolation was a process of

consulting citizens instead of an empowering and sustainable public participation process.

The second point is that public meetings, like the MLC, in isolation cannot be an effective strategy in a complex IDP process. However, it is important to mention that the MLC was a first positive step towards ensuring that the citizens of Cape Town have a voice in the manner in which Council makes its decisions. The analysis of research findings demonstrates that the face-to-face encounters with the City leadership are powerful. The third point is the need for Council to effectively utilize the indigenous knowledge systems; existing structures where people live to ensure an effective communication strategy; institutionalization of public participation and change management programmes. From the findings, recommendations were provided as a guideline for a future public participation framework within the City. initiatives. These relate to a need for training and development resource allocation and an institutional framework that support public participation.

From the interaction the researcher has had with senior officials a commitment was made to build strong ties and ensure that community-based structures are effectively utilised in the development process.

CHAPTER 8

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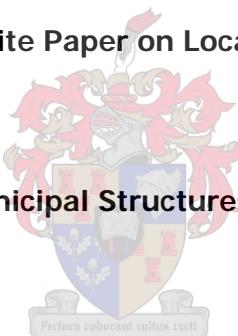
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Annexure A

MAYOR'S PRESENTATION

Slide 1: (Original Text)

In order for the City to develop an integrated development plan a detailed analysis was done of the City, needs and service backlogs identified from which the IDP was then developed. With

the analysis concluded the vision and mission of the City was reviewed, strategies developed and corporate programmes developed.

Slide 2:

The vision of the City is to establish Cape Town as:

A sustainable city—a city that offers a future to our children and their children

A dignified city—a tolerant, non-racist, non-sexist city

An accessible city—a city that extends the benefits of urban society to all and builds the capacity of its people

A credible city—a well governed city trusted by its people

A competent city—a city with skills, capabilities and a competitive edge

A safe and caring city, and

a prosperous city known for its ability to compete in the world of the 21 st century and its commitment to the challenges facing South Africa, the Southern African Development Region and the African continent.



Slide 3:

Our Strategies:- Council decided on 10 major strategies to achieve the visionary framework set out above:

1. Poverty alleviation;
2. Employment creation;
3. Economic development, tourism promotion and physical infrastructure
Land release and improvement of service delivery;
4. Improving health, safety and security;
5. Human resources development for the disabled and people with special needs;
6. Financial sustainability;
7. Good governance;
8. Partnerships;
9. Communication.

These strategies will be enabled by the following major corporate programmes:

Slide 4

1. ENHANCING GOVERNANCE

One of the risks associated with a single local government structure for more than three million citizens is that governance could become more removed from the citizen. Synergy and integration of effort between the different spheres of government and para-statals is essential for streamlined, efficient and focussed delivery.

The City of Cape Town formally adopted the King II Report on Corporate Governance during April 2003. Council will also be adapting the city leadership governance structures from a collective executive to an Executive Mayoral System. The roles of Portfolio Committees are being revised. The number of Sub-councils will be increased from 16 to 20. Ward Committees will be established for all 100 wards.

2. INTERNAL PROCESSES:-STABILISING AND GEARING THE ADMINISTRATION

This programme is essential to bring stability to the organisation and to gear it for effective and efficient service. Council will therefore:

- design effective and efficient organisational structures;
- develop Council's human capital in alignment with service delivery requirements;
- staffing the new organisational structure;
- enhancement of the representivity of the workforce in terms of Council's
- Employment Equity Plan.

3. ENSURING EFFECTIVE SYSTEMS AND PROCESSES

Key project form the basis of this programme:

- Organisational Performance System: The City has introduced the Balanced Scorecard Methodology as performance management system for the City.

4. ENSURING FINANCIAL SUSTAINABILITY

The City will promote partnerships and implement alternate service delivery and transformation models, to ensure its financial sustainability.

5. SERVICE DELIVERY

Council supports a pro-poor strategy and would therefore strive towards the improvement of service delivery to the disadvantaged in the City. One of the programmes to achieve just that is the Presidential Urban Renewal Programme.

This focus is with respect to eight identified Urban Renewal Nodes including Khayelitsha and Mitchells Plain in the Western Cape and the intention is to re-align budgets throughout Government in order to fast track the Urban Renewal Programme within those areas.

Mitchells Plain CBD Transport Interchange and Market project is an Anchor Project and has a budget of R40million over three years.

Tafelsig in Mitchells Plain is the area with the highest crime rate and has been identified as an Anchor Project.

The Cape Renewal Strategy

The Cape Renewal Strategy is a Provincial Government lead initiative which targeted selected precincts on the Cape Flats. The 5 precincts (excluding those within the Presidential URP nodes of Khayelitsha and Mitchells Plain) are Elsies River (Leonsdale), Bonteheuwel, Hanover Park, Manenberg and Philippi/ Nyanga.

6. Zones of Action (ZACs)

ZACs are areas of where poverty alleviation and infrastructure development should take place. These are also targeted for service delivery and social integration and are identified with the intention to initiate a planned roll-out action campaign expanding on main stream urban renewal initiatives.

6.1. INTEGRATED HOUSING AND INFORMAL SETTLEMENT UPGRADE

Cape Town is urbanizing rapidly, the consequence of which is that there is a growing number of people in search for a place of shelter and safety. Council shall procure, service and release land for rapid settlement; it shall upgrade informal areas to meet health and safety standards, and it will continue to deliver housing as part of the National Capital Subsidy Program. All of this must be done in the spirit of producing integrated residential environments, i.e. they must have access to schools, clinics, libraries, and so on. It is intended that this program will result in the expanded delivery of housing opportunities in a manner that:

- results in access to basic services for all over a period of 3 years
- access to public transport for all;
- affords security of tenure for all who desire it;
- promotes economic growth and job creation;
- supports the small and emerging contractors;
- leads to spatial integration of the City of Cape Town;
- results in integrated and dignified local residential environments.

This will result in the provision of 11 000 housing opportunities in 2003/4. With further additional external funding, this number can be increased over the following years. This is part of the 10 year strategy to remove the current housing backlog.

While there is a long list of capital projects attaching to each of the above strategies the most indicative are, for:

1. New housing opportunities-Wallacedene, Kuyasa, Delft and Kalkfontein. Bulk Servicing has also been provided for through the Trading Services Budget.
2. Informal area upgrading-Joe Slovo, Masiphumelele and Imizamo Yethu. Informal settlements are found dotted all around the metro areas with a majority concentration from Crossroads west along the N1, and Lwandle in the Helderberg.

3. Servicing of Informal settlements-Work on the formalization of an implementation strategy for the undertaking of this project is well advanced.

4. Land Acquisition. A number of sites have been identified as possible areas for procurement. This is being done under the Land Release Program identified by Council.

7. YOUTH DEVELOPMENT STRATEGY

The Youth Development Strategy seeks to:

- Improve and extend existing co-operative relationships and agreements with youth and youth structures.
- Establish, facilitate and co-ordinate sustainable youth delivery projects, programmes and mechanisms.
- Build and support skills development institutions and networks.

8. ECONOMIC DEVELOPMENT AND JOB CREATION-CREATING A GROWTH AND DEVELOPMENT STRATEGY

The City of Cape Town is initiating the formation of a City Development Partnership and the launch of a Cape Town Growth and Development Strategy in order to fulfil the leadership and partnership role of city government in respect of its developmental obligations.

9. HEALTH – THE STRATEGIC BATTLE AGAINST HIV/AIDS, TB, INFANT MORTALITY AND SUBSTANCE ABUSE



The facts are:

- On average 9.2% of pregnant women are HIV+ (October 2001) with extremely high levels in areas of poverty such as Khayelitsha (22%) and Helderberg (19%).
- By 2009 AIDS deaths in the city will exceed the number of deaths from all other causes.
- The bulk of the AIDS burden will be in the poor areas of the City with an estimated 152,000 cases by 2006.
- In 2003 it is estimated that there are 21,000 “AIDS orphans” in the City – projected to increase to 51,500 in 2006.
- The total number of TB cases in Cape Town in 2002 was 20,950 (14% increase on 2001).

Key to the strategy is the empowerment of the community and building partnerships with non governmental organizations (NGOs), community based organizations (CBOs) and churches through the sub district Multi Sectoral Action Teams (MSATs).

9.1 Municipality based District Health System

The District Health System is the fundamental building block of the National Health Plan. In the Western Cape there is a decision by Cabinet and Council to implement a municipality based district health system made up of municipal health services (defined now as only environmental health) and an assigned or delegated primary health care service made up of the City Health clinics and the provincial community health centers and midwife obstetrical units in the city. There are joint district (city) and sub-district plans being developed and then implemented for the 2003/4 financial year so that we have targets to reach jointly between City Health and the PGWC health department.

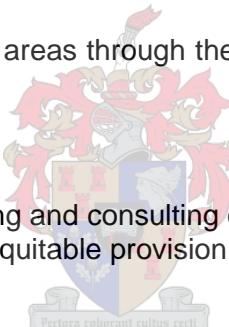
10. AN INTEGRATED SAFETY AND SECURITY STRATEGY FOR THE CITY

Essentially, the following three outcomes are desired from this project:

- to ensure equitable and efficient delivery of fire services over a five year period from 2002 / 2003 to 2006 / 2007;
- to reduce crime through the implementation of social crime prevention projects and programmes;
- to reduce the crime levels in all areas through the deployment of additional CCTV cameras and City Police constables.

11. Basic services

The City is in the process of finalising and consulting on an Equitable Services Policy Framework aimed at ensuring the equitable provision of all services within a reasonable period of time.



A City Indigent Policy has been developed which will bring relief to the poor through a range of measures, the first of which will be introduction of pro-poor consumption tariff structures for Water, Sanitation, Electricity and Solid Waste and the provision of free basic services from 1 July 2003.

Annexure C

PERSONAL INTERVIEWS WITH CITY OFFICIALS

Background

Personal interviews were conducted with City officials who are heading the directorates participating in the MLC. The intention was to ascertain their point of view with regard to the reasons and significance of the MLC in the IDP process, and its success with regard to service delivery. The most important result of these interviews however, is the suggestions the subjects gave for future public participation mechanisms the that City can adopt to give communities an opportunity to influence decision-making.

Questions

1. What was the idea behind the MLC?
2. What was the significance of the Executive Mayor as driving force of the campaign?
3. What role did the MLC play in the IDP process?
4. Do you think the MLC will improve the levels of service delivery within the City?
5. Do you think that public meetings are an effective communication channel between the City and the community?
6. The MLC was an effective public participation strategy. Do you agree with this statement? If not, why?
7. What lessons has the City learnt from the MLC?

Annexure D

PERSONAL INTERVIEWS - PUBLIC

INTRODUCTION

These were conducted with 12 members of the public from diverse backgrounds. This exercise enabled the researcher to get a balanced view from the public on how they saw the MLC. The interview was conducted in appropriate language depending on the venue of the interviews. Aspects discussed include problems pertaining to publicity/marketing, logistical arrangements and the manner the public meetings were conducted. Based on these issues, the public provided alternative suggestions for future public participation mechanisms. The following questions were asked:

Questions

1. How did you hear about the MLC?
2. In your view, what was the intention of the campaign?
3. Did the MLC succeed in giving you the opportunity to air your views?
4. Do you think that public meetings are effective in community engagement? If not, why?
5. Do you have any suggestions for the City in improving its communication channels with communities?
6. Did the level of service delivery improve after the MLC?

Annexure E

FOCUS GROUP – CITY OFFICIALS

INTRODUCTION

The focus groups were conducted with the directors and managers of the different service areas, who participated in the MLC. The focus of discussions was the effectiveness of the MLC as public participation strategy and its significance in the IDP. Besides establishing this link, the intention of the researcher was to solicit the views of senior management on the direction the City should take in empowering and building capacity of residents through participation initiatives. The following response was received:

RESPONSE

The officials who participated in the MLC agree that public participation is critical in development planning not only because it is prescribed by legislation, but because it enables the public to have a say in the City's governance. The MLC was successful in this regard, because it enabled Capetonians the opportunity to interact with the City. The view of this group is that there is a need to find sustainable and empowering public participation strategies, which will enable the citizens to have a real influence in decision-making processes. The majority view was that the MLC was the beginning of the process of interaction with citizens. The feeling was that the MLC was not an authentic public participation strategy; it was merely an informative and consultative process as explained in the DEAT "levels of influence". The MLC also proved to Council that in order to have an authentic process, the existing structures within communities must be utilised. Ward and street committees must play a role in this regard. Through a structured approach, public participation will enable the City to be sensitive to the social, cultural and political dynamics of Cape Town.

Annexure F

FOCUS GROUP - PUBLIC

INTRODUCTION

The focus groups conducted with members of the public were intended to get their views on the effectiveness of the MLC as a public participation strategy. These discussions were held in priority areas as identified in the MLC. The focus of the discussion was also whether there has been an opportunity, as stated in the aims and objectives of the MLC, for the public to influence the budget and the IDP. As highlighted in the summary below, the respondents also raised issues pertaining to logistical arrangements and the problematic manner in which meetings were conducted. The following is a summary of the response received.

RESPONSE

The MLC led by the Executive Mayor presented an opportunity to citizens to inform authorities about problems in their residential areas. It was significant in light of the failure of elected councillors to report back to constituencies and the apparent lack of meetings in wards. The levels of service delivery did improve during the campaign but must be sustained as opposed to "once-off" responses to problems. The main problem with the campaign was communication, because some community members did not receive any information on the MLC. A general suggestion was that these public meetings should use the available vibrant structures within communities, namely, church (women's Manyano -clubs) and stokvels for public and marketing the MLC. The issue of transporting locals to meetings was problematic because those members who stay in informal settlements, even though an effort was made, could not access transport. There was general consensus that a lot of people did not have the confidence to raise issues in public. This could relate to low levels of education. The Mayor needed to ensure that there is ongoing communication within communities instead of holding "once-off" meetings. Some of the community members felt that this initiative raised expectations within communities that will not be delivered on. Other felt that the phases were meaningful since they provided the community the opportunity to see if their concerns were incorporated into the budget.

Annexure G

SUMMARY OF RESPONSES FROM PERSONAL INTERVIEWS- CITY OFFICIALS

BACKGROUND

This is a summary of responses from personal interviews with City officials. The general consensus from the responses provided below, suggests that the City should allow the public to take ownership of participation processes as opposed to the MLC, which was only a consultative mechanism. A structured approach to participation will build the capacity of the public so that they can influence and engage the City in a meaningful way. The following is a summary of responses to the questions asked.

Question 1

- ▶ Introduce leadership
- ▶ Establish needs of communities (IDP)
- ▶ Respond to service delivery problems

(See questions from Annexure C)



Question 2

- ▶ Commitment of the city in working with the public
- ▶ Contribute to raising level of confidence
- ▶ The Executive Mayor is the political head of Council as per legislation; she must take full responsibility for IDP

Question 3

- ▶ All respondents agree that the IDP must be based on the needs of the communities, therefore the MLC gave citizens the platform to do so.

Question 4

- ▶ The respondents' response was that the different sectors within Council had to align their budgets with issues raised in the MLC.

Question 5

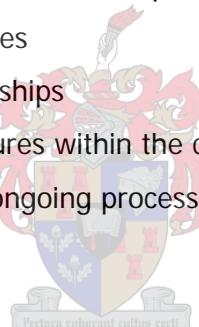
- ▶ The general agreement was that the MLC was an important event with regard to the IDP process, but Council must look at structuring its public participation efforts to ensure that the lines of communication are continuously, open for engagement. Sub-councils must be capacitated and must take control of the communication process.

Question 6

- ▶ The objectives of the MLC were achieved. It was a starting point for the new administration, but there is a need to institutionalise public participation within the City.

Question 7

- ▶ Accountability
- ▶ For the IDP to succeed, the City must "take people along"
- ▶ Change management programmes
- ▶ Service delivery requires partnerships
- ▶ Consider utilising existing structures within the community
- ▶ Public participation must be an ongoing process; not a "once-off" event

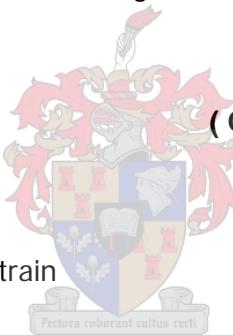


Annexure H

PUBLIC RESPONSE- PERSONAL INTERVIEWS

INTRODUCTION

The following is a summary of responses from the members of the public with regard to the MLC. From the responses, it is clear that public meetings are not effective in giving the public a meaningful opportunity to influence the strategic agenda of Council, i.e. the IDP. There is a need to use social networks in communicating with the public. It is through these that issues concerning capacity-building, social learning and invention and empowerment are addressed. The members of public highlighted that meetings can be construed as catering for the literate and excluding others. The utilisation of existing structures will prove useful in participation strategies



(Questions in Annexure D)

Question 1

- ▶ Through my neighbour
- ▶ Local radio
- ▶ Overheard conversation in the train
- ▶ In church

Question 2

- ▶ The Executive Mayor wanted to outline the City's vision and programmes
- ▶ The Mayor wanted to know community's problems

Question 3

- ▶ The meeting procedures gave the impression that only those who are educated can talk
- ▶ People were given a chance to talk about difficulties in the community

Question 4

- ▶ Respondents felt that Council must use the existing structures in communities i.e. the stokvels, ward committees, etc.

Question 5

- ▶ Council must be mindful of illiterate section of communities
- ▶ Communicate in our own languages
- ▶ The street committees can be useful in an ongoing dialogue

Question 6

- ▶ Council staff make promises that are not kept
- ▶ The Executive Mayor reported on what Council will do to improve service delivery during the second phase of the campaign
- ▶ Yes, Council immediately took action to rectify problems in our areas

