

**An evaluation of public participation in public meetings:
The case of the Khayamandi community in the Municipality of Stellenbosch**

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for the degree of Master of Public Administration in the Faculty of Economic and
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DECLARATION

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ABSTRACT

A public meeting is one of the strategies for public participation outlined by the International Association for Public Participation (IAP2). It is a strategy that is commonly used, but tends to yield poor outcomes. Its purpose is often misunderstood and it is therefore used as a “soft” public participation option that hastens the project at hand. However, it can be a most effective strategy if it is used correctly. Its intended outcome should be to create an interest in public participation within the community, especially when it comes to community-based development. The public should be left empowered and be given scope to influence, direct and own each and every development within its community.

In this study the Khayamandi community has been used as a case study. It became apparent that at Khayamandi public meetings are not used correctly as a public participation strategy, and hence the public often felt left out of developments that took place in the community. Even though there are clear constitutional/legislative guidelines on public participation, Khayamandi has not yet achieved the required level of authentic and empowering public participation. In the light of the model developed in this study for public participation that empowers communities, it is evident that public participation at Khayamandi is at a level of tokenism, where information is shared with the public but the public is not expected to participate fully in the developmental agenda. The Khayamandi community, the local municipality and the developers will have to take steps jointly in order to meet the constitutional/legislative requirement on public participation. The ideal level at which the Khayamandi community needs to be is that of citizen power, where the public becomes a change agent and assumes the role of influencing, directing and taking ownership of its own development.

This study has adopted a qualitative research paradigm. Interviews and rating-scale questionnaires (on the basis of a probability sampling), focus group and observation are the tools used to collect primary data. This study follows an evaluative research

design, which aims at answering the question of whether an intervention, a programme or a strategy has been successful or effective.

One of the major recommendations is that the public participation model which has been developed be used by the Khayamandi community in order for the public to be empowered and have the scope to *influence*, *direct* and *own* community-based development and decision-making processes. The public should make use of this model for optimal results.

If the public participation strategy is used correctly, Khayamandi can be in a position to achieve the appropriate level of citizen power. Once that happens, the impact on integrated community-based development and decision-making processes will be positive, with improved service delivery as a consequence.

OPSOMMING

'n Publieke vergadering is een van die strategieë vir publieke deelname soos omlin deur die Internasionale Assosiasie vir Publieke Deelname (IAP2). Dit is 'n strategie wat algemeen gebruik word, maar dit neig om 'n swak uitkoms te lewer. Die doel daarvan word dikwels verkeerd verstaan, en gevolglik word dit gebruik as 'n niksseggende openbare deelname-opsie wat die gang van die voorgenome projek versnel. Dit kan egter een van die mees doeltreffende strategieë wees as dit korrek toegepas word. Die beoogde uitkoms behoort te wees om belangstelling in publieke deelname binne die gemeenskap aan te wakker, veral waar dit gemeenskapsgebaseerde ontwikkeling betref. Die publiek behoort daardeur bemagtig gelaat en geleentheid gegee te word om ieder en elke ontwikkeling binne die gemeenskap te beïnvloed, te bestuur en te eien.

In hierdie studie is die gemeenskap van Khayamandi as studie-onderwerp gebruik. Dit het geblyk dat publieke vergaderings in Khayamandi nie korrek as 'n openbare deelnamestrategie gebruik word nie, daarom voel die publiek dikwels uitgesluit uit ontwikkelings wat in die gemeenskap plaasgevind het. Alhoewel daar duidelike grondwetlike/wetgewende riglyne oor publieke deelname is, het Khayamandi nog nie die gewenste vlak van egte en bemagtigende openbare deelname bereik nie. Beoordeel volgens die model wat in hierdie studie ontwikkel is vir openbare deelname wat gemeenskappe bemagtig, is dit duidelik dat openbare deelname in Khayamandi op 'n simboliese vlak is waar inligting aan die gemeenskap gegee word, maar die publiek word nie verwag om ten volle aan die ontwikkelingsagenda deel te neem nie. Die gemeenskap van Khayamandi, die plaaslike munisipaliteit en die ontwikkelaars sal gesamentlik stappe moet neem om die grondwetlike/wetgewende voorskrifte omtrent publieke deelname na te kom. Die ideale vlak waarop die gemeenskap van Khayamandi behoort te wees, is dié van burgerlike mag, waar die publiek die agent van verandering word en die rol aanvaar om sy eie ontwikkeling te beïnvloed, te bestuur en te eien.

Hierdie studie het 'n kwalitatiewe navorsingsparadigma nagevolg. Onderhoude en vraelyste met 'n assesseringskaal (volgens 'n waarkynlikheidsteekproef), 'n fokusgroep en waarneming is metodes wat gevolg is om primêre data in te samel. Hierdie studie volg 'n evalueringsnavorsingsplan, wat ten doel het om die vraag te beantwoord of 'n ingryping, 'n program of 'n strategie suksesvol of effektief was.

Een van die hoofaanbevelings is dat die publiekedeelnamemodel wat ontwikkel is, deur die gemeenskap van Khayamandi gebruik word, sodat die publiek bemagtig word en geleentheid het om gemeenskapsgebaseerde ontwikkelings- en besluitnemingsprosesse te bestuur, te eien en te beïnvloed. Die publiek behoort hierdie model vir optimale resultate te gebruik.

As die publiekedeelnamestrategie korrek gebruik word, kan Khayamandi in staat wees om die gepaste vlak van burgerlike mag te bereik. Sodra dit gebeur, sal die impak op geïntegreerde gemeenskapsgebaseerde ontwikkeling en besluitnemingsprosesse positief wees, met verbeterde dienslewering as gevolg.

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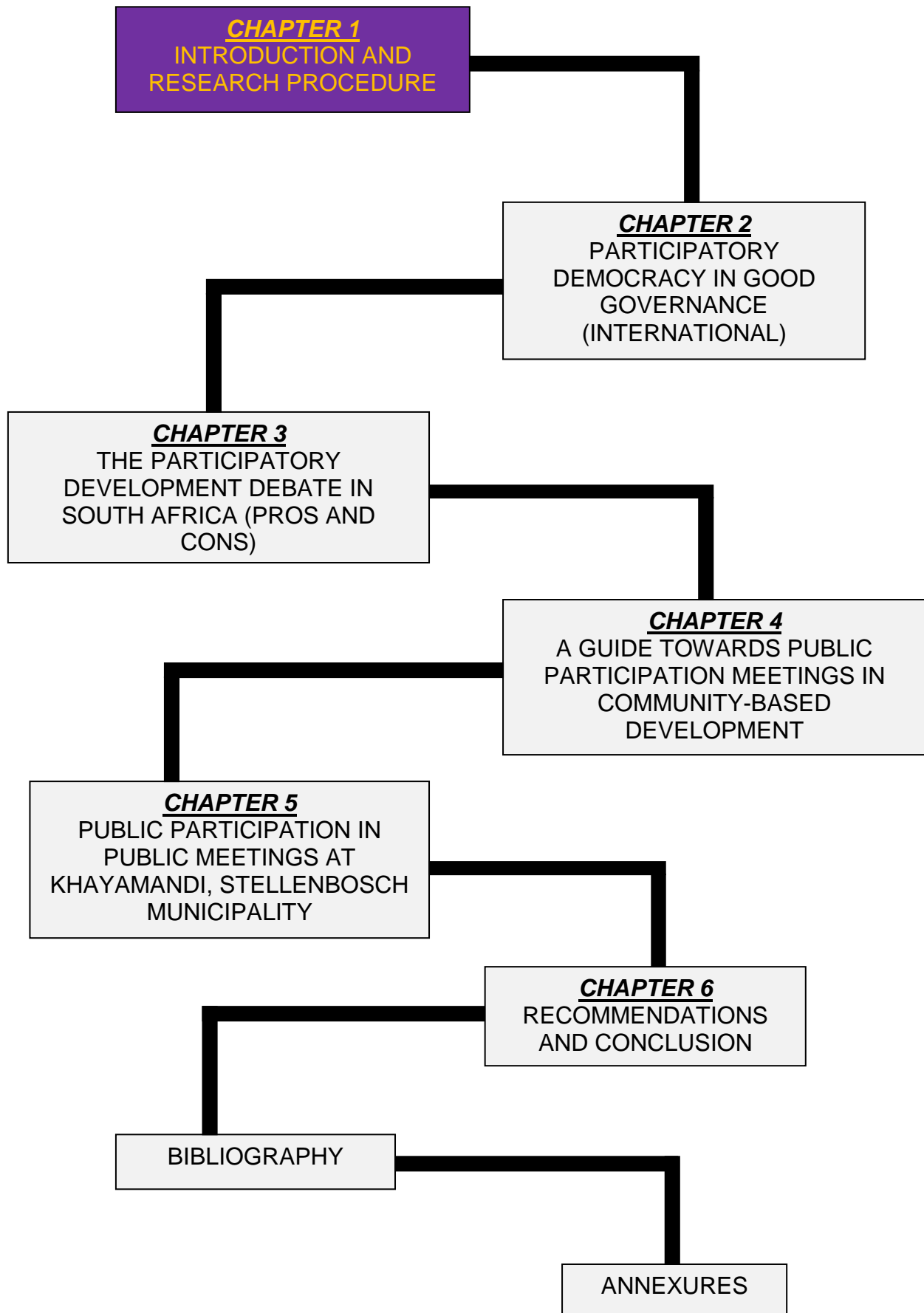
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CHAPTER 1:	INTRODUCTION AND RESEARCH PROCEDURE
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1.1 INTRODUCTION

Integrated community-based development (ICBD) is a new approach that has attracted attention in debates on community development, especially in South Africa. Community development focuses on the socio-economic conditions of particular communities and provides a mechanism for improving these conditions (Swanepoel and De Beer, 2006:16). Because developing countries¹ lack an effective infrastructure, resources and human capital, this kind of development programme is necessary. After the 1994 democratic elections in South Africa a new approach to development, called the Reconstruction and Development Programme, was introduced (White Paper, 1994). Commenting on this programme the then President of South Africa, Nelson Mandela, said in his inaugural address to a Joint Sitting of Parliament on 24 May 1994: “The things we have said [people-centred society, guarantee of human dignity, etc.] constitute the true meaning, the justification and the purpose of the Reconstruction and Development Programme, without which it would lose all legitimacy” (White Paper, 1994). The primary focus of this programme was on correcting the development imbalances of the past. It was especially introduced to reduce the problem of slums, which had become – and still remain – a scourge in all South African urban environments. A secondary focus of the programme was on addressing the socio-economic challenges that seemed to confront South African society at that time. Unfortunately, it appears that these development programmes were launched without ensuring the general participation of members of the communities concerned.

Currently all municipalities are governed in accordance with promulgated legislation such as the Constitution (1996), the White Paper on Local Government (1998), the

¹ Heywood (2002:29) questions the ‘three worlds’ typology that developed in the twentieth century: (1) a capitalist “first world”, (2) a communist “second world” and a developing “third world”. The first world is now called the developed world; the communist second world collapsed when the Union of Soviet Socialist Republics (USSR) collapsed, and the third world is now called the developing world.

Municipal Structures Act (1998), the Municipal Systems Act (2000), and the Municipal Finance Management Act (2003). All municipalities in South Africa are required to draw up a five-year Integrated Development Plan (IDP) that sets out how resources will be utilised in order to improve the living conditions of community members. The legislation mentioned above and the IDPs have entrenched public participation as one of the pillars of democracy. However, it seems that there is a gap between theory and practice. The available evidence² shows that most communities have not participated fully in project planning and implementation. The issue of public participation has been highlighted by several scholars, who emphasise the public's right to be heard (Davids 2005; Van Donk *et al.* 2008; Burkey 2002; Theron 2008). This then suggests that any development that is not based on authentic and empowering public participation creates problems for everyone concerned, including provincial governments, local municipalities and the members of a community.

For the purpose of this study international trends in public participation in good governance will be examined. This will entail a closer look, from a South African point of view, at the issues that have arisen in the debates on participatory democracy. The researcher will assess the level of public participation in the Khayamandi community in Stellenbosch Municipality. Since Stellenbosch Municipality is governed in accordance with the national legislation mentioned above, and because public participation in community development (specifically in public meetings) is a crucial aspect of the development programme, these matters will be discussed within the context of the Khayamandi community.

In this study the meaning of the term “public” will be limited to “members of the community”, “community beneficiaries” and “community residents”. Whenever “public” is used outside the legislative framework, it will be used within the context of Stellenbosch Municipality with special reference to Khayamandi.

² Newspapers such as *Sunday Times*, *Cape Times*, *Cape Argus*, *Weekend Argus* and others frequently report on the lack of public participation which results in poor service delivery and poor infrastructural development.

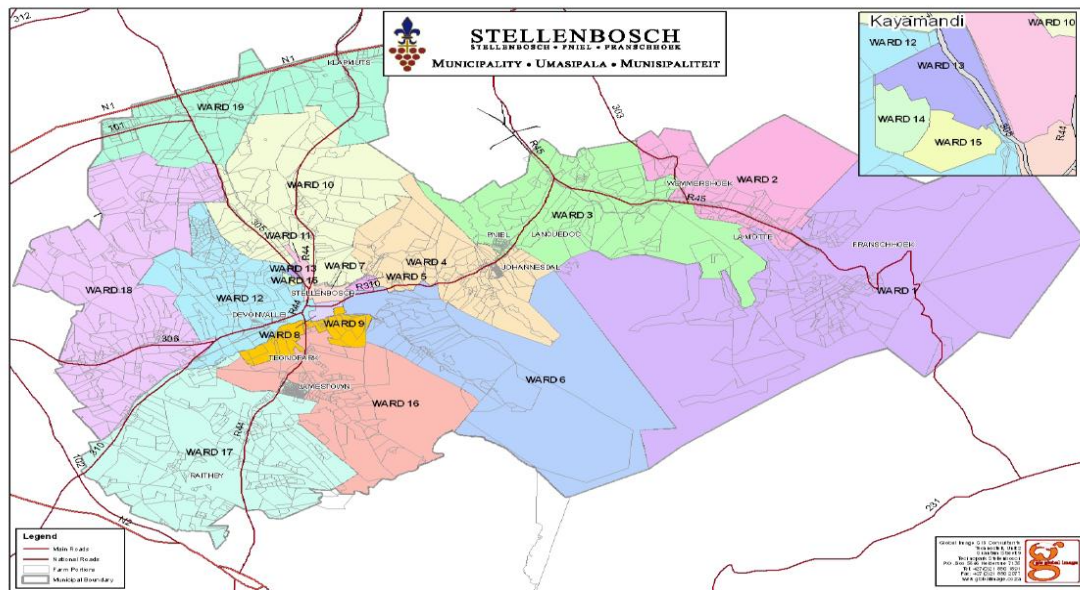
1.2 BACKGROUND

Khayamandi is one of the oldest communities in Stellenbosch. For many years Khayamandi saw very little development and was largely neglected. As a result Khayamandi has become a place of many slums. In this community the informal settlement was and still is larger than the formal settlement. There has always been a shortage of land on which to build proper houses, since the land nearest to the community is zoned for farming. The majority of Khayamandi residents are poor and live below the poverty line.

Prior to 1994 Khayamandi had a local council which managed all the affairs of the community. That council had very limited resources for development, while the Stellenbosch Town Council had more than adequate resources and was able to develop other areas under its jurisdiction. Over the past several years Khayamandi has acquired its own primary and secondary schools and it now enjoys access to a world-class university on its doorstep. However, these facilities have not had a positive effect on the living conditions of the community at large. It is also important to note that because of apartheid racial policies, the schools at Khayamandi were poorly equipped and had a limited influence on community life. Since 1994 this situation has begun to change dramatically.

At present the area of the Khayamandi community is divided into 3 wards, as is shown in the 2008 IDP of the Stellenbosch Municipality and Figure 1.1 below.

Figure 1.1: Wards Map of Stellenbosch Municipality



Source: Stellenbosch Municipality IDP 2008

The three Ward divisions of Khayamandi are:

- Ward 13 – north of Ndumela and Mdala Streets and east of Sesithoba, Mgabadeli and Makupula Streets. This Ward is under the leadership of Councillor Ntombelanga Alicia Mgijima;³
- Ward 14 – south of Costa Land and west of Sesithoba, Mgabadeli, Makupula and Vineyard Streets. This Ward is under the leadership of Councillor Mzolisi Deogratias Olifant;
- Ward 15 – south of Ndumela and Mdala Streets and east of Vineyard Street. This Ward is under the leadership of Councillor Mongameli Melken Ngcofe.

There is a possible realignment of Khayamandi wards in order to establish a 4th ward, Ward 12. This ward will be composed of Plankenbrug, Onder-Papegaaiberg, Devon Valley, Devonvale and Snake Valley. The suggested person to lead this ward will be Councillor Johanna P Serdyn. For the establishment of the Ward 12 committee, two proposals (the Sectoral Representation System and the Geographical Representation System) were presented for consideration (FCR 2007). Councillor Serdyn backed the model 2 proposal (Geographical Representation

³ Councillors in South Africa remain in office for 5 years, unless their organisations recall them before the end of their term of office or they have been impeached for contravening the Council Code of Conduct (Municipal Structures Act, No. 117 of 1998).

System), which involves three members from Khayamandi and seven members from Onder-Papegaaiberg and the demarcated area to the West of the CBD. This proposal was not acceptable to the Khayamandi community. A counterproposal, the model 1 proposal (the Sectoral Representation System), involving five members from Khayamandi and five from Onder-Papegaaiberg and the demarcated area to the West of the CBD was supported by the Khayamandi community. The parties concerned could not reach an agreement on which model to adopt, because the community felt that decisions were being imposed from above (a heavy-handed top-down approach). This matter was then referred to the Ward 12 Councillor and the Speaker of Stellenbosch Municipality. Unfortunately this matter has not yet been resolved to date (July 2011).

Every year Khayamandi becomes a home to many rural migrants from the Eastern Cape. This creates an environment where the size of the informal settlement seems to be increasing almost every day. The influx of rural migrants has led to overcrowding, which has become a huge problem in urban areas. This overcrowding obliged the former MEC for Local Government, Mr Dyantyi, to initiate an interprovincial development summit in 2007 involving the provincial governments of the Western Cape, the Eastern Cape and the Northern Cape. This summit under the leadership of former Alderman Zille met again in 2008 in the Somerset West Town Hall to investigate how these three provinces can pool their resources to improve development and the socio-economic conditions of the people in the abovementioned provinces.

As stated above, the Khayamandi community consists of formal and informal settlements. In the formal settlement there are street committees, while in the informal settlement there are zonal meetings; both of these groups are supposed to meet separately prior to the ward committee meeting. These bodies are not functioning as expected, because they do not inform the Ward Committee of their agendas and no record is kept of the proceedings of their meetings. The Municipal Systems Act of 2000 (sections 17 and 18) gives the following as the functions and duties of a ward committee:

- Section 17 (1) – The available mechanisms, procedures and processes that encourage and facilitate public participation;

- Sections 16 (1) and 17 (2) – To encourage and create favourable conditions for the local community to participate in the affairs of the municipality;
- Section 5 (1) – Members of the local community have a right to contribute to the decision-making processes and have a duty to observe the mechanisms, processes and procedures of the municipality;
- Section 18 (1) – To communicate municipal governance, management and development.

All fully functional ward committees have to adhere to the legislative provision outlining the functions and duties of ward committees. This provision ensures that ward committees are the vehicle for empowering public participation and the public is given a scope to *influence, direct and own* decision-making processes and community-based development.

1.3 RATIONALE

ICBD is a principle that has been discussed extensively in South African texts since 1994. This type of development empowers community members to *influence, direct and own* community-based development (Theron and Ceasar 2008:103). However, the type of development embarked on by government departments seems to undermine the basic principles of ICBD. Community members claim that government officials sometimes impose programmes on communities without their proper participation in the process.

Public participation in public meetings needs much attention in Khayamandi. Public participation in this community would help to link development to changes that community members see as necessary. One of the ways in which community members participate in development programmes is through attendance and participation in Ward Committee meetings and public meetings. However, the following areas (as indicated by committee members of Ward 14) have not been developed fully in Khayamandi, because of ineffective public participation from the community over the past 3-5 years:

- The change rooms, restrooms and bathrooms of the sports stadium have been left incomplete;
- The tourist centre has to date not become operational; and
- The housing project on the North-Eastern side of Khayamandi has come to a standstill.

Local government officials have become subject to passive participation⁴ in Khayamandi. As public participation models indicate (Theron 2009a:116-121), local government officials (outsiders) are perceived as imposing development on the Khayamandi community, through which the community ends up as a mere recipient of the imposed development. Furthermore, proposed developments such as the taxi rank, a multi-purpose centre, recreation facilities, a community hall, a shopping centre and many others have still not been built in Khayamandi. This leaves the community members feeling that the local government is not providing what it truly needs, and that their participation in programmes and projects has no impact on planning.

According to the principles of ICBD, the Khayamandi public is expected to participate actively in the development of its community. It is also important to note that the *Batho Pele* principles⁵ are foundational in advancing the aims and objectives of ICBD. For the past 3 to 5 years members of the community have expressed their dissatisfaction by way of protests, political infighting and expressions of dissatisfaction with councillors who are perceived to be derailing community development and not adhering to the legislative guidelines that guide public participation. The slow progress of development has left the community feeling bitter and has undermined its confidence in local government officials, currently a much too common feeling among the public in general in South Africa.

⁴ AICDD (2005) defines 'passive participation' as people participating by being told what has been decided or has already happened; it involves unilateral announcements by an administration or project management without listening to people's responses. Theron and Ceasar (2008:106) concurs with this definition.

⁵ *Batho Pele* principles were developed to serve as an acceptable policy and legislative framework for service delivery in the public service and they are aligned with constitutional ideals (the DPSA website). These principles are as follows: (1) consultation, (2) setting service standards, (3) increasing access, (4) ensuring courtesy, (5) providing information, (6) openness and transparency, (7) redress and (8) value for money.

The International Association for Public Participation (IAP2) (2007) advocates that the goal of public participation is to place final decision-making in the hands of the community. If the community is not afforded such an opportunity, it will never be in a position to *influence, direct and own* development programmes. The key argument in this study is therefore that a meaningful process of public participation, which is respected and followed by the municipal officials at Ward Committee meetings in Khayamandi, will serve as a sound strategy for promoting participatory democracy.

1.4 RESEARCH PROBLEM

This section will discuss three areas relating to the research. These three areas are: (1) the research question – this is the question that will be investigated throughout this study; (2) the problem statement – the problem that led to this study being undertaken; and (3) the research hypothesis – the expected outcome of the study introduced at the beginning, which the study will either prove or disprove. A discussion of each of these areas follows below.

1.4.1 Research Question

The Constitution of South Africa (Act 108 of 1996) provides for and guarantees authentic public participation in the affairs of the government at the lower levels, where the members of the community are directly affected by the decisions made by a particular local government. As part of its IDP, Stellenbosch Municipality is compelled by different sets of regulations and regulatory frameworks (as mentioned above) to undertake integrated development planning through a prescribed and structured public participation process. Public participation in public meetings is part of the strategy for participatory democracy in the sphere of community-based development and an essential part of developmental local government in South Africa (see Van Donk *et al.* 2008).

This study intends to evaluate public participation in public meetings as a strategy for participatory democracy within the Khayamandi community. The main questions addressed in this study are:

- What input can the public make in community-based development meetings such as ward committee meetings in Khayamandi?
- To what extent does the community want to be a willing participant in its own development?
- Does the Khayamandi community have the capacity to *influence, direct and own* development? (This capacity will be measured in terms of education level, political maturity and stability, transformational leadership, the level of responsibility that the public demonstrates, and willingness to learn and participate).

Ward committees in the Khayamandi community in Stellenbosch Municipality will be used as a case study for the purpose of this study.

1.4.2 Problem Statement

Public meetings are not the only participation strategy, but one of many participation strategies, a point which is echoed in IAP2. Nevertheless, public meetings are very important in a democratic society. The turnout at such meetings in Khayamandi has been poor. This could be seen as the community mistrust of, and lack of confidence in, government officials.⁶ As a result of this challenge, the Khayamandi community has been plagued by protests, political infighting, slow development activities and hostility directed towards certain councillors who are viewed as having derailed community development during the past 3-5 years. Municipal officials and departments have not promoted or encouraged public participation in public meetings and that has caused many problems in Khayamandi. As a matter of fact, the situation has resulted in a top-down approach toward development planning as opposed to a bottom-up approach. The community is not afforded an opportunity to *influence, direct and own* the development programmes (Theron 2008a:55-58; IAP2 2007). Meaningful public participation that is respected by the municipal officials at public meetings in Khayamandi will serve as a strategy for participatory democracy.

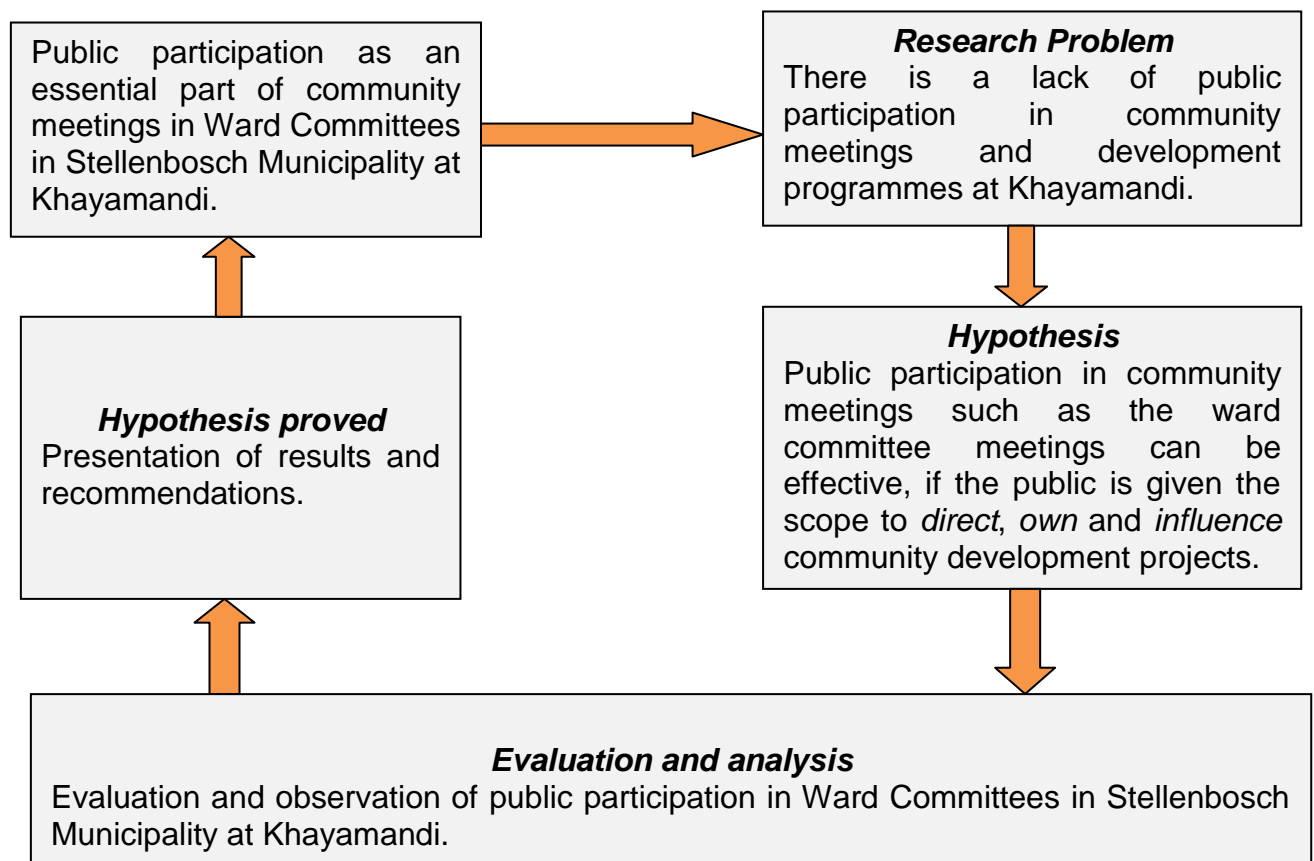
⁶ NGOs and NPOs are not part of this evaluation, since the focus of the study is on the Khayamandi community in relation to Stellenbosch Municipality.

1.4.3 Research Hypothesis

In ICBD the public participate in the development meetings of its community and thereby give notice of its ownership of whatever development project is at hand. The hypothesis for this study is that **public participation in public meetings such as ward committee meetings can be effective, if the public is given the space and scope to *influence, direct and own* decision-making processes and community-based development.**

Public participation affords all stakeholders (who have variety of needs and priorities) an opportunity to negotiate, learn from each other and, where possible, reach a compromise in respect of their diverse viewpoints on, and needs for, community development. Public participation promotes the ideals of good governance.

Below is a diagrammatic representation of what this study will attempt to do:



(Adapted from: Bless and Higson-Smith 1999:13)

1.5 RESEARCH PROCEDURE

Research procedure is one of the most important aspects of any empirical study. This section will outline a road map of this study. The areas to be discussed in this section will be the following: (1) research design, (2) research methodology and (3) data-collection tools.

1.5.1 Research Design

The former President of the Republic of South Africa, Thabo Mbeki, stated in his 2006 State of the Nation address that “integration of planning and implementation across the government spheres is therefore one of the prime areas of focus in our programme for the next term of local government” (Mbeki 2006). Service delivery is the reason for the existence of the local government level in the three spheres of government in South Africa. The current State President of the Republic of South, Jacob Zuma, stated in his 2009 State of the Nation address that, “to ensure that all three spheres – local, provincial and national – improve service delivery, we will speed up the establishment of a single Public Service, which will put people first in service delivery” (Zuma 2009).

Subsequent to this State of the Nation address, Ms Helen Zille, the Premier of the Western Cape and the leader of the Democratic Alliance, said in an interview that the concept of “a single Public Service” defies local democracy and deprives the “abled” local municipalities and provincial governments of the opportunity to excel in service delivery. It appears that this comment comes against the background that the Democratic Alliance would like to outperform all other areas that are governed by the African National Congress.

Van Donk *et al.* (2008) use the term “service delivery” and “basic services” interchangeably. Therefore Pieterse *et al.* (2008:3) argue that municipalities remain the primary bodies responsible for many of the basic services. The determination and delivery of basic services by local government occurs via ward committees. Hence the utilisation of ward committee and/or public meetings as a strategy for

participatory democracy in Stellenbosch Municipality is precisely one of the ways for improving service delivery.

Among the many research designs proposed by Mouton (2006), Welman *et al.* (2007), Babbie and Mouton (2008) and Neuman (2003), an evaluation research design (*experimental and quasi-experimental outcomes studies*) best meets the purposes of this study. This design aims at answering the question of whether an intervention, a programme or a strategy has been successful or effective. According to Mouton (2006:160), the main aim of any outcome and product evaluation study is to establish whether the intended – but also other unintended – outcomes of the programme or strategy have materialised. The impact or outcomes of the programme or strategy could either be short term, medium term or long term.

Against the above background, the research design of this study entails the following combined approaches:

- A study of the literature on the subject of public participation, moving from international trends to local trends.
- Participatory observation (Welman and Kruger 2001:184) requires the researcher to take part in the daily experiences of the community involved in a process that is being studied (see Annexure 1). The researcher could not be in Khayamandi on a daily basis, but was able to interact with people during occasional visits, attendance at ward committee meetings and informal conversations about public participation in ward committee meetings.
- The researcher has developed a questionnaire on public participation (see Annexure 2). The researcher has chosen to use semi-structured interviews because, according to Brynard and Hanekom (1997:32), semi-structured interviews create an opportunity for the researcher to gain clarity as well as to ask follow-up questions based on the answers received from the respondents.
- The researcher made use of focus group interviews which involved political, community and religious leaders in Khayamandi (see Annexure 3).
- The researcher made use of another questionnaire with a rating scale when conducting a small-scale survey among community members to determine

whether or not they feel that the public participates in the development of Khayamandi (see Annexure 4).

The intention of the research was to follow the approach outlined above in investigating the effectiveness of public meetings as a participatory strategy.

1.5.2 Research Methodology

For the purpose of this study both the interviews and rating-scale questionnaires will follow a probability sampling route as advocated by Welman, Kruger and Mitchell (2007:56). Both the textual and numerical data will be analysed. Therefore this study will be conducted within the qualitative paradigm. The qualitative research paradigm as highlighted by Mouton (2006:194) is characterised by the following:

- People are studied in terms of their own definitions of the world;
- The focus is on the subjective experiences of individuals; and
- Qualitative research is sensitive to the contexts in which people interact with each other.

The researcher accepts that there is no method that does not have limitations. In the light of this, although this study adopts an empirical line of research, it will also incorporate many other relevant research methods for control purposes. According to Mouton (2006:160), an “evaluation” of public participation in public meetings is outcome evaluation research. Outcome evaluation research is a hybrid research method in which there are elements of qualitative research, for example, a focus group, personal interviews (semi-structured and flexible) and also elements of quantitative research, for example, rating-scale questionnaires (non-flexible).

1.5.3 Data-Collection Instruments

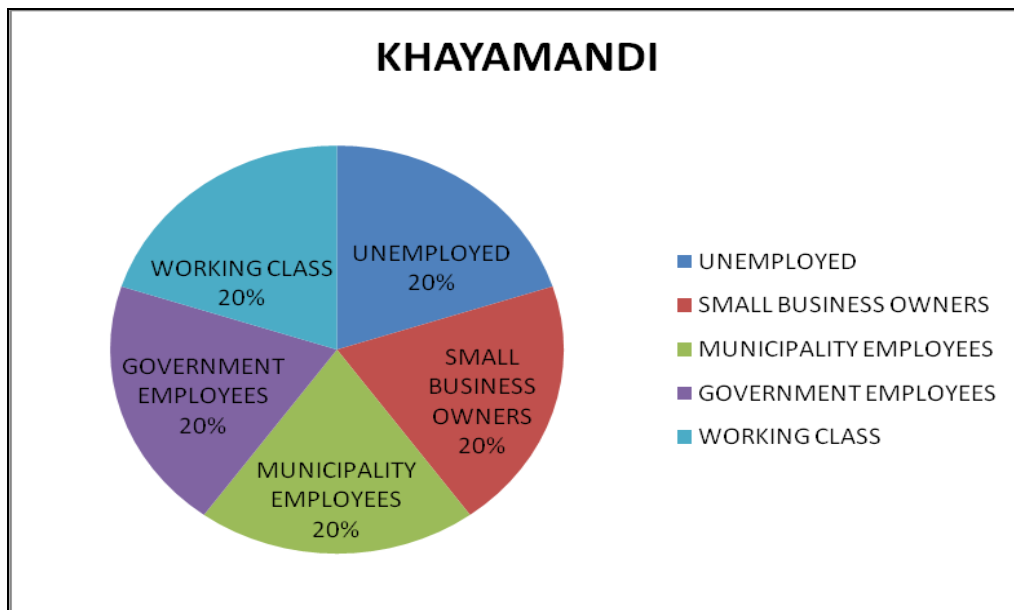
In this part of the study data will be collected using both primary data-collection instruments such as personal interviews, focused groups, survey questionnaires and meeting observation, as well as secondary data-collection instruments such as

written material (books, journals, news papers, legislation) and minutes of the ward committees in the three wards at Khayamandi.

1.5.3.1 Primary Data-Collection Instruments

The researcher will use a rating-scale questionnaire (rating from 1-5) to establish whether the input given by community members in a meeting is taken seriously by the relevant departments at Stellenbosch Municipality. The sample that will be used for this instrument consists of 30 residents from each ward. These residents will be chosen in such a way that a spread of all educational and socio-economic levels could be represented: 20% of the total number of residents selected will be unemployed; 20% of the total number of residents selected will be entrepreneurs (particularly in the small-business category); 20% of the total number of residents selected will be from the working class; 20% of the total number of residents selected will be the Stellenbosch Municipality employees who are responsible for development of the community (ward councillors, community development workers (CDWs) and a representative of the Strategic Services Department who is responsible for councillor support); 20% of the total number of residents selected will be from other government service providers e.g. the South African Police Service (SAPS), the municipal clinic, social services and welfare. At least 35% of the total number of residents selected will be females; 10% of the total number of residents selected will be residents with physical disabilities. Geographical areas as well as the levels of development will be considered when identifying the residents who will be completing the questionnaire.

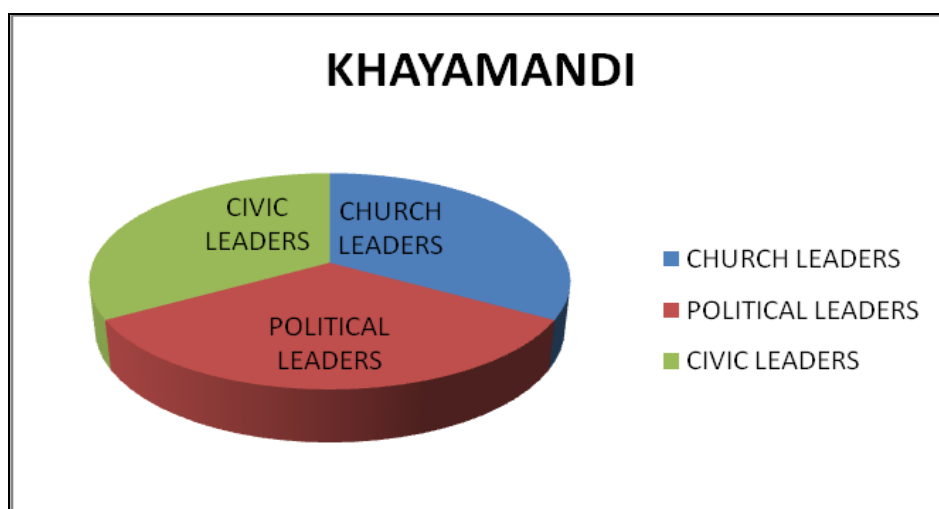
Figure 1.2: Rating-Scale Survey (Questionnaires)



Source: By Author 2010

The researcher intends to conduct focus group interviews with the community leaders. These focus group interviews will have a minimum of ten (10) and a maximum of twenty (20) members. The researcher will try to be as inclusive as possible when identifying the leaders who will take part in these focus group interviews. These focus groups will be made up of political leaders, civic organisation leaders and religious leaders. The selection will be spread over the three current wards of Khayamandi.

Figure 1.3: Focus Group Interview

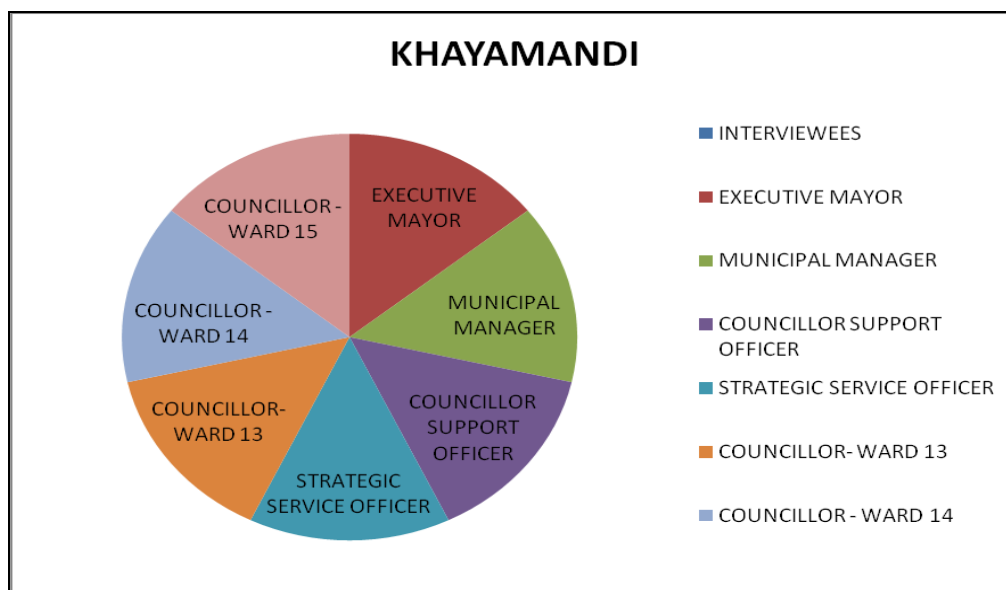


Source: By Author 2010

The researcher intends conducting personal interviews. The primary aim of these personal interviews is to ascertain whether the local municipality is satisfied with the progress it is making in bringing development to Khayamandi. A secondary aim is to consider obstacles or challenges that derail or delay integrated community-based development in Khayamandi. The respondents selected for the personal interviews will be:

- Strategic Services Department representatives responsible for development;
- Councillor support officers in both the Mayor's office and the Strategic Services Department;
- The Municipal Manager, Mr Ian Kenned, who is a custodian of the IDP and community structures; and
- The Executive Mayor of Stellenbosch, Alderman Patrick Swartz.

Figure 1.4: Personal Interviews



Source: By Author, 2010

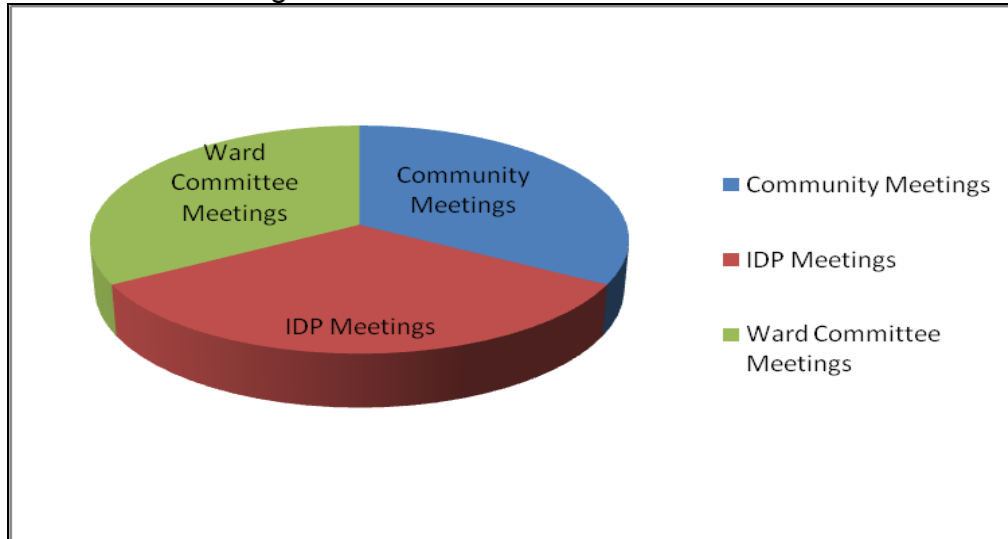
The researcher will also use participatory observation techniques for gathering information. The researcher has already been given permission by the respective Ward Councillors whose work area is Khayamandi to observe their meetings. The researcher will observe the following meetings:

- IDP public meetings;

- Ward committee meetings [ward forum meetings];
- Public meetings.

For all these observations, the researcher will have observer status.

Figure 1.5: Researcher's Observation



Source: By Author 2010

1.5.3.2 Secondary Data-Collection Instruments

The researcher will compile a review of the current literature on the subject of strategies for participatory democracy with special emphasis on public meetings. The researcher will collect copies of the existing minutes of the various ward committee meetings in Khayamandi. The intention of the researcher is to analyse the minutes of each ward committee in Khayamandi in order to establish the following:

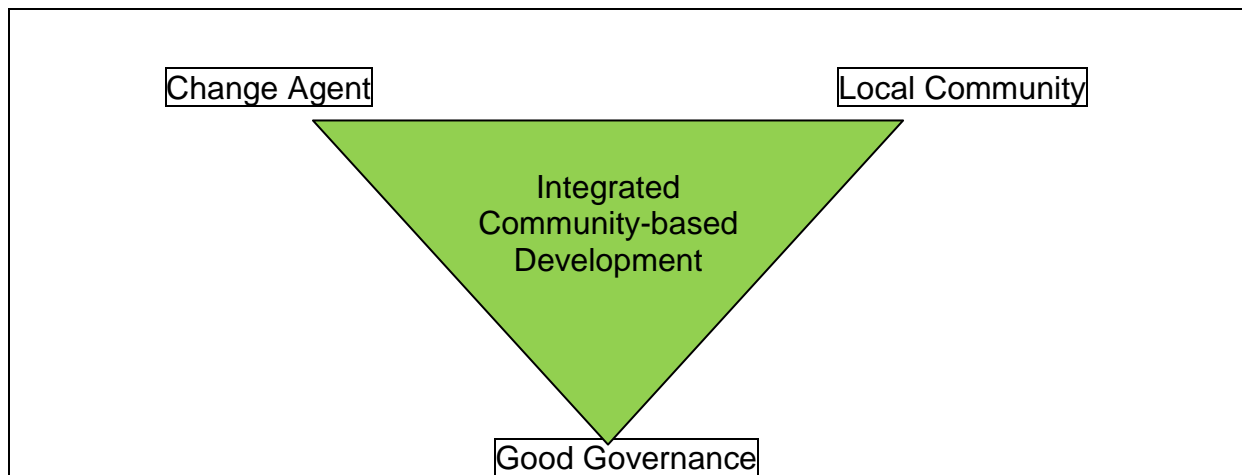
- What dominates the agenda of these ward committee meetings?
- Is there a structure or mechanism in place for monitoring the implementation of decisions taken by these ward committees?
- What is the level of participation by the public in these ward committee meetings?
- What conclusions may be drawn on the public's participation in its own development?

1.6 RESEARCH OBJECTIVES

According to Theron (2008a:45), change agents and project beneficiaries learn from each other and function as equal partners. Officials often argued that many developers knew more about the issues prevalent in the community they were about to develop than did members of the local community. Therefore in this study the following objectives are crucial:

- ❖ To establish whether the local community as a beneficiary and owner of the development is afforded equal status with the change agent;
- ❖ To establish whether public meetings allow members of the public to participate actively in public meetings;
- ❖ To establish whether or not the chairpersons of each of the ward committees support the integrated public management model, which consists of activation,⁷ orchestration⁸ and modulation⁹ (Salmon 2002:16, 17).

The research objectives stated above are measurable and achievable. Some of them can be achieved within a very short period, while others need more time for implementation. The researcher intends to base assessments of good governance on record-keeping and compiled minutes of ward committees in Khayamandi. ICBD is illustrated by the triangle below:



⁷ Activation skills are required to activate the networks of actors increasingly required to address public problems.

⁸ Orchestration skills such as are required of a symphony conductor – the job of a symphony orchestra conductor is to get a group of skilled musicians to perform a given work in sync and on cue, so that the result is a piece of music rather than a cacophony.

⁹ The new governance approach requires the sensitive modulation of rewards and penalties in order to elicit the cooperative behaviour required from the interdependent players in a complex tool network.

1.7 VALUE OF THE STUDY

Not much has been written about public participation during public meetings, particularly not from the perspective of the Stellenbosch Municipality. Such writing is indeed a *desideratum*. This study will therefore shed some light on public participation in public meetings as a strategy for promoting participatory democracy in local government.

This study will also be of value to the Stellenbosch Municipality and should improve the Municipality's effectiveness and success through ICBD. Since the beginning of the new political era in 1994, Stellenbosch Municipality has set for itself the goal of providing affordable, efficient and effective service to the many South Africans who live within its boundaries. Since the present Stellenbosch Municipality has the ability, capacity and financial resources to provide its residents with services of the highest quality, this study intends to revive that original goal and encourage the Stellenbosch Municipality to return to its basic objectives.

1.8 CLARIFICATION OF CONCEPTS

The concepts to be clarified below have been used by various authors, and in this study the meanings given by the sources quoted will be adopted.

1.8.1 Capacity-building

The White Paper on the RDP (1994) defines capacity-building as a mechanism that is essential for the effective participation of civil society in RDP implementation. Morss and Gow (1985:135) define capacity building as having the following features:

- The ability to anticipate and influence change;
- The making of informed decisions;
- Attracting and utilising resources; and
- Managing the resources to achieve the stated objectives.

There are two observations that can be made regarding the definition given in the White Paper on RDP (1994).

- It is in the best interest of government and local authorities to ensure that the public is an integral part of the implementation stages of a development.
- The exposure of the public to outside expertise through training programmes so that people will be enabled to engage effectively with authorities or decision-makers is important.

Davids (2005:25) states that public participation requires that people have the capacity to participate effectively. Buccus and Hicks (2008:534), in summarising the ideas of Cornwall (2004), Logolink (2002) and Gaventa (2003) on capacity-building, state that issues raised by civil society groups in their discussion forums support the thinking on community capacity-building (White Paper on Local Government, 1998). This concept is further discussed and developed by Newman *et al.* (2004:205).

1.8.2 Public Meetings

According to Swanepoel and De Beer (2006:124), a meeting is a communication exercise where negotiation (process) and conflict resolution (goal) take place regularly, where group dynamics and group psychology (basic ingredients) play a determining role, and where problem-solving is done. A well-conducted meeting should be based on some or all of the components mentioned above (conflict resolution, negotiation, group dynamics and group psychology). Swanepoel and De Beer (1996:76) argue that, as far as local government is concerned, a meeting forms a cycle with three phases.

- Preparatory Phase – the secretary of the meeting is very much involved in this phase, but other members are also involved to a certain degree in some preparation.
- Meeting Phase – this establishes whether the secretary and other members have prepared adequately for the meeting. The result of adequate preparation is the smooth running of a meeting and its productivity.

- Follow-up Phase – decisions taken during the meeting must be put into effect. Swanepoel and De Beer (1996:80) have further identified the checklists for a meeting, which will be discussed later in this study.

For a successful, empowering public participation meeting, the three-cycle phase is important and should be implemented.

1.8.3 Good Governance

The definition in this section will set the tone for the discussion of the concept of good governance in Chapter 2, sections 2.2 and 2.2.1. Good governance is one of the key pillars of public participation. According to Heywood (2002:6), the concept of governance is broader than the term “government”. It refers to the various ways through which social life is coordinated. GGLN (2008) defines good governance as a process through which public institutions conduct public affairs, manage public resources and guarantee the realisation of human rights. This definition concurs with the World Bank’s (1989) definition on governance, where good governance is epitomised by predictable, open and enlightened policy-making, a bureaucracy imbued with a professional ethos and acting to further the public good, the rule of law, transparent process and a strong civil society participating in public affairs. The Organisation for Economic Co-operation and Development (OECD) (2001) highlights the following 8 major characteristics of good governance: participation, transparency, effectiveness and efficiency, responsiveness, accountability, consensus-oriented, equity and inclusiveness, and the rule of law. Heywood (2002:6) further states that some people associate governance with a shift away from command and control mechanisms to a reliance on public participation and bargaining.

1.8.4 Public Participation

The Constitution (Act 108 of 1996) of South Africa enshrines the right of citizens to participate in governance and government processes. Theron (2008b:8) defines public participation as dismantling the top-down, prescriptive and often arrogant knowledge transference and communication styles that tend to be imposed on

communities by “outsiders”. Swanepoel and De Beer (1998:20) concur; they argue that public participation is always connected to the actions of communities, groups or individuals related to the development, improvement or change of an existing situation. Davids (2005:18) adds another dimension to the concept when he says that public participation in local government takes place in terms of two main objectives, namely the upholding of principles and systems of participatory democracy, and ensuring the government’s legitimacy at community levels through public participation and the local government’s development mandate to alleviate poverty through service delivery.

A new dimension of the concept of public participation is presented by Burkey’s (2002:56) definition, which states that public participation is an essential part of human growth through the development of self-confidence, pride, initiative, creativity, responsibility, and co-operation. Burkey also argues that public participation is a basic human right and that respect for human rights is essential for the realignment of political power in favour of disadvantaged groups and for general social and economic development.

1.8.5 Participatory Democracy

Participatory democracy is sometimes called public participation. According to Im (2001:233), various terms have been used to describe this system of governance, such as clientele participation, public participation, maximum feasible participation, neighbourhood democracy and urban decentralisation. The new public participation system can be defined as “A system which lets as many concerned citizens as possible participate in the formation and execution of policy” by all the stakeholders (legislators, executives and judiciary) (Im 2001:234). Reddy (1996:5) argues that full individual participation boils down to popular participation, where the public is invited and expected to express its wishes and views on issues of governance. The minority should also be given an opportunity to express its views and wishes. However, when the decision is made, the minority must accept and respect the majority decision and be supportive in its implementation. This mutual acceptance of

divergent points of view will lead a country towards establishing a mature and democratic system. This takes place at the following levels:

- Level 1 – Participation in policy-making structures;
- Level 2 – Participation in advisory committees;
- Level 3 – Participation as employees in relevant occupations; and
- Level 4 – Participation as community residents who form their own organisation and join hands with change agents (community developers).

Public participation is a vehicle that the public can use to *influence*, *direct* and *own* policy-making decision processes and community-based development. If the public is granted this opportunity, then participation empowers its recipients.

1.8.6 Change Agent (Community Developer)

Theron (2008:135) points out that change agents in community development are variously referred to as community development workers, community development facilitators, group organisers or group animators. Burkey (2002:75-87) concurs with Monaheng (2008:131-135) in preferring the term “change agents”. Burkey (2002:75-87) states that change agents should be careful in what they do, because the poor can easily suspect them of having their own agenda for enriching themselves rather than implementing an agenda of improving the living standards of the poor. Chambers (2003:228) uses the terms development practitioners, development professionals and frontier movers in referring to the people participating in community development. When the public assumes its role as change agent, it will engage in authentic empowering participation for the development of its community.

1.8.7 Ward Committee

Ward committees are a legal requirement in terms of the Municipal Structures Act of 1998. According to Davids (2005:78), a ward committee is an elected body which aims to deepen democracy, uphold transparency and accountability remain community-based, and act as a link between the community and the municipality. The Municipal Structures Act (1998, section 72(3)) states that the object of a ward

committee is to enhance participatory democracy in local government. Meyer and Theron (2000:106) view the basic thrust of the ward committee as being a mechanism that allows ward issues to be taken into consideration by the local authority via the Ward Councillor. A thread of transparency and accountability must run through ward committee members to the residents of their ward and to the local authority, while the same thread should be seen running through the Ward Councillor to the ward committee and the local authority. This is the only official committee that represents the public in local government affairs. This is the public participation vehicle in the local government.

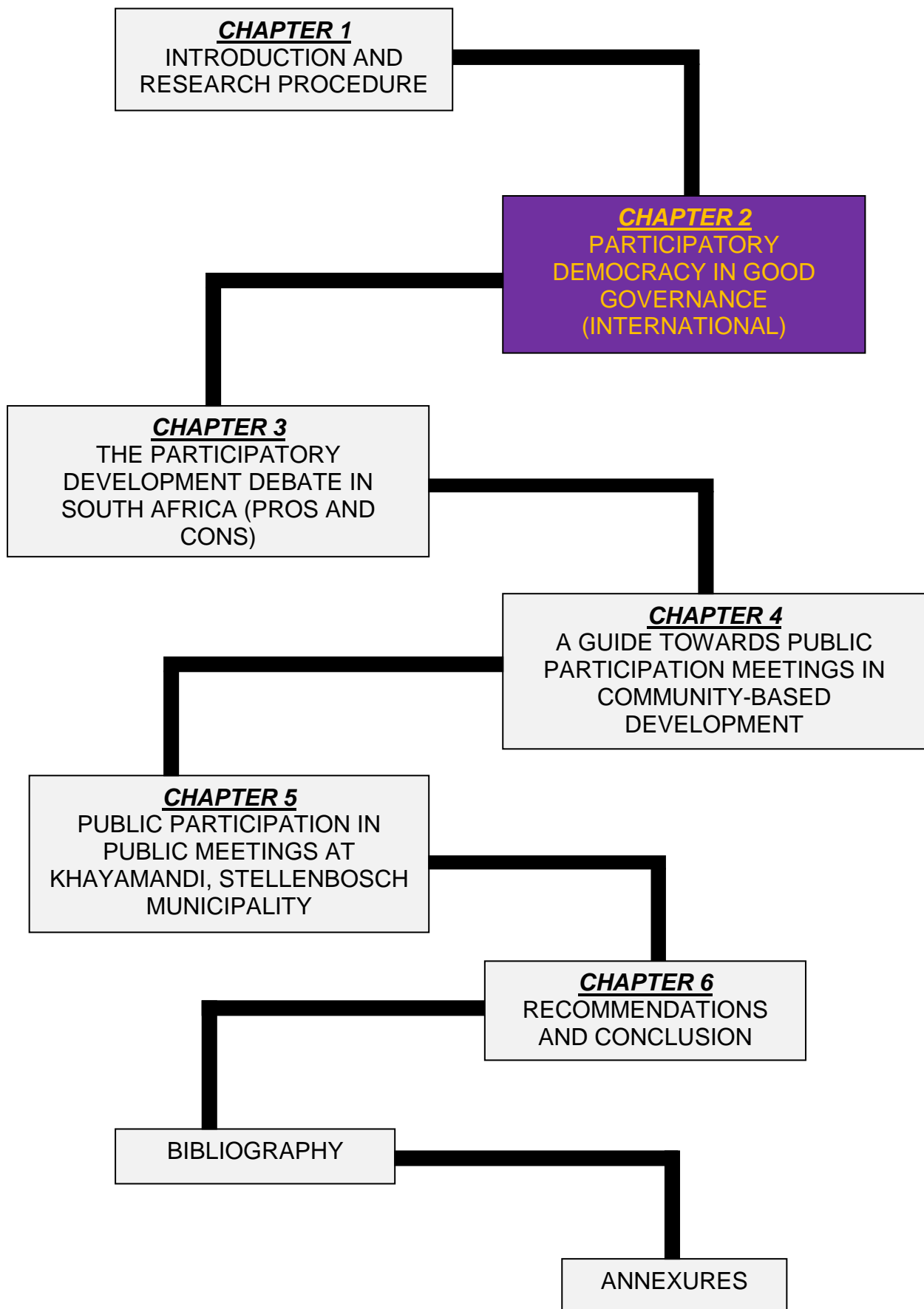
1.9 SUMMARY

In this chapter the researcher has looked at why the topic under discussion would be relevant and crucial to investigate. What has now become a normal phenomenon in many South African communities – i.e. service delivery protests, picketing, etc. – has been identified as stemming from a lack of public participation in local government affairs. Khayamandi community has been made the focus of this study because of its close proximity to the researcher's base. The fact is that Khayamandi, just like any other community in South Africa, is affected by the phenomena mentioned above in spite of the South African Constitution (1996) and other relevant pieces of legislation advocating for proper and empowering public participation.

Some communities have challenged the local municipalities for not adhering to the public participation provisions enshrined in the Constitution. The judiciary recognises public participation as a pillar of democracy, and some bills have been referred back to the legislators with the recommendation that wider public participation should be obtained. Public participation in public meetings proves to be a very important strategy in ICBD. The Khayamandi community, as discussed above, gives the researcher a platform to evaluate and assess whether public participation in public meetings is effectiveness, efficient and empowering. The assertion of the researcher is that when the public is given scope to participate in its own affairs, it becomes empowered to *influence, direct and own* its own development.

Stellenbosch Municipality is struggling to establish the 4th Ward at Khayamandi as a result of socio-political factors. The question then is: how were the other three wards established, because similar socio-political conditions have always been part of this community? However, the purpose of this study is not to find solutions to the problems of municipal ward demarcation, but to investigate public participation in the existing structures. For the purpose of this study Wards 13, 14 and 15 will be the main focus for observation, interviews and focus group interviews. This chapter sets a stage for the following chapter which deals with participatory democracy and good governance. Some of the challenges highlighted in this chapter can be resolved if empowering public participation processes are followed.

It is the intention of the researcher to compare the findings of each chapter with the hypothesis stated in Chapter 1 that **public participation in public meetings such as ward committee meetings can be effective, if the public is given the space and scope to *influence, direct and own* decision-making processes and community-based development.**



CHAPTER 2:	PARTICIPATORY DEMOCRACY IN GOOD GOVERNANCE (INTERNATIONAL TRENDS)
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2.1 INTRODUCTION

Bratton and Van de Walle (1997:27) argue that states and governments are not isolated entities; instead they coexist and operate within an internationally recognised system that both undergirds them and exposes them to change – like IAP2 in this case. It must also be said that an explanation of our domestic political situation requires reference to influences emanating from external sources.

Before attempting to understand participatory democracy, one must first take cognisance of the nature of good governance. Good governance has become a major issue in the world; it is what all developing countries ought to be striving for. It has been a major issue in the United Nations, the African Union, Southern African Development Community and the New Economic Partnership for Africa's Development. Countries such as Zimbabwe and others on the continent provide a clear demonstration that governance can deteriorate to such an extent that a dictatorship can become established. Electorates are often mere pawns in the hands of politicians who want to set up self-serving kingdoms or governments. In such countries there is no participatory democracy.

The United Nations has formulated eight major characteristics of good governance as a foundation for participatory democracy. However, it would appear that the goal of good governance faces many challenges as previously stated (OECD, 2001).

Adedeji (1999:48) argues that one problem common to all African countries, irrespective of their colonial legacy, is the leadership's lack of commitment to democratic principles. A number of governments in Africa are led by the military, while one-party states have affected the development of democracy in many African countries; our neighbouring country Zimbabwe is a good example. It would appear that South Africa under the ANC, which happened to be the majority party with a two-thirds majority in Parliament in 2004 to

May 2009, could also have gone down the same road that some African countries have taken and which seems to have weakened democracy and resulted in unsatisfactory governance. The 2009 national elections gave the ANC a convincing lead, but the results fell short of the two-thirds majority, which would have allowed them to change the Constitution in order to advance their political agenda.

Bratton and Van de Walle (1997:77-82) argue that the institutional hallmark of politics in the former regimes of postcolonial Africa was neopatrimonialism. This neopatrimonialism involved two principles: “presidentialism”¹⁰ and “clientelism”.¹¹

Heywood (2002:71-75) concurs with Bratton and Van de Walle (1997:77-82) that there are five dominant modes of government in Africa. These are:

- The plebiscitary one-party system which allows limited competition, but encourages a high degree of political participation;
- The military oligarchy, where elections are suspended entirely and all decisions are made by a small elite behind closed doors;
- The competitive one-party system, where electorates have limited choices between candidates within a single party;
- The settler oligarchy, which resembles the bureaucratic authoritarian regimes constructed by Europeans in parts of the colonial world; and
- The multiparty system, which has high levels of both participation and competition.

According to Von Lieres (2007: 69), South Africa is seen by many as a beacon for democratic change, even though instability has arisen because of the questionable arms deal and other issues, such as the forced resignation of the former State President, T.M. Mbeki.

¹⁰ This implies the systemic concentration of political power in the hands of one individual, who resists delegating all but the most trivial decision-making tasks.

¹¹ In systematic clientelism all strongmen rely on the awarding of personal favours, which can be public sector jobs, licences, contracts or projects.

2.2 PARTICIPATORY DEMOCRACY IN GOOD GOVERNANCE – INTERNATIONAL TRENDS

Countries and cities like South Africa, Brazil, Kerala and Porto Alegre seem to reveal similarities as well as differences in their understanding of the concept and in their application of participatory democracy. All other countries except South Africa have a well developed and mature political system that entrenches participatory democracy. South Africa advocates for a top-down democratic decentralisation, while Brazil, Kerala and Porto Alegre advocate for a grassroots-level public participation. However, Christiana (2008:9) argues that in the international community there is a democratic deficit, since the public vote for representatives, who subsequently make decisions on behalf of the public without necessarily allowing the public to participate. This same system operates in various countries with a degree of success, but when evaluated critically it has not been entirely successful. Many countries have expressed concerns about decisions taken by the United Nations because they have lacked empowering participation.

There are some similarities and differences between France and Europe in their understanding of representativity versus participatory democracy. Saurugger (2004:3) points out that the European Union's political system is described as one of multiple governance, in which the numerous actors, public and private, interact in the decision-making processes at the local, national, regional and European levels.

Owusu (1992:371-372) states that the following two critical questions that compare African states with the Western world should be addressed adequately with a view to allowing the broad majority of the population to actively participate in decision-making that will improve their living conditions:

- Can African states at their current levels of socio-economic development and widespread poverty support a viable Western-style multiparty democracy that will also lead to cumulative improvements in living standards for the broad majority of their populations?
- Can African states support financially, emotionally and ideologically the establishment of multiparty democracies that will produce prosperity, freedom and justice for all?

There is an assumption in Owusu's critical questions that the Western style of multiparty democracy provides solid ground for active participation of the public in addressing its own development. Whether that assumption is correct or not will soon be established. In countries where the ruling parties have strong majorities public participation suffers because the needs of the party and not of the public are put first, as is the case in Zimbabwe, Ivory Coast, Kenya and to some degree South Africa. The researcher has observed that where there are coalition governments, public participation seems to be working better, as in the case of Kenya after its last elections and in some local municipalities in South Africa. Owusu (1992:372) argues that Western values, attitudes, and institutions have had a profound effect on national politics in post-colonial Africa, but they have not been strong enough to create a lasting institutional and attitudinal basis for democratic political development.¹² Political problems in Africa can be attributed to a colonial legacy as well as corrupt and autocratic leadership.

It is interesting to note that in Porto Alegre public meetings focus on public scrutiny and control of the municipal government (Aragonès and Sánchez-Pagés 2008:57),¹³ while in Ireland the legislative framework underpinning planning has been found to favour mostly developers. This undermines efforts to build a sense of local empowerment and participatory democracy in communities (Mahon and Cinnéide 2007:94).

Callanan (2005:911) advances the following reasons for involving a wide range of stakeholders in decision-making:

- Declining turnouts at elections – public bodies need to provide other avenues for participation, which may in turn stimulate greater interest in the political process;
- Allowing people to have a say between elections. Democracy must therefore not be seen as merely casting a vote every now and again;
- Acknowledgement that the government does not always “know best”; that stakeholders can contribute their own expertise to the governmental process; that in our increasingly interdependent world past certainties may no longer hold true; that government does not necessarily have all the answers; and that stakeholders may often have expertise on public policy issues to bring to the table;

¹² Owusu (1992:379) argues that any serious attempt to create new viable political and economic institutions that are truly progressive and democratic must involve empowering rural and urban masses.

¹³ Heller (2008:155-159) looks at local democracy and development in comparative perspective. He draws his comparison from a variety of examples, including Porto Alegre in Brazil.

- Creating greater “ownership” of public policy – if stakeholders participate, they will “buy into” the process and can help “deliver” to those they represent.

Von Lieres (2007:70) notes that, while there is much evidence in discourses on public participation and active citizenship that build on traditions of liberal democracy, there is also a growing evidence of a widening gap between legal assurances of public participation and the actual inclusion of poor citizens in democratic processes. This concern does not only affect South Africa or the continent of Africa; it is common knowledge that in many countries people express their frustration in various ways, such as demonstrations, picketing, striking and staging protest marches, and this has brought about a new approach to public participation in South Africa. The goal of public participation should not be forgotten; the state or NGOs must create an enabling environment that will give the public scope to *influence, direct and own* decision-making processes and development. Therefore, the outcome of effective participatory democracy is empowering public participation.

2.3 DEFINITION OF PARTICIPATORY DEMOCRACY

Aragonès and Sánchez-Pagés (2009:56) define participatory democracy as a process of collective decision-making that combines elements from both direct and representative democracy, where citizens have the power to decide on policy proposals and politicians assume the role of policy implementers. Mahon and Cinnéide (2007:93) define participatory democracy as an open, participatory approach that recognises residents as legitimate stakeholders in the management process for their own estates. It is evident that participatory democracy has materialised at the city or municipal level in respect of “participatory budgeting” in South Africa and internationally (Mahon and Cinnéide, 2007:93). Menser (2008:23) defines participatory democracy as that view of politics which calls for the creation and proliferation of practices and institutions that enable individuals and groups to better determine the conditions in which they act and relate to others. Menser presents a fundamental principle which most governments and communities ignore, creating an enabling environment for the public to participate meaningfully in affairs that affect it (Kotze and Kotze, 2008:91). Participatory democracy is determined by the capacity of the participating individuals and forms of association created by the state. Hilmer (2010:43) introduces another idea in his definition of participatory democracy, which he defines as follows: participatory democratic theory envisions the

maximum participation of citizens in their self-governance, especially in sectors of society beyond those that are traditionally understood to be political (for example, the household and workplace). He further argues that participatory democratic practices will inspire a renewed interest in theories of participation. It has been mentioned above that the “practice” he talks about here is what the international community is yearning for and unfortunately at the moment has not yet been achieved. The fact is that when participatory democracy is practised, it will empower the public to be the drivers of development and policy-making processes.

Francis (2008:128) argues that participatory democracy does not become meaningful unless the rights, interests and the participation of civil society (the public) are taken into consideration. Constitutional and legislative provisions for public participation are useless if there is no enabling environment for the implementation of such provisions. Hayden and Flacks (2002) in the Port Huron Statement at 40 point out that in participatory democracy political life would be based on several basic principles such as:

- That politics be seen positively as the art of collectively creating an acceptance pattern of social relations;
- That politics has the function of bringing people out of isolation and into the community, which implies that it is a necessary, though not sufficient, means of finding meaning in personal life;
- That the political order should serve to clarify problems in a way instrumental to achieving their solution; it should provide outlets for the expression of personal grievances and aspirations; opposing views should be organised so as to illuminate choices and facilitate the attainment of goals.

Hayden and Flacks (2002) in the Port Huron statement at 40 puts people first and promotes public participation in participatory democracy. They link politics, decision-making (public participation) and the public realm. Menser (2008:24) emphasises that participatory democracy cuts through ideology, culture, religion and geographic diversity in order to give the public scope for empowering participation. In line with what Hayden and Flacks (2002) and Menser (2008) say, Francis (2008:135) states that in order for participatory democracy to give birth to empowering participation, there must be a shift to a dialogical approach in which individuals, groups and the public are regarded as capable of negotiating with the state and non-governmental organisations, as well as around their rules and regulations. Christiana (2008:7) traces the origin of participatory democracy to

Jean Jacques Rousseau, who argued that authority over a people can be legitimate only if it leaves those it governs as free as they were prior to their submitting to that authority. Taking it a step further, one can conclude that if authority leaves those it governs better off than what they were prior to their submitting to that authority, then empowering public participation has been achieved.

Tapscott (2007:83) traces the theme of participatory democracy in South Africa from the eve of the transition to democracy, when the ANC put together a Reconstruction and Development Programme (RDP) that demonstrated its commitment to grassroots and bottom-up development, which was to be owned and driven by the communities themselves. This theme was confirmed in the 1997 White Paper on Transforming Public Service Delivery, which also introduced the slogan “Batho Pele” (meaning “People First”), and in the 1998 White Paper on Local Government, which used the term that is currently employed by local governments, namely, “developmental local government”. Van Donk *et al.* (2008) concur with Tapscott’s views.

Democratic governance emanates from good governance. Democratic participatory governance, according to Tawfic (2004:14), means that:

- People’s human rights and fundamental freedoms are respected, allowing them to live with dignity;
- People have a say in decisions that affect their lives;
- People can hold decision-makers accountable;
- Comprehensive and fair rules, institutions and practices govern social interactions;
- Women are equal partners with men, and people are free from discrimination based on race, ethnicity, class, gender, or any other attributes;
- The needs of future generations are reflected in current policies;
- Economic and social policies are made responsive to people’s needs and aspirations; and
- Economic and social policies aim at eradicating poverty and expanding the choices that all people have in their lives.

If participatory democracy is implemented correctly, it can be the tool that both the government and the public can use to entrench empowering public participation.

Participatory democracy is a form of democracy found in many countries. This form of democracy is adopted because by definition it allows the public to participate in decision-making processes in development and policy formulation. Mahon and Cinnéide (2007) have reflected on a number of examples of participatory democracy:

- Nearly 200 Brazilian municipalities use direct democracy at the local level;
- Participatory systems at state levels have been implemented in the following places:
 - Rio Grande del Sul (Italy); and
 - West Bengal and Kerala (India);
- A participatory system at school level has been implemented in Chicago through the Local School Councils;
- In Portland Mayor Potter introduced what is called Community Connect, which entrenched a system of public participation (De Morris and Leistner, 2009:49).

As stated by Tawfic above, democratic governance emanates from good governance. Therefore, good governance creates an empowering environment for participatory democracy. Good governance and empowering participatory democracy give birth to empowered public participation that leaves its recipients owning, directing and influencing decision-making processes and development.

2.4 SEPARATION OF POWERS IN PARTICIPATORY DEMOCRACY: A SOUND BASIS FOR GOOD GOVERNANCE

This section examines the international context indicating how the separation of powers in participatory democracy has served as a basis for good governance. The doctrine of the separation of powers was introduced in order to counter the threat of absolutism, which leaves the government with unfettered power under the leadership of a politician or ruler who is more or less tyrannical (Heywood, 2002:28). In absolutism we find a government led by a demagogue. One of the measures taken to avoid absolutism was the emergence of republicanism. This political direction is found most fully developed in capitalist first-world countries. The second-world countries under communism fell mainly into the hands of demagogues. The third-world developing countries at present show a mixture of the first-world and second-world approaches to governance. The doctrine of the separation of powers appears to be the only viable solution to the threat of absolutism, which is a

challenge to good governance and participatory democracy. Heywood (2002:431) defines the separation of powers as the principle whereby legislative, executive and judicial powers are separated through the creation of three more or less independent branches of government, namely the legislative branch (which makes the laws), the executive branch (which applies the laws) and the judicial branch (which deals with the administration of justice). The main purpose of the separation of powers is twofold:

- To fragment governmental power in a way that ensures the political liberty of the people being governed, and brings about fair and equitable governance in participatory democracy;
- To avoid the erosion of political liberty and to support good governance by keeping tyranny at bay.

The separation of powers implies the maximum independence of the branches of government (no overlap in basic functions) and the introduction of checks and balances that ensure that maximum independence is maintained.

There are three basic systems of democratic governance, or political systems that are practised throughout the world. These systems are the parliamentary system, the presidential system and the constitutional state system. Examples of countries using one of these systems are the United Kingdom (parliamentary system); the United States of America (presidential system) and South Africa (constitutional state).

The parliamentary system links the legislative authority with the executive authority. In this system of governance the constitution is neither written nor codified, but is embodied in customs and traditions. In the presidential system there is a separation of the legislature and the executive. In this system of governance there is a written as well as codified constitution according to which the affairs of the state are managed.

2.5 CHARACTERISTICS OF GOOD GOVERNANCE

For the purpose of this study the concept of good governance will be limited to municipal structures in the local government. The concept of good governance is split into two sub-concepts: the notion of governance and an understanding of good governance.

Governance can be defined as the exercise of economic, political and administrative authority to manage a country's affairs at all levels (UNDP, 1997:9). At the local level of government the public benefits directly from good governance. Good governance includes the competent management of a country's resources and affairs in a manner that is open, transparent, accountable, equitable and responsive to people's needs (AusAID, 2000:3). Good governance allows the public to participate in economic development, political education and in the administration of its local structures with the purpose of becoming change agents in *influencing, directing and owning* development of its area in line with the concept of "a better life for all". Abrahamsen (2000:63) argues that the assumption that economic liberation will lead to the development of an autonomous citizenry is problematic. What makes it problematic is the fact that there is no clear demarcation between civil society and the state, since the boundaries overlap. Tawfic (2004:11) argues that the concept of good governance and good political governance emanate from good political practice.¹⁴ It must also be understood that there is also poor governance, which is characterised by arbitrary policy making, unaccountable bureaucracies, unenforceable or unjust legal systems, the abuse of executive power, a civil society disengaged from public life and widespread corruption (World Bank, 1989).

African leaders have committed themselves to good governance through the creation of the New Economic Partnership for Africa's Development (NEPAD) and the African Peer Review Mechanism. The United Nations has also created programmes, such as the United Nations Millennium Development Goals and Poverty Reduction Strategy Programmes, to support and encourage good governance. Good governance has essential features that underpin democratic systems. Below is a brief discussion of nine (9) essential characteristics of good governance as reflected in the United Nations Development Programme (UNDP) (1997) and discussed in Mapetla and Petlane (2007:2-3). All these programmes deal with development in which local government is the delivery machine for development. For the local government to be effective in delivering these programmes, it needs the public to participate and be equal partners in development.

¹⁴ This same point is highlighted in Chapter 1 under 'Clarification of Concepts'.

2.5.1 Public Participation

Democracy encourages men and women (including the physically challenged) to let their voice be heard in decision-making. Authentic and empowering public participation is always based on the notion of freedom of speech and association. According to UNDP (2003), public participation is based on the following pillars:

- ❖ Public access to information – the government is obliged to give and disseminate information;
- ❖ Public participation in decision-making processes;
- ❖ Access to justice – the procedural rights of the public to information are respected and guaranteed.

Public participation is a strategy that encourages local beneficiaries or local communities to participate in decisions that affect their future. As noted in Chapter 3, Theron (2008a:55-58) argues that participation dismantles the top-down style of doing things adopted by “outsiders”. The IAP2 (2007) highlights seven principles of public participation, which have also been confirmed by the Manila Declaration and the African Charter (Theron 2009a:114):

- ❖ Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process;
- ❖ Public participation includes the promise that the public’s contribution will influence the decision;
- ❖ Public participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers;
- ❖ Public participation seeks out and facilitates the involvement of those potentially affected by, or interested in, a decision;
- ❖ Public participation seeks input from participants on how they should participate;
- ❖ Public participation provides participants with the information they need to participate in a meaningful way;
- ❖ Public participation communicates to participants how their input affected the decision.

The principles mentioned above make public participation possible and guarantee that when these principles are appropriately applied, then the public is empowered to take its rightful position and be a change agent.

2.5.2 Rule of Law

South Africa is a constitutional state and therefore, according to the Constitution (1996) chapter 1 section 2, the Constitution is the supreme law of the Republic; law or conduct inconsistent with it is invalid and the obligations imposed by it must be fulfilled. Human rights laws are crucially important in any state that calls itself democratic and subscribes to the principles of public participation. Codes of conduct, regulations and laws must be fair and must be impartially enforced. Access to information is always critical in good governance. It is evident that the promotion of procedural rights provides an enabling framework through which improved service delivery and accountability can promote institutional changes. All citizens are equal before the law. In South Africa the municipalities that have failed to adhere to the rule of law in governance have ended up falling under administration¹⁵. Where the law is downplayed, the public is often deprived of the opportunity to participate in the affairs of the local government. The constitutional mandate on public participation is then removed from its rightful owners, the public. An example of poor public participation as a result of poor governance and downplaying the law is the Mnquma Municipality in Butterworth¹⁶.

2.5.3 Transparency

A lack of transparency results in unsatisfactory accountability. Lack of responsiveness and good governance is aggravated by inefficiency (OECD, 2001). The free flow of information

¹⁵ Project Consolidate was launched to celebrate the milestone achieved since 1994 regarding service delivery and working together to address the remaining challenges in the Local Government (Project Consolidate, 28 June, 2004). Subsequent to that, the Local Government Turnaround Strategy was then put in place in order to address internal as well as external factors stalling service delivery (Local Government Turnaround Strategy, 3 December 2009). In order for it to achieve its stated aims the following objectives were developed:

- (i) Ensure that municipalities meet basic needs of communities;
- (ii) Build up clean, responsive and accountable *local government*;
- (iii) Improve functionality, performance and professionalism *in municipalities*;
- (iv) Improve national and provincial policy, support and oversight to local government.; and
- (v) Strengthen partnerships *between local government, communities and civil society*.

¹⁶ This municipality is plagued with poor service delivery protests and political tensions. Currently Mnquma Municipality is under the administration of the provincial Local Government.

creates an environment for transparency. Transparency promotes openness in respect of government actions, the decision-making process and the participation process between the public sector and the stakeholders. Corruption is the cause of bad governance and it compromises human security. Public participation will never be effective where there is no transparency. The Promotion of Administrative Justice Act (PAJA), 3 of 2000 was enacted to:

- Promote an efficient administration and good governance; and
- Create a culture of accountability, openness and transparency in the public administration or in the exercise of a public power or the performance of a public function, by giving effect to the right to just administrative action.

Transparency will empower the public to participate actively in community-based development and obtaining relevant information that will assist the public in decision-making processes.

2.5.4 Responsiveness

Reasonable timeframes in good governance are important and they often show the level of responsiveness (UNDP 1997). The institutions involved should allow stakeholders reasonable timeframes (for responsive purposes) for the processes that are to be followed. If the stakeholders are part of a process that has set timeframes, even when targets are not met, everyone will take responsibility. The White Paper on Transforming Public Service Delivery (1997) suggests that the response to a complaint, however trivial, should take full account of the individual's concerns, feelings and response time. Quick responses will give the public confidence in government processes and will also make the public feel empowered and valued.

2.5.5 Consensus Orientation

Good governance will always mediate differing interests to reach a broader consensus on what is in the best interests of the group on matters of policy and procedures. Consensus is a general agreement among the members of a given group or community. It involves collaboration rather than compromise. Consensus decision-making is a process that resolves or mitigates the objections of the minority in order to achieve widely agreed upon

decisions. Consensus can only be achieved if all the stakeholders are afforded an equal opportunity to participate in addressing the issue at hand. Consensus orientation helps the local government officials as change agents to lead the public to empowering public participation processes that will encourage the public to *influence, direct and own* decision-making processes and community-based development.

2.5.6 Equity

Every individual is born free and equal in dignity and rights. As free and equal individuals, both the public and the local government officials should be given equal opportunities to participate in the affairs of local government that affect their freedom, dignity and rights. Everyone is entitled to the same rights and freedom, without exception of any kind as regards sex, race, language, religion, etc. The well-being of individuals is critical. Both men and women should have opportunities for improving and maintaining their well-being. The Batho Pele principles are at the heart of equity because of the following principles: service standards, access to information and courtesy. People should be treated as if they are the only customers or clients on planet earth, so that the “people first” concept can be put into operation and become a reality (Burkey, 2002). The White Paper on Transforming Public Service Delivery (1997) suggests that the objectives of service delivery therefore include welfare, equity and efficiency.

2.5.7 Effectiveness and Efficiency

This characteristic promotes efficient public delivery systems and high-quality public outputs. Effective and efficient processes and institutions produce results that meet needs, while making the best use of resources. Authentic and empowering public participation demands that local government should be effective and efficient in embracing all the stakeholders¹⁷ (Mubangizi and Theron 2011:37). The handbook for Batho Pele principles (2003) states that effectiveness deals with the intended benefit which is felt by the community/individual, while efficiency means that resources are not wasted on one service or client to the detriment of another. It is for this reason that the White Paper on

¹⁷ Change agents should be able to draw a distinction between (i) doing things right (efficiency) and the ideal of (ii) doing the right things (effectiveness) (Mubangizi and Theron 2011:38). In ICBD doing the right things becomes the foundation of empowering public participation which will allow the public to direct, own and influence decision-making processes and community-based developments.

Transforming Public Service Delivery (1997) came into existence. The public is developed to be effective and efficient in empowered public participation.

2.5.8 Accountability

Decision-makers in the public sector, the private sector and civil society organisations are accountable to the public and the relevant institutional stakeholders. Central to the principle of accountability is information sharing and transparency, both of which should be promoted by effective governance structures (Cornwall 2004:119-121). If the public is allowed scope to *influence, direct and own* decisions made for its development and the welfare of the local government, then accountability becomes a shared responsibility. The Promotion of Administrative Justice Act (PAJA), 3 of 2000 advocates the creation of a “culture of accountability” at all government levels. If this culture is adopted by the public, then the concept of *influencing, directing and owning* decision-making processes and community-based development becomes a reality.

2.5.9 Strategic Vision

Leaders and the public have a long-term perspective on good governance and human development, along with a sense of what is needed for sound development. The above characteristics are summed up in the following five principles of good governance (UNDP, 1997): (i) Legitimacy and openness; (ii) Positive direction; (iii) Good performance; (iv) Accountability; and (v) Fairness. Swanepoel and De Beer (2006:93) advocate that an open leadership style creates a platform for open communication which would mean that all members participate in and are responsible for decision-making.

If the characteristics of good governance mentioned above are not contributing positively to the creation of an enabling public participation environment, then participatory democracy is undermined. A winning formula is: participatory democracy + good governance = empowering public participation.

Agere (2000:5) notes that communities should generally feel satisfied with the procedures and processes followed for arriving at solutions to problems. What is interesting here is that communities do not necessarily need to agree on the method used and the

conclusions reached. He further states that good governance is the highest need for sound development and sound management of the nation's affairs. Jeffries *et al.* (2001:13) argue that "a country's socio-economic and political conditions can greatly influence the range of reform policies and their outcomes". A typical example is Zimbabwe, whose political manoeuvring and gerrymandering have undermined reform policies and good governance.

Having discussed nine characteristics of good governance, it should be borne in mind that in many countries there are criticisms of actions taken by the government and that these concerns erode the government's political legitimacy.¹⁸ The National Party (1999) listed what it called the concerns that erode the political legitimacy of the government:

- The inability of the government to carry out its primary functions and responsibilities toward the citizens of the country;
- The inability of the government to deliver on election promises and to bridge the gap between policy formulation and policy implementation;
- The concern of foreign investors over increasing crime levels, rampant corruption and general lawlessness, and uncertainty about the sustainability of macro-economic stability; and
- The status, authority and effectiveness of provincial and local government institutions.

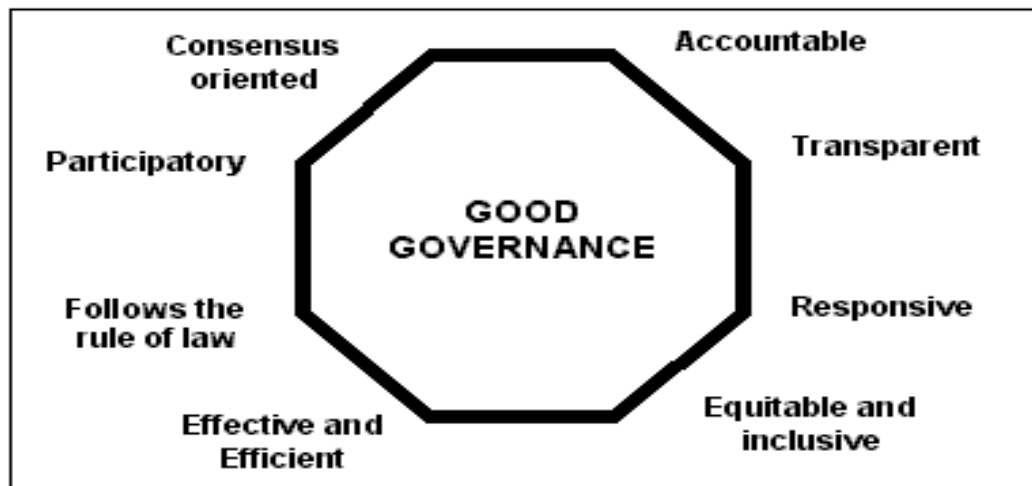
In a nutshell, the NP¹⁹ was crying for empowering public participation where the public will take ownership of government policies, because they were part of the process, and of development because they were afforded an opportunity to *influence, direct and own* it for their benefit.

UNESCAP (2008) concentrated on eight characteristics of good governance, omitting strategic vision. It appears that UNESCAP regards the concept of good governance as a strategic vision; hence it is not mentioned as a separate characteristic of good governance. Figure 2.1 below shows the characteristics of good governance.

¹⁸ This, therefore, does not imply that governments are beyond criticism.

¹⁹ I must add that when the NP was in power it also had a blind spot on these very same issues; however, when it was no longer in power in the national government, it saw them clearly.

Figure 2.1: Characteristics of good governance



Source: UNESCAP 2008

Any progressive state that espouses these principles of good governance creates an enabling environment for its public to participate meaningfully in its affairs (Kotze and Kotze 2008:91). Once the public participates in the affairs of the state and its own affairs, the public will have achieved its goal of *influencing, directing and owning* decision-making processes and community-based development.

2.6 REQUIREMENTS FOR EFFECTIVE GOVERNMENT

Citizens would like to live in a state where the government has an evident concern for the country's people and a commitment to foster a better life for all. Governments are elected by ordinary people in the hope that they themselves and their wishes will be respected, and that those in positions of responsibility will give an account of their actions and allow ordinary people to participate in decision-making processes. For any government to be efficient and effective, it must be aware of the minimum requirements to be met in order for it to be seen as a government of the people by the people and for the people, as reflected in the Freedom Charter of the African National Congress (ANC) (1955).

Below is a brief discussion of some important requirements for an effective government (National Party, 1999):

- Institutional efficiency – there are three questions that the state needs to answer: (i) What must be done? (ii) How must it be done? (iii) How can it be done better in order to address the needs of the public in a rapidly changing society?

The following answers have been suggested:

- Capacity building – matching the state's capacity to the role it must fulfil. This will determine whether or not the government has developed a strong or a weak capacity.
- Securing the economic and social fundamentals – the following five fundamental tasks are crucial for the growth of any government:
 - A foundation of law and property rights;
 - A climate of benign environment policies;
 - Investment in the development of people, in a reliable infrastructure and in basic social services;
 - Protecting the environment for the good of the country and all its people; and
 - Protection of vulnerable people, e.g. pensioners, the unemployed, the homeless, the physically and mentally challenged, women and children, and other disadvantaged groups.

For a government to be declared a good government, it must follow the principles of good governance and also be determined to meet specific requirements set for it by its electorate. It must be borne in mind that representative democracy has its own flaws which could hinder the state from meeting the set requirements. Daemen (2000:54) presents some of the weaknesses possessed by representative democracy:

- Weaknesses of the system – there is no system of political representation that can guarantee that elected politicians reflect the political preferences of the voters;
- Weaknesses of the elected officials – elected officials seem to be unable to bridge the communication gap between them and their voters; and
- Weaknesses of the electorate – voters seem to be unable to perform their political duties, e.g. voting on relevant criteria, participating in public affairs, and participating in their own development.

The winning formula that has emerged in this section of the study is participatory democracy + good governance + responsible electorates (public) + responsible elected officials (politicians) = empowering public participation.

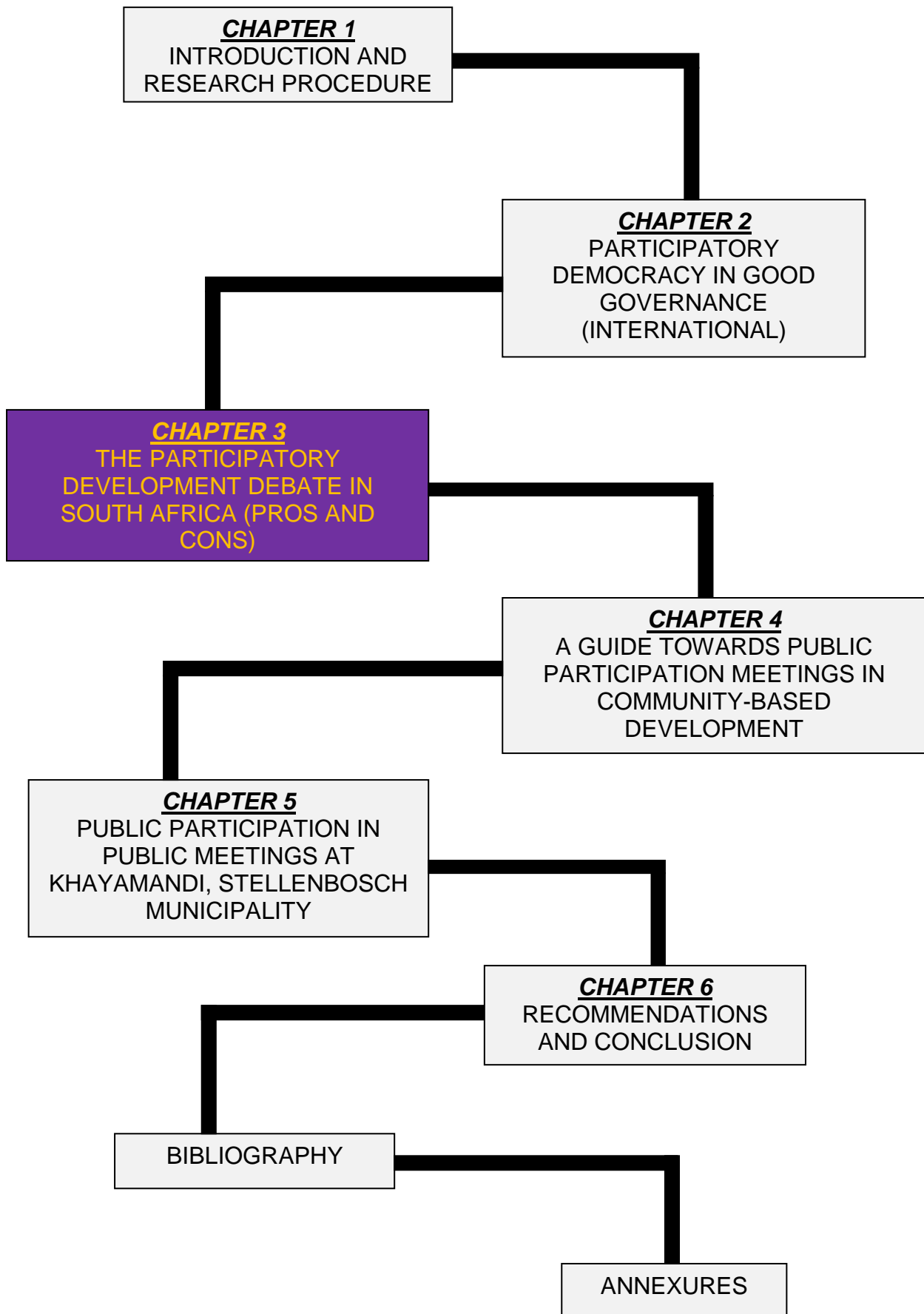
2.7 SUMMARY

Good governance is an essential feature of participatory democracy. This is unfortunately a foreign notion in many African states. Africa is plagued by dictatorships and patriarchies where the leader's voice and decisions are final, regardless of how the public feel. This African phenomenon has entrenched itself in local government structures in South Africa. As a result in the media, on the streets, and in Parliament, there are more complaints about poor service delivery than there is commendation of work well done. The United Nations is making every effort to encourage countries to adhere to the principles of good governance, but in some countries this is not happening and unfortunately the UN plays only an advisory role, as each country is autonomous.

Participatory democracy is the right of every citizen to express his or her views on issues or matters that may affect his or her life, either positively or negatively. Participatory democracy hinges on responsible electorates that will elect responsible and accountable political leaders, who will in turn respect the wishes of the public and endeavour to draw the public to participate in all the affairs of government that have to do with policy-making and development, since these areas affect the public. The challenge that confronts the electorate is that in South Africa, once the elections are over, constituencies hand over their right to political parties which then make decisions on their behalf. Sometimes the voice of the political parties is not necessarily the voice of the people. For example, two bills were passed which, in the opinion of the researcher, may not have represented the voice of the people, (i) recognition of same-sex marriages and (ii) the right of females to abort. Participatory democracy in such cases becomes a theory which does not exist in reality. For participatory democracy to be real, the right of the public to participate in decision-making processes and community-based developments needs to be prioritised. There is a link between participatory democracy, good governance, electorates, elected politicians and empowering public participation. Once this link is broken, the result is an unhappy public that will end up vandalising what the government built for their benefit, as is the case in many communities.

It must be understood, though, that the public does not always get this guaranteed constitutional right because of the anti-participatory processes that the state sometimes follows as a result of the weaknesses of the system of participatory democracy. Perhaps there should be a call for a stronger opposition party that will keep the ruling party on its toes in fulfilling its mandate to the electorate. Currently the margin between the ruling party and opposition parties is too wide. In the municipalities where the balance of power is almost 50/50, constitutional provisions are followed as stipulated. Participatory democracy must be practised correctly and weaknesses eradicated in order for the public to benefit positively and their constitutional rights to be protected. Participatory democracy and good governance will empower the public to *influence, direct and own* decision-making processes and community-based development.

Chapter 2 has dealt with participatory democracy and good governance at all government levels. This discussion has set the stage for Chapter 3 which introduces the debate on participatory development within the South African context. The intention of this debate is to link participatory democracy to an empowering public participation, where scope is given for the public to *influence, direct and own* decision-making processes and community-based development.



CHAPTER 3:	THE PARTICIPATORY DEVELOPMENT DEBATE IN SOUTH AFRICA – PROs AND CONS
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3.1 INTRODUCTION

The inception in 1994 of transitional local government, the Government of National Unity, created a gateway to, and a platform for, the debate on participatory democracy and development in South Africa. The first attempt at a debate on participatory democracy and development was based on the introduction of the Reconstruction and Development Programme (1994) by the ANC-led government. As a result of these debates the government introduced a number of development programmes that could be executed by provincial governments and municipalities, governing bodies that are readily accessible by ordinary citizens. One of the difficulties experienced in the implementation of these programmes was the tension between the various authorities responsible for setting up and executing them. However, twelve years later the former President, Mr T. Mbeki, in his State of the Nation Address in 2006, was confidently expecting that the various local authorities would work together to ensure the following:

- That every municipality has a realistic IDP;
- That every municipality has a feasible LED Programme;
- That every municipality has adequate and sufficient material and human resources; and
- That every municipality has viable and credible management and operational systems for the implementation of both the IDP and the LED.

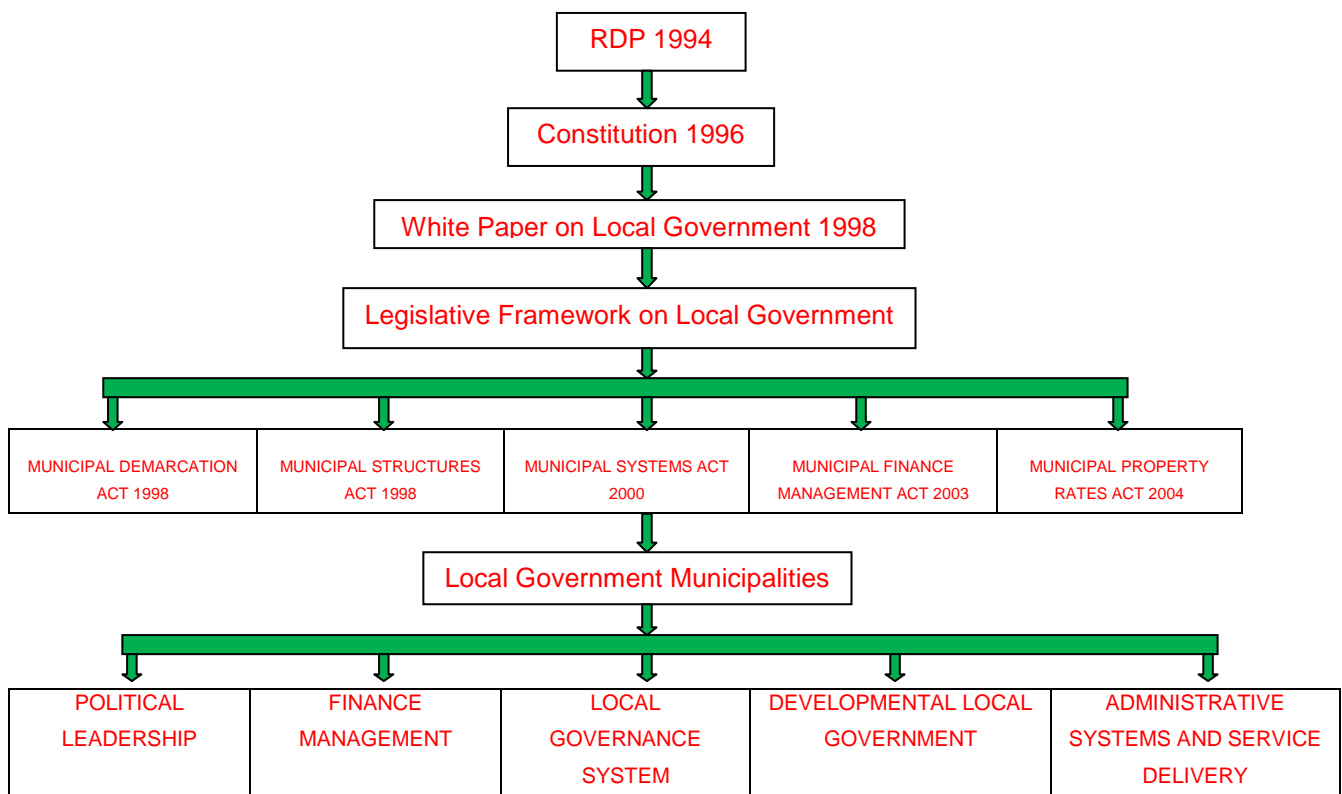
Mr Mbeki also mentioned that integration of planning and implementation of programmes across the various spheres of national and local government is one of the prime areas of focus in the national government's programme for the next term of local government (Mbeki 2006). However, bullets 3 and 4 above indicate that there is a gap between the theoretical framework and the reality in the local municipalities. The issues that Mr Mbeki raised demand that public participation should be the basis on which South African municipalities continue to build on their legacies of good governance, service delivery and

ICBD. No wonder that the former Minister of Provincial and Local Government, Mr S. Mufamadi, said that “Our people have a right to expect improved performance by their community representatives as well as by public servants who are in the employ of municipalities and citizens; they also have an obligation to know the channels which need to be followed in order to institutionalise their relationship with organs of the democratic state” (Mufamadi, 2005). The word “credible” in LED has become a buzzword in the Department of Provincial and Local Government.

3.2 THE REGULATORY FRAMEWORK AND STRATEGIC OPTIONS FOR PARTICIPATION IN SOUTH AFRICA

The diagram below outlines how the Constitutional framework and the legislative framework within the sphere of local government in South Africa are interwoven.

Figure 3.1: Local Government Legislative Framework



Source: Adapted from Department of Provincial and Local Government – Local Government Fact Book 2003/2004

3.3 DEVELOPMENTAL LOCAL GOVERNMENT WITHIN THE SOUTH AFRICAN FRAMEWORK

It must be understood that local government takes on varied forms across time and place. These varied forms are not necessarily informed by a myriad of electoral and committee systems. Factors that contribute to these varied forms are: (1) different pasts, (2) different values, (3) different resources, and (4) different legislation. The White Paper on Local Government (1998) defines developmental local government (DLG) as follows:

Developmental Local Government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (DPLG 1998:38).

DLG is faced not only with continuities and discontinuities of both policy activities and spatial policy in the post-apartheid era – as it was in the apartheid period – but also with the issue of globalisation (Robinson 2008:27-43). The White Paper on Local Government (1998) highlights that DLG seeks to achieve the following key outcomes²⁰:

- Provision of household infrastructure and services – household infrastructure includes services such as water, sanitation, local roads, storm water drainage, refuse collection and electricity;
- Creation of liveable, integrated cities, towns and rural areas – the spatial integration of settlements will enhance economic efficiency, facilitate the provision of affordable services, reduce the costs that households incur through commuting, and enable social development;
- Local economic development - Local government can play an important role in promoting job creation and boosting the local economy;
- Community empowerment and redistribution – empowering public participation that will lead to redistribution of resources to the previously disadvantaged public.

Any local municipality that does not address these outcomes in its dealings has failed to demonstrate its developmental agenda and the importance of its social capital as instruments for driving change.

²⁰ For a comprehensive analysis of DLG, compare Parnell *et al.* (2002) and Van Donk *et al.* (2008).

Meyer (1998:7) points out that local government has a threefold character which each municipality should demonstrate:

- It is a local area and a local community which is formed and kept together by common interests, whether rural, urban or regional;
- Participation by a local community in the government of its local affairs, which is also referred to as grassroots democracy;
- A local political unit endowed with executive and legislative powers of government as the third sphere of government, and with powers of taxation to control, regulate and develop local affairs and to tender local services in a system of co-operative government.

The establishment of the final phase of local government took place after 2000; however, it remained a challenge for most municipalities (except those that are well resourced) to come to terms with their developmental mandates such as community, social and economic development through participatory democracy and within a sustainable development paradigm (Pieterse and van Donk, 2008:53). The Constitution (Act 108 of 1996) states that municipalities should strive to achieve the following objectives within their financial and administrative capacity:

- To provide democratic and accountable government for local communities;
- To ensure the provision of services to communities in a sustainable manner;
- To promote social and economic development;
- To promote a safe and healthy environment; and
- To encourage the *participation* of communities and community organisations in the affairs of local government.

Meyer (1998:9) concurs with these points.

The White Paper on Local Government (1998) sets out the following four interrelated characteristics on DLG:

- Maximising social development and economic growth – the powers and functions of local government should be exercised in a way that has a maximum impact on the social development of communities – in particular meeting the basic needs of the poor – and on the growth of the local economy;

- Integrating and coordinating – DLG must provide a vision and leadership for all those who have a role to play in achieving local prosperity, while poor coordination between service providers could severely undermine the development effort;
- Democratising development – municipal councils play a central role in promoting local democracy;
- Leading and learning – extremely rapid changes at the global, regional, national and local levels are forcing local communities to rethink the way they are organised and governed.

Local municipalities who adhere to these interrelated characteristics on DLG have empowered their publics to such an extent that the public itself was given the scope to *influence, direct and own* decision-making processes and community-based development. Local municipalities, in working together with the public, should always bear in mind that the public has voted all the municipal political officials into office; that it is a participant in the policy process; and that it is a consumer and service user and a partner in service mobilisation.

Each local municipality is expected to develop an IDP strategy and clear objectives, which would include but not be limited to action plans, budgets and performance management systems. Municipalities that adhere to the constitutional provisions have proved to be viable financially and have demonstrated a culture of good governance in dealing with municipal affairs (See Project Consolidate and Project Turnaround Strategy).

3.3.1 Public Participation within the Local Government Framework

The Constitution (Act 108 of 1996) of South Africa enshrines the right of citizens to participate in governance and government processes. Chapter 7 of the Constitution deals with local government, while Section 152 (1) (e) in particular places the emphasis on the need for local government to encourage the participation of communities and community organisations in matters of local government. The same sentiments are expressed in Section 195 (1)(e) of the Constitution, which states that “people’s needs must be responded to, and the community must be encouraged to participate in policy-making processes”. This legislation recognises that a maturing democracy needs the full participation of its citizens at all levels of government. When the public is permitted to exercise its right to *direct* and *influence* community-based development, and then *own* the delivered developments, much is achieved and communities develop trust in, and respect

for, the local government. This concept is also embraced by Theron (2009:113), who says that “the public is enabled to determine and control the allocation of development resources and not merely influence its direction”.

Other legislation in respect of local government has been passed by the South African Parliament. There is, for instance, the Municipal Structures Act of 1998 and the Municipal Systems Act of 2000. In addition, there is the 1998 White Paper on Local Government, which deals with proposals relating to local government. This White Paper states, inter alia, that the objects of public participation are embedded in the following principles:

- That political leaders are accountable to the electorate and obliged to work within their mandate;
- That citizens have an ongoing right to submit input on the work of local politicians;
- That beneficiaries of services are allowed to submit input on the manner in which services are delivered; and
- That organised civil society has the right to enter into partnerships with local government²¹.

The content of the above White Paper (1998) is partially reflected in the Municipal Structures Act of 1998. This Act states that municipal executives must report annually on the participation of communities in the affairs of the municipality. The issue of accountability is crucial, especially in South Africa, where corruption is found in every corner of government offices. In those areas where one party has received an overwhelming majority vote from the electorate, the researcher has observed that service delivery is always slower and levels of corruption are escalating, while the researcher has observed that in areas where coalitions have been formed service delivery seems to occur at a much faster pace and levels of corruption come down because of checks and balances that have been put in place. Sections 72 and 74 of the Municipal Structures Act of 1998 also state that the object of a ward committee (forum) is to enhance participatory democracy in local government. In most municipalities in this country the ward committees are either dysfunctional or not operating at all, and we find poorly managed municipalities and non-existent service delivery (Project Consolidate, 2004:12).

²¹ These principles conform to IAP2's and Manila guidelines.

The Municipal Structures Act of 1998 makes it clear that there are three governance categories under which municipalities in South Africa fall:

- The Mayoral Executive – the Municipal Council elects the Executive Mayor, who in turn appoints the members of an Executive Mayoral Committee;
- The Executive Committee – the Municipal Council elects the members of an executive committee, which in turn elects one of its members as the Mayor; and
- The Plenary Executive – the Municipal Council takes all decisions on matters that come before the municipality; the Council elects the Chairperson, who is called the Mayor.

The Municipality of Stellenbosch, which is the focus of this study, falls into the first category (Mayoral Executive). The presence of multiparty governance in the Stellenbosch Municipality has created a system that ensures some accountability, but the challenge of poor service delivery has resulted from the political instability within the Municipality. Change of political power within a term often raises challenges in the running of the local government affairs and thus compels those who are in government to reinvent the wheel instead of building on what others have done so that they can move forward. This political instability has also impacted negatively on meaningful public participation ventures, especially at Khayamandi.

The Municipal Structures Act of 1998 states categorically, in sections 79 and 80, that for any municipality to operate maximally, it requires the following:

- A Municipal Council;
- A Speaker (Council Chairperson);
- An Executive Committee (where applicable); and
- Committees of the Municipal Council.

It is noticeable that the sentiments expressed in the White Paper on Local Government on allowing members of the community to have an input in local politics are also echoed in the Municipal Systems Act of 2000, where section 4 (2) states that Municipal Councils must encourage participation of the local community and also allow the public to decide the level of participation which will determine the quality, range and impact of services. Section 5 and Chapter 5 of the Municipal Systems Act of 2000 complement section 195(e) of the Constitution (1996), which states that the public must be encouraged to participate

in policy-making processes. In the Municipal Systems Act of 2000 the emphasis is placed on allowing members of the public to exercise their right to contribute to the decision-making processes of the municipality, including the IDP. This question of participation is also emphasised in section 23 of the Municipal Finance Management Act, which states that municipalities must allow local communities to participate in their budgeting processes. The draft budget should be structured in such a way that it can be easily understood by the ordinary members of the public and it must also indicate how their lives will be improved as a result of the proposed budget.

Public participation will help the municipality to clarify development issues in the proposed budget. Daemen (2000:55) mentions the following two main reasons why public participation is important and crucial:

- Representative democracy is by nature abstract and distant. The electorate gives a general signal of support to a person, party or programme. Public participation, therefore, opens new channels for political communication, thus creating opportunities for the expression of public preferences;
- Public participation may contribute to more effective policy-making.

The local government sphere is democracy at the grassroots level and the expectation is that the communities must experience the principle enshrined in the ANC Freedom Charter: "The people shall govern". Theron (2009a:113) echoes what is reflected in the Manila Declaration on People's Participation and Sustainable Development (1989) in highlighting the following four principles of public participation as basic to people-centred development:

- Sovereignty resides with the people, the real actors of positive change;
- The legitimate role of government is to enable the people to set and pursue their own agenda;
- 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; and
- Those who would assist the people with their development must recognise that it is they who are participating in support of the people's agenda, not the reverse.

Since public participation differs from one practitioner to the other and is understood differently by various participatory stakeholders, some typologies/modes have therefore been suggested:

Table 3.1: Typologies and Modes of Public Participation

Typologies	Modes
1. Passive participation – people are told what is going to happen.	1. Anti-participatory mode – public participation is considered a voluntary contribution by the public; however, the public is not expected to take part in shaping the programme/project content and outcomes.
2. Participation in information giving – people give responses through questionnaire or telephone.	2. Manipulation mode – public participation includes involvement in decision-making processes, implementing programmes/ projects, evaluating such programmes/projects and sharing in the benefits.
3. Participation by consultation – the people are consulted by professionals who have already defined the problem and the solution.	3. Incremental mode – public participation is concerned with organised efforts to increase control over resources and regulative institutions in given social situations.
4. Participation for material incentives – people provide resources such as labour in return for food or cash.	4. Authentic public participation – public participation is an active process by which the public influence the direction and execution of a programme/project with a view to enhancing its wellbeing in terms of income, personal growth, self-reliance or other values which the public cherishes.
5. Functional participation – people participate in a group context to meet predetermined objectives.	

6. Interactive participation – people participate in joint analysis, the development of action plans and capacity building. Participation is seen as a right.	
7. Self-mobilisation – people participate by taking initiatives independent of external institutions to change systems.	

Source: Theron 2009a:117

The typologies and modes presented above indicate that public participation is a spectrum or continuum from method to process and from participation as a means to participation as an end product.

3.3.2 Integrated Development Plan (IDP)

In accordance with Chapter 5 of the Local Government Municipal Systems Act of 2000 a municipality must undertake developmentally orientated planning to ensure that it:

- Strives to achieve the objectives of local government as set out in section 152 of the Constitution of the Republic of South Africa;
- Gives effect to its development duties as required by section 153 of the Constitution; and
- Together with other organs of state contribute to the progressive realisation of the fundamental rights contained in sections 24, 25, 27 and 29 of the Constitution.

Pieterse *et al.* (2008:5, 6) state that at a municipal level IDPs are meant to reflect the critical local development needs and prioritise responses. The vision of the ruling party (ANC), in line with the United Nations Millennium Development Goals 2015 target, is captured in the National Spatial Development Perspective and Medium-Term Strategic Framework. In turn, this vision cascades down to the provincial level in the form of the Provincial Spatial Development Framework and Provincial Growth and Developmental Strategies. Finally, the vision reaches grassroots level in the form of the Spatial Development Framework and the IDP. In line with the White Paper on Local Government, Davids (in Theron 2008:35) views an IDP as one of the critical tools for implementing DLG. The apartheid township planning system created disparities among communities and

therefore integration of townships and rural villages should be prioritised. In achieving a complete integration, Davids (2008:35) suggests that integration should be focused on (1) transportation, (2) new housing and (3) commercial development in the intermediate buffer areas that were established to separate people before 1994.

Pieterse *et al.* (2008:7) argue that the need for municipalities to produce rigorous IDPs is informed by credible LED strategies and Spatial Developmental Frameworks. Some municipalities face challenges in managing integrated development because of a lack of resources and infrastructure. It will always be a challenge for poor people to develop themselves without a partnership with funders of their development. An IDP document is meant to define the outcomes of integrated development as well as the way that the local and intergovernmental resources are deployed with the purpose of achieving specific strategic outcomes. IDP is also a vehicle that keeps the civil society organisations and the local state engaged on the quality as much as the contents of its policies. However, the challenge that seems to confront local municipalities is that IDP meetings transmit information to the citizens rather than engaging or seeking inputs from the local communities. This marks the difference between informing/consultation and authentic empowering participation, as explained by Theron (2009a:112-134).

In DLG the conception of the IDP provides a primary site of public participation. This targeted and institutionally mediated civil society participation does not occur commonly, hence the protests about service delivery.

IDP is a principal strategic planning instrument that guides and informs all planning, budgeting, management and decision-making in a local municipality. The IDP process allows the public to actively participate in planning, budgeting, management and decision-making processes. The Municipal Systems Act of 2000 and Theron (2009c:140) identify the following contents of an IDP:

- Situational analysis;
- Vision for long-term development with an emphasis on development and internal transformation needs;
- Council's spatial development framework, which must include the provision of basic guidelines for a land use management system;
- Council's development priorities and objectives, and local economic development aims;

- Council's developmental strategies;
- Council's operational strategy;
- Council's disaster management plans;
- Council's financial plan; and
- Council's key performance indicators and performance targets.

Theron (2009:140) holds that local government should be seen as a corporate entity consisting of a well-integrated administration, structures and functionaries, and a "beneficiary community".

3.4 COMMUNITY DEVELOPMENT WORKERS WITHIN LOCAL GOVERNMENT FRAMEWORK

In 2003 the former President, Mr T. Mbeki, in his state of the nation address introduced the concept of community development workers (CDWs) as a public service echelon of multi-skilled individuals who will maintain direct contact with the people where the masses live (Mbeki 2003). The CDW programme and its implementation is coordinated by all three spheres of government. The Department of Public Service and Administration (DPSA) was tasked with the coordination, inception and incubation of the CDWs. CDWs are employed by the provincial government while the local government provides workplace for the CDWs and creates an enabling environment for the CDWs to perform their duties. A Handbook for Community Development Workers in South Africa (2003:14) defines CDWs as community-based resource persons who collaborate with other community activists to help fellow community members to obtain information and resources from service providers with the aim of learning how to progressively meet their needs, achieve goals, realise their aspirations and maintain their wellbeing. In other words CDWs empower the public to realise its full potential in matters of governance and development.

A Handbook for Community Development Workers in South Africa (2003) states that, when CDWs are assigned to communities, their initiative will result among other things in the following:

- Assisting in the removal of development deadlocks;
- Strengthening the democratic social contract;
- Advocating an organised voice for the poor; and
- Improving the government-community network.

CDWs came into existence because of the national imperatives, which the South African Cabinet endorsed. They come to communities because Ward Committees selected them. A Handbook for Community Development Workers in South Africa (2003) discusses some of these imperatives, a few of which are listed below:

- The need to inculcate participatory governance in line with the Constitution and chapter 4 of the Municipal Systems Amendment Act;
- Pledges made during the Growth and Development Summit;
- The Reconstruction and Development Programme and parallel policies;
- The National Skills and Development Strategy.

The CDWs work with various government departments such as Public Works, Transport, Social Development, Provincial and Local Government, Agricultural and Land Affairs, Health, Water Affairs and Forestry, and Trade and Industry in response to the public's need, empowering participation and community-based development. In addition to having a driver's licence, CDWs should be competent in the following areas:

- Communication and interpersonal skills;
- Cultural sensitivity;
- Adult education skills;
- Programming and development skills;
- Self-motivation, flexibility and ability to work in a team on participatory projects; and
- Computer literacy and research skills.

According to the Handbook for Community Development Workers in South Africa (2003:17), the duties of the CDWs are as follows:

- Disseminate government and other information to community members in a timely and equitable manner;
- Listen and receive feedback and directing this appropriately to providers;
- Supervise work teams of volunteers or community members involved in community projects such as those employed on public works programmes;
- Assist communities in understanding, developing and submitting IDPs to municipalities and other spheres of government or donors;
- Coordinate inter-departmental programmes and encourage improved integration;

- Maintain ongoing liaison and collaboration with various community-based organisations and other cadres of community-based workers;
- Promote the principles of Batho Pele and public participation;
- Alert communities and other service providers to problems and delays in the delivery of basic services;
- Assist in the implementation of government programmes and projects;
- Liaise and advocate on behalf of communities with government, parastatals, NGOs and private sector donors;
- Monitor and evaluate the impact of developmental government projects and programmes on communities and submit a report to the relevant structures of government;
- Assist local communities in dealing with the HIV and AIDS pandemic by intensifying education and awareness on HIV and AIDS-related matters;
- Help government in its efforts to realise the People's Contract of a better life for all.

If all CDWs do their work as indicated above, then they will increase the level of accountability, promote empowering public participation, and establish a link between all spheres of government and partnerships with civil society. CDWs should coordinate and collaborate with other community-based workers and volunteers in the community. The reporting structure of a CDW is a community development manager, then the office of the mayor or municipal manager. CDWs also report to the relevant structure dealing with local government in the provincial government.

Community development is about placing individuals at the centre of the development process and helping them realise their potential (A Handbook for Community Development Workers in South Africa, 2003:12). Therefore, CDWs work with the public in ensuring that the public is empowered, equipped and skilled in matters of decision-making and community-based development. In line with the thinking on change agents, Monaheng (2008:141) lists the following 11 expectations the community has of CDWs as change agents, who must:

- Live in the community in which they work;
- Show respect towards the people, their norms and values;
- Realise that they are dealing with a living entity;
- Acknowledge the accepted leaders;

- Be open about their position and task;
- Get to know the people and their circumstances;
- Deepen their insight into people's needs and resources;
- Begin to identify the action group(s) with whom they will work;
- Promote the notion of partnership between themselves and the action group;
- Be more concerned about the abstract gains achieved by the action group; and
- Act in one or more of the following ways: as an expert, guide, enabler, advocate and catalyst.

CDWs play a very important role in the communities. Their training helps them to empower communities. They are information conduits and empowering facilitators who:

- Work within a supportive framework;
- Have adequate management support;
- Have access to resources;
- Can effectively support the public that works in community-based projects in developing local assets and resources.

CDWs are located within the ward committee structure in a local municipality, since they direct public participation and integration of work of different sectors; these ward committees are accountable to the public. The challenge that one finds in the Handbook for Community Development Workers in South Africa (2003) is that it addresses the ideal situation and yet in practice the story is different. Even though the Handbook is there, it still fails to address the real issues on the ground as a consequence of inadequate infrastructure, incapacitated local government leadership, incapacitated ward committees, lack of education and training, and limited financial resources. However, even after the introduction of CDWs, the quality of public participation and services that are delivered has not improved drastically; hence there was a great need to introduce Project Consolidate and Project Turnaround Strategy in order for the public to reclaim its scope to *influence, direct and own* decision-making processes and community-based development.

3.5 PARTICIPATION STRATEGIES – APPROPRIATE OPTIONS AND OUTCOMES

In any democratic state public participation in the decision-making processes of the government is crucial. Public participation presents itself in various forms. The focus of

this study is public meetings as a participation strategy; however, this participation strategy is not the only one discussed by IAP2. Some of the strategies that form part of the participatory development debate in South Africa will be discussed below.

3.5.1 Public Meetings

Meyer and Theron (2000:40) state that the most widely used public participation strategy is public meetings. While such meetings produce both negative and positive experiences, they can turn into a disaster if the purpose of the meeting and issues of logistics are not clearly spelt out. Common problems that are always associated with poor public meetings are: (1) the chairperson's poor leadership and administrative skills; (2) inadequate notice of, and publicity for, the meeting; (3) the timing of the meeting; and sometimes (4) the nature of the meeting.

A public meeting is defined as a meeting in which the members of a particular community participate in the meeting in order to exchange ideas and submit their own ideas on a particular issue, such as the launch of a new service, or a proposed development plan, and also to make new acquaintances and increase their networking capabilities (Leicestershire Country Council, 2004). Public meetings are run in order to gather information from the community, to listen to the views of local people, and also to give a particular person an opportunity to build a campaign of his or her own. Leaders or change agents wish to engage their constituencies for different reasons. Some of the reasons could be to provide news and views to people, to invite responses to specific issues, to provide a vehicle for a two-way dialogue (communication) and to provide opportunities for the community to influence council decisions (participation). According to the Municipal Systems Act, 32 of 2000, a municipality must establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality, and must for this purpose provide for public meetings and hearings by the municipal council and other political structures and political office bearers of the municipality, when appropriate.

3.5.2 Public Participation Standing Committees

Standing committees are very important for guaranteeing the public's right to participate in governmental functioning. All the spheres of government have used the standing committees approach in addressing various issues in a way that supports democracy. According to Meyer and Theron (2000:44), a local authority can establish a public participation standing committee in order to oversee and monitor the effective implementation of public participation initiatives throughout the municipality. Lewin (1966:13) states that a standing committee may, for the proper carrying out of such functions of the council as may be specified, exercise all the powers conferred on the council and perform all the duties imposed upon the council in respect of the carrying out of such functions.

There are three important issues that one needs to understand in respect of standing committees. These are: (1) the specific functions to be fulfilled by the committee; (2) the authority that the committee must have to take the necessary steps; and (3) the committee acts on behalf and instead of the council. Power, authority and functioning are extended beyond the council members to allow the public to participate in decision making on issues involving the council and its development agenda. It is interesting to note that any steps the standing committee has taken in accordance with the power and authority vested in it shall for all purposes be deemed to have been taken by the council. There may also be standing subcommittees that may be appointed as the need arises.

3.5.3 Focus Groups

Swanepoel (1997:32-36) highlights the fact that focus, action or interest groups are groups of concerned individuals in a community of people who share the same interests. The size of the group and its proximity to what interests them is another important factor. These groups make it possible for the members of the group to debate, share ideas, make recommendations and suggest solutions. While their influence is perhaps limited, they do contribute positively to the decision-making process. The public will at least have been given an opportunity to participate in its affairs and development. Focus groups are an integral part of the development of techniques for interviewing (Loyd-Evans in Desai and Potter, 2006:153-162) and social research (Neuman, 2003:291).

3.5.4 Public Hearings

Public hearing strategies are aimed at getting feedback from the public on how its members perceive and experience their interaction with local government officials. Public hearings have been seen utilised by provincial and national governments in policy formulation, legislation and the formulation of White Papers (Meyer and Theron 2000:47). Public hearings have been effectively used by Alderman Mfeketo, the former executive mayor of the city of Cape Town, in getting feedback from the city's residents. During his time in office the former State President, Mr T. Mbeki, made extensive use of public hearings as a feedback-gathering strategy to listen to the needs, challenges and joys of the people and he coined the term *imbizo* for these feedback public hearing sessions. In these *iimbizo* he would engage the community in discussions of various government issues. The main focus of the *iimbizo* was on service delivery.

3.5.5 Ward Committees

Ward committees are a legal requirement in terms of the Municipal Structures Act of 1998. These ward committees are intended to facilitate participatory democracy at local levels. Putu (2006:14) maintains that ward committee help communities in the following ways:

- By ensuring and improving public input and participation in governance processes;
- By building partnerships for service delivery;
- By disseminating information to communities from municipalities;
- By identifying problems in the ward; and
- By bringing these problems to the attention of the municipality.

Oldfield (2008:490) mentions that the rules under which ward committees act are made exclusively by municipal councils, which also determine the procedure for the election of ward committee members, the powers of the ward committee and the functions delegated to the committee members. In some municipalities, e.g. the City of Cape Town, ward committees are called ward forums. The purpose of the ward committee is to encourage community members to participate in discussions with the municipality on whatever is important for the ward. A ward committee is always chaired by the municipality's ward councillor and the composition of the membership of the committee includes men, women, young people, educationists, health and sports people, people from various religions, entrepreneurs, etc. The membership generally should consist of a ward councillor, ten

community representatives and sometimes a CDW. The challenge that ward committees currently face is that they do not have any formal powers to force the council to do anything, even though they might have discretion over the annual budget allocation. The Municipal Structures Act, 117 of 1998 outlines the function of the ward committee as being to fulfil the duties and powers as the local council may delegate to it in terms of section 32 and to make recommendations on any matter affecting its ward:

- (i) To the ward councillor; or
- (ii) Through the ward councillor, to the local council, the executive committee, the executive mayor or the relevant metropolitan sub-council.

Empowering public participation takes place at the level of the ward committee. The challenges facing ward committees will be looked at in the next chapter.

3.5.6 Suggestion Register

Meyer and Theron (2000:54) show that the idea of a complaints register is not new, since some municipal departments, e.g. fire fighting, medical emergencies, health and traffic control, have for some time kept a complaints register at their 24-hour help desks. The purpose of this register is to record all complaints from residents, the time a complaint was made and the time it took to respond to and deal with the complaint. Complaints register is an effective form of public participation and the researcher suggests that line function managers should place such a register in all appropriate places at municipal offices without delay. This strategy empowers the public to take responsibility for development and improvement by bringing to the attention of the relevant officials issues that undermine public participation and democratic principles.

3.5.8 Brainstorming Sessions

Brainstorming is a “free-for-all” type of forum that has the sole purpose of generating ideas. Brainstorming also helps to cool down emotions and engage those present in the participatory as well as the consensus style of decision-making. Rawlinson (in Fletcher, 1985:75) defines brainstorming as “a means of getting a large number of ideas from a group of people in a short time”. Brainstorming takes the following format:

- The generation of ideas for identifying and formulating a problem;

- Once the problem has been identified, an effort is made to generate ideas which will help solve the problem; and
- Management of ideas and categorising ideas with a view to establishing a holistic approach to finding a solution.

A SWOT analysis approach is always beneficial to brainstorming as a participatory strategy. Having discussed various strategies for public participation, this study would still follow the route of public meetings. It is also important to note that most of the strategies discussed above can be combined to make them more effective and efficient²².

3.6 SUMMARY

The South African Constitution (Act 108 of 1996) entrenches public participation in governmental activities as one of the key pillars of democracy. Public participation occurs in various ways, such as elections, referendums, public meetings, public hearings, feedback meetings, IDP meetings, ward committee meetings, meetings with standing committees, and many others.

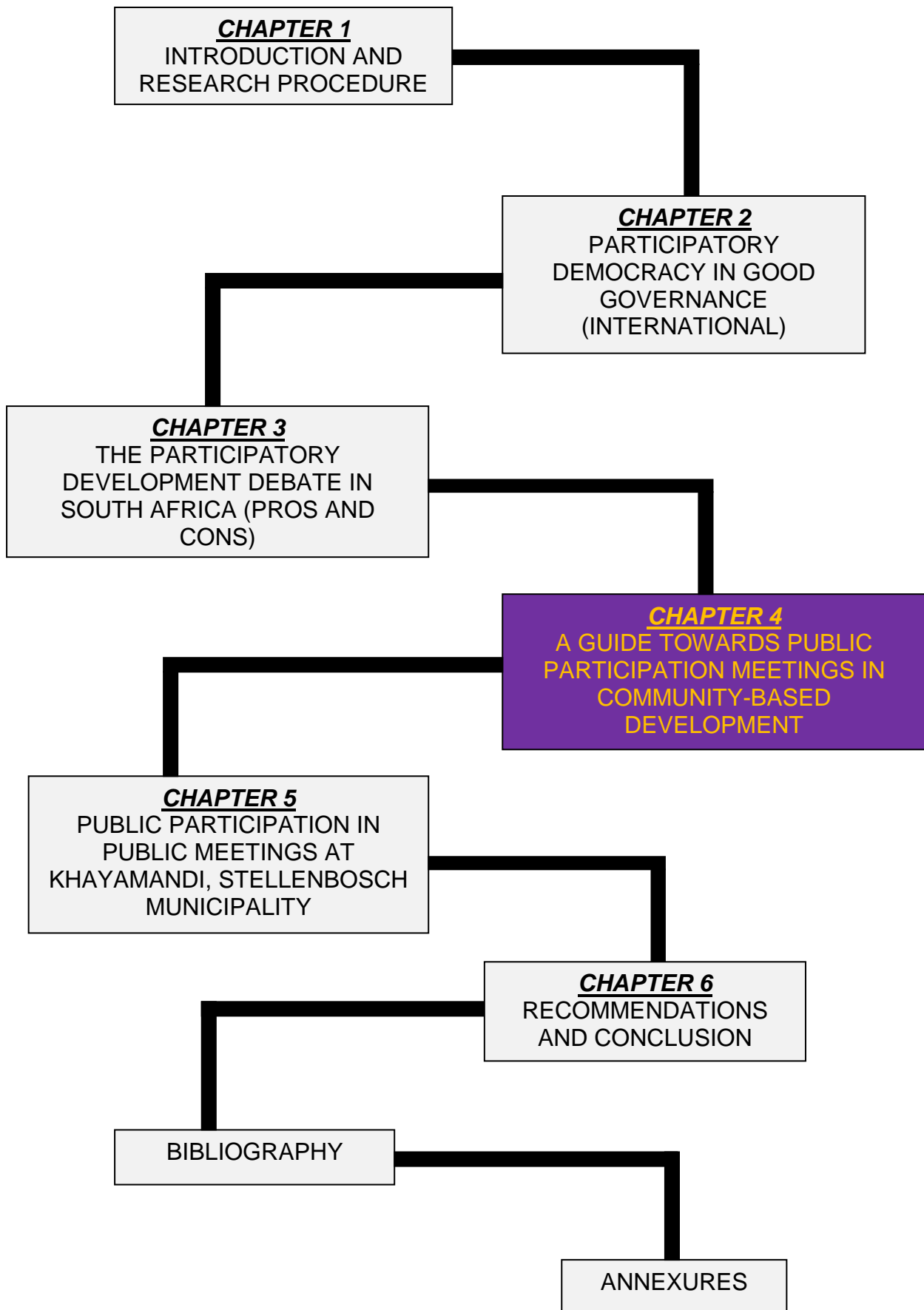
Following debates in South Africa around the issue of ICBD, public participation became an integral part of the legislative framework of the country. Communities are supposed to know that the national and provincial spheres of government are obliged by law to create mechanisms for public participation in development planning and decision making by a way of public hearings. At the national level public hearings are often characterised by low attendance. But when it comes to local government, people do want to be part of the decision-making structures, because that is where basic services and community development strategies are initiated, discussed, executed and implemented.

Having presented various strategies for public participation, it has become clear that public participation through public meetings is one of the most common participation strategies which, if it is correctly implemented, can benefit the public. If it is incorrectly implemented, the situation can turn into a disaster and the local authorities then feel obliged to use the much maligned top-down approach to development issues. It has also become evident that the public should be empowered by the local authorities to take up its rightful position, i.e. to take the lead in public meetings, while the local authorities remain in the

²² For a comprehensive overview of public participation strategies, see IAP2 and World Bank toolboxes.

background. For the purposes of public empowerment, the local authorities should put resources at the public's disposal. The question that should be asked is, "Do the legislative provisions on public participation allow the public the scope in practice to *influence, direct and own* decision-making processes and community-based development"? The answer to this question will either validate or invalidate the hypothesis presented in Chapter 1.

Chapter 3 dealt with the participatory development debate in South Africa and this has set the stage for Chapter 4, which deals with public participation meetings in community-based development with the view to entrench what the hypothesis encapsulates – **public participation in public meetings such as ward committee meetings can be effective, if the public is given the space and scope to *influence, direct and own* decision-making processes and community-based development.**



CHAPTER 4:	A GUIDE TOWARDS PUBLIC PARTICIPATION MEETINGS IN COMMUNITY-BASED DEVELOPMENT
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4.1 INTRODUCTION

In community-based development the public must be afforded an opportunity to participate in decision-making processes that will lead to development. In so doing the public is given a scope to *influence, direct and own* development. The development of a guide towards public participation meetings is crucial and necessary. This guide will serve as the basis for evaluation of a public participation strategy in public meetings. But before discussing the guide, one needs to first define a public meeting. Swanepoel and De Beer (2006:124) define a public meeting as a communication exercise where conflict resolution and negotiation take place regularly, where group dynamics and group psychology play a determining role and where problem-solving is done.

In this section three areas will be dealt with: (i) designing effective and efficient public meetings; (ii) the facilitator, his/her role, responsibilities and behaviour in public meetings; and finally (iii) the public participation model.

4.2 HOW TO DESIGN A PUBLIC MEETING

Creighton (2005:143) states that the first rule for designing effective meetings is that format follows function. Swanepoel and De Beer (2006:124) advocate that a meeting forms a pattern or cycle that consists of three phases (preparatory phase, meeting phase and follow up phase) Successful public meetings are a result of proper planning and organisation. Some steps adapted from Creighton (2005:145-148) to be followed when a public meeting is planned are outlined below.

1) **Review the public participation objectives and information exchange for the stage you are at in the decision-making process.**

At the stage where a public meeting is planned, it is important to discuss the objectives so that the meeting is aligned with the objectives. Public meetings serve a threefold purpose, (i) information sharing, (ii) decision-making and (iii) problem solving (Swanepoel and De Beer, 2006:124-125). The participants of the meeting should also be aware of the objectives. The objectives must guide the public participation process until the outcomes are realised. Public participation in public meetings appears to be a logical response to today's conditions and one crossover time from one form of governance²³ to another (McLagan and Nel, 1995:29). Below are some generic public participation objectives as articulated by Creighton (2005:145-148).

Table 4.1: Public Participation Objectives

Stage in the process	Objectives
Define the problem	Obtain a complete identification and understanding of how the problem is viewed by all significant interests. Identify the level of public interest in the issue.
Establish evaluation criteria	Identify a complete list of possible criteria for evaluating alternatives. Agree on evaluation criteria.
Identify alternatives	Develop a complete list of all possible alternative actions.
Evaluate alternatives	Develop a complete understanding of the impact of the various alternatives as viewed by the public. Assess the relative merit assigned to alternatives by various interests.
Select a course of action	Determine which alternative would be the most acceptable.

Source: Creighton 2005:145-148

²³ The continuation of authoritarian forms of governance has undoubtedly played a role in economic decline (McLagan and Nel, 1995:29).

2) Get agreement on what you hope to accomplish with the public during this meeting.

A public meeting can be held for various reasons/purposes such as providing the public with information; soliciting the views, ideas and preferences from the public. Swanepoel and De Beer (2006:124) point out that meetings differ in type, size and character. Therefore, the intention or reason for a meeting must be clearly communicated in advance so that the participants may make adequate preparations for the meeting.

3) Discuss how you will use the information you receive from the public.

Meeting participants are always busy and sometimes sacrifice their time to attend a meeting. It is always important for meeting organisers to have a clear plan of how they will use the information gathered from the public. Bell (1990:16) notes that questions like, "Are you completely clear about the purpose of the meeting? What business is it intended to achieve?" should be asked in order to prepare the meeting participant for the purpose and the outcome of the meeting. There are no participants who will want to waste their time in exchanging information that will not be considered by the organisers.

4) Identify the audience you expect to participate.

The purpose of the meeting will determine the kind of audience it will require. If the meeting needs expert information, then experts in the area under discussion should definitely form part of the audience. If the meeting wants to gather opinions, ideas and feelings of the public, then the public becomes the audience in that meeting. It is wise for the organisers of the meeting to state this before advertising a meeting so that the appropriate audience may attend the meeting (Creighton, 2005:145-148).

5) List the topics that need to be covered.

The purpose of the meeting and the audience to be addressed will assist the organisers to come up with a list of topics or issues to be discussed. These issues

will then be part of the meeting's agenda. Locke (1980:85) mentions that the form of the agenda depends on the way the particular meeting operates, whether mostly through reports of officials and sub-committees or through discussions of topics or debates on motions. The agenda items help the members of the meeting to be aware of the items to be covered in advance and be able to prepare for them adequately.

6) Identify the level of participation you need or want for each topic.

Each issue or topic should be allocated a fixed time and the time allocated will determine the level of participation required. The level of participation is connected to the objectives. The organisers of a public meeting should make achieving objectives a priority. Swanepoel and De Beer (2006:126) note that instead of discussing matters thoroughly, everything is put to the vote as soon as possible; even though voting appears to be a way to save time, it introduces an element of strife and competition. Therefore, the organisers of the meeting should allow the level of participation to be commensurate with intended objectives to achieve the intended outcome.

7) Select meeting activities for each topic to achieve the level of participation you need to accomplish the objectives.

In each topic or issue, the organisers must talk about activities that will provide the kind of participation needed. Activities will definitely help the organisers to determine the type of a meeting format to be followed. It must be noted that a single meeting may require different types of activities, since different topics require different types of participation (Creighton, 2005:145-148). Below is a table with different types of meetings:

Table 4.2: Types of Meetings

TYPE OF PUBLIC MEETING		
TOWN MEETING	WORKSHOP	OPEN HOUSE
FOCUS GROUP	SEMINAR	SMALL GROUP
LARGE GROUP		

Source: By Author 2010

8) Allocate time for various topics.

When you know the activities to be done, time allocation becomes easy. More participative activities need more time; therefore if higher levels of participation are needed, then more time should be allowed. The organisers of the meeting should bear in mind the number of participants when they allocate time for empowering and effective participation in order to avoid meeting spectators or silent co-travellers (Swanepoel and De Beer, 2006:130 and 135).

9) Prepare an agenda.

Steps 1-8 have at least given the organisers information needed to prepare an agenda which will show the topic, the activity and time required for each activity. Care should be exercised when dealing with participatory activities, because participants may feel pressurised to complete the activity even though their level of satisfaction is low. This can create a feeling that the organisers are more concerned with completing the activities on time and not to hear what the participants are actually saying. The agenda must be simple, manageable, achievable, realistic and must stick to time frames. Locke (1980:85) advises that only the items which are on the agenda can, correctly, be discussed at a meeting. Therefore, agenda preparation becomes a priority for a successful meeting.

10) Determine seating arrangements and logistical needs.

It must be understood that each meeting has its own seating arrangements. When a meeting is planned, the centrality of the venue is crucial; access to the venue through public transport is another important dimension; parking space for those who might be using their own transport might be needed; the venue should be in a safe area

and it must also be safe itself; and finally the venue must be accessible to disabled participants. Bell (1990:24) advises that as soon as the meeting is over, the facilitator and the secretary should leave the room to avoid an unofficial meeting about the meeting, which often causes trouble. Sometimes meeting participants remember what was discussed when the meeting was over and forget the more important decisions that were taken in the meeting.

Having discussed the ideal steps to be followed above, it is important for the researcher to note that development meetings can be complex and sometimes the steps mentioned above may not even contribute to an effective and efficient meeting, if they are used as the only strategy for a successful meeting. Some of the meeting participants may not have been exposed to such meetings and enforcing these meeting procedures and arrangements may limit their contribution to an empowering meeting. The recommendation is that the organisers of the meeting should develop the participants' skills in meetings through workshops and seminars. The strategies mentioned above should not be used in isolation. If these strategies are used in collaboration with other meeting strategies, they have the capacity to allow the participants to *influence, direct and own* decision-making processes and community-based development.

4.3 HOW TO DEVELOP PARTICIPATIVE MEETINGS?

Meetings are always important and therefore should not be made boring and directionless or waste participants' time. In the South African legal system there is no time attached to advertising public meetings; however, in order for the organisers to encourage good attendance, the meeting must be advertised in advance and that could range from 2 weeks to a month. It is important to know in advance who the meeting leader/chairperson will be. Public meetings are generally big meetings and for them to be successful, empowering and participative, certain strategies can be employed. Variations of large group or small group meeting formats have proved to be effective in increasing levels of participation. Creighton (2005:156-159) has made the following suggestions, which are in line with IAP2, on how to make meetings more participative:

- **Samoan circles**

This is a technique that is used to make large group meetings work like small group meetings. In this technique the room is set up with an inner circle of five or six chairs and the rest of the chairs are set up in concentric outer circles, with aisles that permit access to the inner circle. While the topic is announced everybody is seated in the outer circles. The ground rule after the topic is announced is that everyone who wishes to talk on the topic should make his/her way to the inner circle and speak from there. This technique does not need much supervision from the meeting leader/ chairperson and it go on for hours if the topic is not yet exhausted. The participants in the inner circle form a small group discussion configuration and conversations have the quality of an informal discussion or dialogue rather than speechmaking. Kraybill (2001: online) concurs with Creighton on the effectiveness of Samoan circles as a facilitation tool.

- **Large group/small group meetings**

The format of the technique is similar to the previous one; however, in this one at the beginning everyone assembles as a large group for the initial briefing, then they divide into small groups and each group is tasked to complete an assignment. After the completion of the assignments, everybody assembles as a large group and reports are given, discussed and decided upon by everybody. The challenge in this technique is that when a proposal is not accepted by the majority, the participants may resist the breakaway groups. Large groups can be divided using the following techniques: divide them by location, divide them using dots on the name tags; divide them using numbers in the name tags; or divide them per table (<http://www.fhwa.dot.gov/reports/pittd/smlgroup.htm>). Each group needs a facilitator and a recording secretary who will report to the large group.

- **Structured small group processes**

This technique has been adapted from Creighton (2005:156-159). The purpose of the large group/small group is to make sure that the activity in which small groups engage produces the best results. Some techniques that can be used to achieve the best results mentioned above are: (1) backcasting – moving from the future to the past; (2) brainstorming – increasing the number and creativity of ideas developed in a group. Fletcher (1985:77) argues that individuals are better at generating ideas – group

discussion is more useful for evaluating ideas than for thinking of them; and (3) democracy – quick way of prioritising options or reducing the number of options being considered.

- Nominal group process

The purpose of the nominal group process technique is to generate and prioritise a large number of ideas as a follow-up to brainstorming session that just generates or increases the number of ideas and ends there. The Department of Health and Human Services (2006) advocates that nominal group technique is a structured variation of a small-group discussion to reach consensus. If consensus is important in that particular meeting, then the nominal group process technique will help the organizers secure consensus from the meeting participants. According to Creighton (2005:157, 158), this technique follows the pattern below.

- Opening presentation.
- Assigning of discussion leader and recording secretary.
- Introductions – discussion leaders introduces himself or herself and other members do the same.
- Posing the question to the group members; the question should be carefully worded.
- Generating ideas – participants will be asked to provide as many answers as possible to the question posed in papers provided.
- All the ideas that the participants have written down will now be recorded by the recording secretary. Each idea will be read so that all group members can hear it.
- Discussion – some ideas are clarified and consolidated, some wording gets changed to clearly address the issue at hand.
- Selection of the best or favoured idea – each participant is afforded an opportunity to forward one idea to the recording secretary. By this all other ideas that have not been picked up will be eliminated.
- Ranking favoured ideas – each participant will be given an opportunity to rank the ideas that were presented in the previous step.
- Scoring – each idea ranked in the previous step is scored and given points. Then the issues are ranked from one to ten – one being high priority and ten being low priority in relation to one.

- Discussion of results – the results that have been scored above may be discussed; the discussion could be brief or lengthy.
 - Analysis – a detailed analysis of all issues should be conducted and the participants should be made aware of this.
- Ranking processes

In some meetings it is useful to get the participants to rank issues that have been discussed. It may happen that in each issue there are many alternatives that are presented and the participants can help to rank those alternatives. Swanepoel and De Beer (2006:134-135) emphasize the functions of the members of a meeting which includes ranking issues in the meeting. Issues are ranked according to a set priority, level of participation, level of urgency and level of importance.

4.4 HOW TO FACILITATE PUBLIC MEETINGS?

The manner that a meeting is conducted can inform the participants many things such as that they are respected, their opinions are taken seriously and the relationship they have with one another. A good meeting facilitator will facilitate the meeting to achieve the desired outcome. In this section the following three main areas are discussed: (1) general principles of meeting leadership; (2) the role of a facilitator in a meeting; and finally (3) the behaviour of a facilitator in a meeting.

4.4.1 GENERAL PRINCIPLES OF MEETING LEADERSHIP

Some basic principles of meeting leadership have been discussed by authors such as Creighton (2005:167-168). The discussion of some of these principles follows below.

❖ People accept a meeting leadership that is in their interest.

Successful meetings will always have structures in place, time limits and the recognition of participants. Participants will cooperate only if the meeting structures are seen to be equitable and reasonable. If participants are comfortable with the structures of the meeting, they will go to great lengths to defend the leader; if not, they will be the first ones

to challenge the authority of the leader. Swanepoel and De Beer (2006:130) argue that the facilitator is the most important person and will therefore work as a referee or traffic controller (officer). The integrity of the facilitator should always be above reproach and beyond question.

❖ **Lead the process and not the content.**

The facilitator's job has to do with meeting processes and therefore the leader should not be sidetracked. There are two important things when one is leading a meeting: (1) fairness and (2) efficiency (Swanepoel and De Beer, 2006:130). The facilitator is expected to use his/her delegated authority to create an environment for a participatory meeting. The facilitator must avoid acting like an advocate in a meeting by commenting on the content of a meeting; the danger is that his/her authority will be undermined.

❖ **Avoid power symbols.**

The leader must avoid work-related uniforms which may give the audience or meeting participants an impression that officers are more powerful and have more resources than the public (Creighton, 2005:158-160). Unfortunately such use of power symbols can breed resentment and lead to meetings that do not run smoothly. Theron (2008c:229-230), in analysing Swanepoel and De Beer (2000:xv), confirms that in the hands of powerful people, development became a tool of marginalisation and disempowerment and unfortunately the grassroots change agent is often isolated.

The principles highlighted above, if they are correctly implemented, can make the meeting yield the desired outcome and empower meeting participants to *influence, direct and own* decisions made and the decision-making processes.

4.4.2 THE FACILITATOR'S ROLE IN A PUBLIC MEETING

Swanepoel and De Beer (2006:87) advocate that the participants in community development projects should work together in groups. The second aspect of meeting facilitation is that an empowering meeting will always require a good meeting facilitator. A facilitator acts as a meeting leader. A facilitator does not have a right to make substantive

decisions for the group. A facilitator uses a less directive style of meeting leadership such as making proposals and suggestions, or issuing an invitation to consider certain matters, and now and then consulting with the participants. As a facilitator one needs to be skilled in order to exercise control over a meeting. Swanepoel and De Beer (2006:87) differ from Creighton (2005:160-169) in understanding leadership in community development. When Creighton talks about leadership in community development he refers to it as a facilitator, while when Swanepoel and De Beer talk about leadership in community development they refer to the leadership corps such as an executive committee or governing body and so on. Swanepoel and De Beer as well as Creighton seem to suggest that leadership and communication are crucial for an empowering meeting.

4.4.3 THE FACILITATOR'S BEHAVIOUR IN A PUBLIC MEETING

The third aspect of meeting facilitation is the facilitator's behaviour in public meetings. It is expected that a facilitator will engage in certain characteristic behaviours, as outlined below.

- ❖ Provide sufficient structure in order for the meeting to accomplish the following:
 - Its goals;
 - Brings a positive atmosphere for collaboration.

The following characteristic behaviours are taken from Creighton (2005:170-171):

- ❖ **Help keep the meeting on track and focused.**

A facilitator should be a skilled person who will be able to point out when the discussion is drifting from the topic, or be able to restate the purpose of the activity.

- ❖ **Clarify and accept communication.**

The participants will keep on stating their concerns over and over until they feel that these concerns have been understood and accepted. Swanepoel and De Beer (2006:88) suggest that when communication is healthy and vibrant in an open situation, a cyclical dynamism is established between the leadership and the rest of the group. Therefore, one of the facilitator's primary tasks is to make sure that

everyone feels listened to and understood. It helps when the facilitator gives either a written or a verbal summary of the discussion.

❖ **Accept and acknowledge feelings.**

It is always wise for the facilitator to allow everybody to ventilate their feelings before proposing solutions. The facilitator must create a safe environment for participants to express their feelings freely without causing any problem.

❖ **State a problem in a constructive way.**

When a problem is stated, it must not seem as if some person or agency is blamed or accused of unacceptable, dishonest and/or illegal action/s. If such behaviour is displayed, the participants will also end up blaming or defending and this might create fertile ground for conflict. A good facilitator would restate the comments to define the problem instead of apportioning blame.

❖ **Suggest a procedure that involves a problem-solving approach.**

A facilitator's objective in a meeting is to arrive at solutions to the problems raised. In fulfilling this objective a facilitator may have to suggest a procedure to be followed in solving the problem at hand. Some of the procedures that may be suggested are brainstorming (Fletcher, 1985:77), structured sequence of problem-solving steps, and so on. If it is necessary, the facilitator may suggest alternative ways of addressing the problem to break an impasse. It should not be taken for granted that every time there is difference of opinion one party must win and the other must lose (Swanepoel and De Beer, 2006:126).

❖ **Test for consensus.**

The facilitator should sense when participants are coming to an agreement and state the potential basis for agreement. The facilitator should check if the decision enjoys support from the participants. Creighton (2005:171) presents the following behaviours that the facilitator should avoid in order to remain neutral:

- Judging or criticising the ideas of participants;
- Using the role of facilitator to push his or her ideas;
- Making significant procedural decisions without consulting the participants;
and
- Taking up the group's time with lengthy comments.

A successful public meeting needs a skilled and qualified facilitator, who will always bear in mind that the public (participants) ultimately should be afforded an opportunity to *influence, direct and own* development, that and consensus may be a preferred method of achieving this goal.

4.5 PUBLIC PARTICIPATION IN PUBLIC MEETINGS AS AN APPROPRIATE PARTICIPATION STRATEGY

Public participation in public meetings is one of the most commonly-used participation strategies throughout South Africa. Pillay (2005:7) maintains that the language of technocratic liberal constitutionalism both enables and disables the public. She also states that enabling occurs when speaking, listening and being heard are accepted as a right in a democracy, while disabling occurs when the public is told how, where and when to speak and in what conceptual language. The date and timing of meetings are always a contributing factor to the success or failure of a meeting. Ward committee meetings are generally poorly attended. The CDWs sometimes remind the members too late and find that some members are already committed to some other event. The researcher's observation indicates that in most cases such meetings are barely able to form a quorum. A number of meetings are cancelled as a result of poor planning and poor attendance. Sometimes the community halls are double booked and this result in the cancellation of the meeting. In some instances the committee members are present, but the chairperson is absent and so the meeting has to be cancelled. Community members become despondent and in future stay away from meetings. Sometimes the local authorities do not want to spend money on advertising the meeting and this has a negative impact on attendance at the meeting. The communities that feel left out when development takes place in their area tend to destroy the end product of that development. Theron (2008c:234) maintains that when change agents observe the dynamics at these meetings while participating in the meeting, the principle of participation comes under stress.

A more favourable view of meetings develops when an effort is made to organise the meeting properly, to make community members aware of their responsibilities and functions at the meeting, and also the role they must play and how to play it effectively. Community members feel eager to attend meetings when the responsible authority is

willing to spend money in order to formulate policies and implement them with the full participation of the local communities. Burkey (2002:144) echoes these views when he states that the group meeting is a key event in the participatory approach and in the life of a group. Ward committees, IDP meetings and public meetings allow the public to have a stake in the running of its municipality and in the development of the community itself. In Theron's (2009b:108) analysis of Gran (1983), an approach called "self-sustaining" emerges, which he defines as "a development controlled by the public". The public must buy into any development and meetings are a vehicle that can easily bring the local authorities and the public together. The slogan which the ANC used during its 2009 electioneering campaign "Together we can do better" will, if meetings are properly planned, easily become a reality and not just a conceptual slogan. Burkey (2002:144-145) highlights the point that "group meetings are the most important forums for the development of group consciousness."

Public participation in public meetings ensures that the local community is driving the process of change and integrated development, and, ideally, that the public will be the beneficiary of whatever development has taken place. The public knows what its needs are and will itself prioritise them. If those needs are met by the local authorities, in collaboration with the public as the sole beneficiary of the end product, there will be no vandalism, because each resident will know that he or she is one of the owners of development in that particular activity. Chambers (2003:58) raises the point that human relationships are generally conducted in accordance with power hierarchies, with the powerful and dominant at the top and the weak and subordinate at the bottom. It often occurs that those at the top are driven by needs that oblige them to ignore or even step on those at the bottom. Theron (2009a:131) agrees and addresses Chambers' concern by saying that "the decision makers who subscribe to the top-down prescriptive development approach are missing an opportunity to rectify the inequalities of the past and improve the chances of achieving sustainable development". In the case of a heavy top-down approach, meetings are exploited for authoritarian purposes, for making unilateral announcements and for distributing more or less meaningless information, with no intention to engage the public in an empowering participation. Burkey (2002:144-5) concurs with Theron and states that meetings and the planning of meetings should not take place in an authoritative manner, and no one should be allowed to dominate them.

Public meetings can be one of the best ways of ensuring public participation, where the public is challenged to take the lead in its own development. However, there should be a paradigm shift in the conceptual framework of the local authorities that enables them to move away from the top-down approach and adopt a bottom-up approach at grassroots level. This people-centred approach is advocated by Theron (2008), Burkey (2002), Chambers (2003), Davids *et al.* (2009), Van Donk *et al.* (2008) and many others. Therefore, public participation in public meetings as an appropriate participation strategy can still work and achieve its stated goal if it is implemented correctly, with public empowerment in mind.

On the basis of an analysis on Arnstein's (1969) public participation model, Pretty *et al.*'s (1995) typologies, Oakley and Marsden's (1984) four modes and finally the IAP2 Spectrum (2007), the researcher has developed the Gwala Public Participation Model. Meetings in Gwala's Public Participation Model are placed at category (7-9) power level. Figure 4.1 outlines the public participation model which this study will advocate, and meetings will be evaluated against this model.

Figure 4.1: Gwala Public Participation Model

Level of participation	Characteristics of level
Category A - Non-Participation	
1. Participation through manipulation	Members of the public are elected as members of the ward or IDP committee with no training, skill or even ability to function at that level. The expectation is for them to rubberstamp decisions on matters that deprive the public of the opportunity to <i>influence, direct and own</i> decision-making processes and community-based developments.
2. Participation through provision of data	The public is provided with surveys and questionnaires. Their contribution in answering the surveys and questionnaires is taken as active participation. Sometimes the data collected is not even verified. Decisions are made on behalf of the public and the public is deprived the opportunity to <i>influence, direct and own</i> decision-making processes and community-based developments.
3. Participation through therapy	Misuse of group meetings which are masked as public participation. The organizers of the meeting have an agenda which does not necessarily benefit the public and therefore the group is used as a vehicle to promote that selfish agenda.
Category B - Tokenism	
4. Participation by information	The ward, IDP committees and the public are presented with information on what is going to happen (or has happened) in a

	project, as well as informed of how and when it will happen. The public provides no input and is therefore deprived of the opportunity to <i>influence, direct and own</i> decision-making processes and community-based development.
5. Participation by consultation	The ward, IDP committees and the public provide feedback on proposed changes to policy. The issues and solutions are pre-defined within a local government document. Solutions may be modified in the light of the public response. The public has no role in decision-making for its development and cannot <i>influence, direct and own</i> the process.
6. Participation by placation	It is at this level that the public begin to have some degree of influence, though tokenism is still apparent. Few handpicked individuals are put in some committees such as a ward committee, IDP committee, etc. but with a weak voice; they can be easily outvoted and the scope for them to <i>influence, direct and own</i> the processes is deprived.
Category C - Public Power	
7. Partnerships	The public is represented on various committees to provide advice to the municipal council. The committees have been formed with pre-determined objectives to meet a pre-determined purpose. The public provides expert advice for consideration in a community-based developmental agenda and decision-making processes, enabling the public to <i>influence, direct and own</i> the development agenda.
8. Delegated power	The public is represented on a committee such as a ward committee, IDP committee or economic development forum that jointly provides input, analyses information, and develops strategies and actions. The objectives of the committee are determined by its members, which results in the strengthening of local groups through information exchange. The public takes a leading role in local decisions that contribute towards community-based development and decision-making processes, thus allowing them to <i>influence, direct and own</i> the development agenda.
9. Citizen control	The public takes the initiative to form groups to meet their own objectives. The ward committee is its contact to the local council through the ward councillor. The public sources funding to achieve its objectives and has control over the use of the funds through the ward committee. The economic development forum assists the public in generating resources for the accomplishment of its community-based development agenda and to participate in decision-making processes. At this level an enabling environment is created for the public to <i>influence, direct and own</i> decision-making processes and the community-based development.

Source: By Author 2010

4.6 PUBLIC MEETING GUIDELINES

For the purpose of this study guidelines for public meetings should be developed. The guidelines will inform the structure or format of a public meeting. Public meetings are important, firstly, since they deal with development, and secondly, they allow members to participate in decision-making process and thirdly they create an enabling environment for the public to *influence, direct and own* decision-making processes and community-based development. The proposed guidelines adapted from the Hanover Country Planning Department (2011) are as follows:-

- ***The purpose of the meeting must be clearly stated.***

- The purpose of the public meeting is to:
 - Allow other development stakeholders to present their case to the public;
 - Allow the public to give meaningful feedback by *influencing, directing and owning* the process, ask relevant questions and share concerns;
 - Create an environment for the public to participate in discussions as well as the decision-making process.

- ***Scheduling of the meeting.***

- The ward councillor or municipal official is responsible for scheduling the meeting.
- The meeting should be scheduled at a time when all stakeholders are available and able to attend the meeting. Adequate time should be allocated for the meeting so that the participants of the meeting may claim their rightful position of *influencing, directing and owning* decision-making processes and the community-based development.
- The venue of the meeting must be announced at the time when the notice goes out.
- The venue must be central, easily accessible and secured.
- The meeting should be scheduled at least two weeks in advance in order to accommodate everyone needed to attend.
- The timeframes must still allow all the stakeholders to make necessary changes to the agenda items, postpone or even cancel the meeting a week

before the scheduled date without causing unnecessary inconvenience to the expected attendees.

- ***People to be contacted to arrange for the meeting time.***

- Stakeholders (public representatives, municipality representatives, etc).
- Community development workers.
- Venue co-ordinators.
- If the meeting will be in the evening, transport should be organised so that all the participants of the scheduled meeting may be present and be allowed a scope to *influence, direct and own* the decision-making processes and the community-based development.

- ***Time of the meeting.***

- Must the meeting be held in the evening beginning 18h00 or 19h00 on any day of the week?
- Must the meeting last an hour or two, depending on the complexity of the issues to be discussed?
- The agenda prepared must include comments from the stakeholders, and allow for a question and answer period.
- The meeting should not be scheduled at a time where there will be minimal empowering participation.

- ***People to be notified for the meeting.***

- All relevant stakeholders.
- The public.
- Community development workers.

4.6.1 Structure/ Format of Meetings

This structure/ format of public meetings is in line with the proposed public meeting guidelines. Public meetings in Khayamandi will be evaluated based on this format. The proposed format is outlined below.

- **The opening**

- Welcome participants.

- Introduce participants and yourself as a facilitator.
- Set the tone and pace.
- Go over and approve meeting objectives and the agenda.
- Review minutes.
- **The discussions and decisions**
 - Keep the group on task.
 - Assess the group's concentration and engagement.
 - Clarify confusion in discussions.
 - Provide feedbacks to the group.
 - Allow the group also to *influence, direct and own* the decision-making processes and community-based development.
 - Enforce ground rules.
- **Conclusion**
 - Identify next steps.
 - Allow the group members to evaluate the meeting.
 - Share your closing remarks with the group members.
 - Adjourn on a positive note.

4.6.2 Criteria for testing the viability of public meetings

The criteria that will be used in testing the viability of public meetings as a strategy for public participation in the case study are indicated below.

(a) Basic criteria for a good meeting

Any meeting would need criteria that would be used to assess its effectiveness and processes. Swanepoel and De Beer (2006:127) outline some of the following basic criteria to be used to assess a meeting:

- There must be a common focus on content;
- There must be a common focus on process;
- The facilitator must ensure that there is an open and balanced conversational flow;
- The facilitator must protect individuals from personal attack; and

- The meeting must agree on a basic principle that a win/win solution will be sought.

(b) Participation as a means and an end

Every public meeting should be seen as a public participation process. Public participation hinges on two dimensions, i.e. (i) public participation as a means and (ii) public participation as an end. Empowering public participation needs to clearly demonstrate the process that includes participation as a means and participation as an end. Theron (2009:161) indicates participation as a means and as an end as follows:

1. Participation as a Means:

- Capacity building
- Self-esteem
 - Life sustenance
 - Equity.

2. Participation as an End:

- Empowerment
 - Sustainability
 - Freedom.

(c) Public meeting logistics

Any official public meeting needs a facilitator to lead out. The facilitator should be in a position to create an enabling environment for the members of the meeting to *influence, direct and own* decision-making processes and the community-based development. He/she also has a responsibility to make sure that the meeting is run smoothly and that processes and procedures are followed. The following pointers are suggested to assist the facilitator in conducting and directing a meeting; the facilitator should:

- Make sure that the meeting and the participants keep to the point under discussion – if necessary by referring participants back to the agenda;
- Not let one or two people dominate the proceedings – throw questions and comments over to others in the room to broaden the discussion;

- Make good use of questions to probe, challenge and fully understand the views that participants may have – make sure you have understood their point of view;
- Ask someone to keep notes on the main points raised. This cannot be done by the person already burdened with the responsibility for chairing the meeting;
- Keep an attendance record, with contact details, so that you can provide people with follow-up information;
- Stick as close as possible to the agreed timetable and endeavour to finish on time.

At the end of the meeting thank participants for attending and explain what the next steps are, e.g. that you will report back to the council, that you will hold a follow-up meeting, if necessary, and that you will distribute written information at a later date to participants who attended the meeting.

4.6.3 An example of an agenda

Swanepoel and De Beer (2006:128) suggest a 'meeting procedure'. These meeting procedures in essence are just a meeting agenda. Below is an example of a public meeting with some ideas taken from Swanepoel and De Beer:

Khayamandi Public Meeting

Date: 20 March 2011

Venue: Khayamandi Community Hall

Time: 18h00

Agenda items:

1. Opening;
2. Application for leave of absence or apology for absence;
3. Reading of previous minutes;
4. Matters arising from the minutes;
5. New matters or motions;
6. General – only for general announcements, motions of condolences, congratulations and best wishes.
7. Date of next meeting; and
8. Closure.

An agenda is a major item in any meeting. It helps the participants to have the road map of the meeting. The way the agenda has been structured can either make the meeting effective, efficient and successful, or make it tedious, time wasting and unsuccessful. The ‘agenda bell’ mentioned in Chapter 6 could be a useful tool in handling a public meeting agenda.

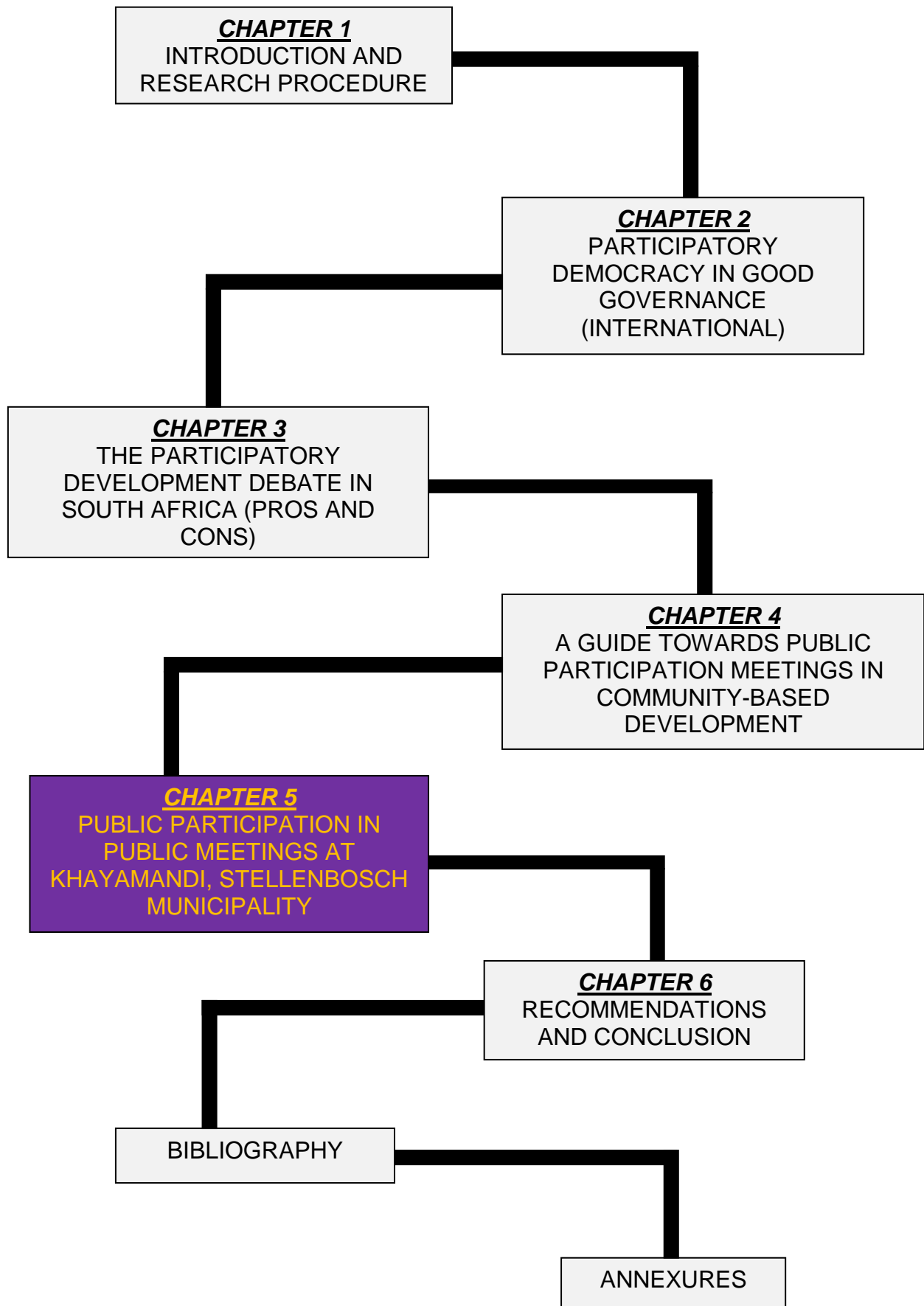
4.7 SUMMARY

This chapter sets the tone for the discussion of public participation in public meetings at Khayamandi community as a public participation strategy. Guidelines for making public meetings effective, efficient and successful have been laid down and will, therefore, be used as a basis to evaluate the level of participation in public meetings at Khayamandi. A public meeting as a public participation strategy is commonly used, but in most cases yields few desirable results; hence this chapter has looked critically at innovative and creative ways of making public meetings more effective and efficient. Sometimes public meetings fail because the facilitator does not know his/her responsibilities or is not adequately equipped to deal with public meetings. In this section the roles and responsibilities of the facilitator have been outlined. The goal of a facilitator is to assist the participants (public) to *influence, direct and own* decision-making processes and community-based development. A public participation model which will be used to evaluate the participation of the public in public meetings has also been introduced and discussed in this chapter. These guidelines are an important link between what is captured in IAP2 documents on public participation strategies and the experiences of the people at grassroots level.

Chapters 1 to 4 have laid the foundation upon which Chapter 5 will be built. These chapters have spelt out the legislative framework and indicated the challenge that the public experiences in applying the legislative provisions on public participation at grassroots level. These challenges undermine the validity of the foundation of participatory democracy which is good governance. South Africa, like most African states, is plagued by poor service delivery, poor public participation strategies and officials who have embraced patriarchal and dictatorial leadership styles that deprive the public of the opportunity to *influence, direct and own* decision-making processes and community-based development. The intention of these chapters is to either validate or invalidate the hypothesis presented in Chapter 1 – **public participation in public meetings such as**

ward committee meetings can be effective, if the public is given the space and scope to *influence, direct and own* decision-making processes and community-based development.

Chapter 5 presents what is happening at grassroots level, regarding public participation in meetings at Khayamandi Stellenbosch Municipality. The theoretical framework generated in Chapters 1 to 4 will serve as the base upon which the effectiveness of meetings at Khayamandi will be evaluated. Various tools such as interviews, observation, focus groups and sliding scale survey will be used to assess and evaluate how the Khayamandi community sees and takes its rightful position of *influencing, directing* and *owning* decision-making processes and community-based development. Various stakeholders will be consulted, such as the municipal officials, politicians, and ward committees. Chapter 5 presents an opportunity to match the theoretical framework with what is happening at grassroots level. It will be in Chapter 5 where the hypothesis stated in chapter 1 will be affirmed or negated. But the specific question that Chapter 5 will have to answer is: “Is the public at Khayamandi given the scope to *influence, direct* and *own* decision-making processes and community-based development”?



CHAPTER 5:	PUBLIC PARTICIPATION IN PUBLIC MEETINGS AT KHAYAMANDI, STELLENBOSCH MUNICIPALITY
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5.1 INTRODUCTION

As previously argued a public meeting is one of the most commonly used strategies for participatory democracy. This strategy is clearly delineated in the IAP2 Toolbox. It must be borne in mind that it is not the only strategy for participatory democracy, but for the purposes of this study it is the one that is chosen. In the previous chapter various strategies for participatory democracy were discussed. A public meeting could be an IDP meeting, ward committee meeting, development meeting or a general public meeting. Public meetings differ from one community to another. A public meeting is a platform where all stakeholders²⁴ are given an opportunity to interact with one another utilising various resources at their disposal for the benefit of the designated community.

Swanepoel (1997:3) has made some suggestions in the area of public participation in meetings. The points articulated below have been adapted from Swanepoel to reinforce the public participation model discussed in Chapter 3. The environment created by public meetings should have the following features:

- Public participation can be a learning process only if the people really participate;
- Participation does not mean that people should be brought into a project only when their physical labour is required. By that stage people should already have been involved for a long time;
- There is no better stage for people to begin to participate than right at the start of the project;

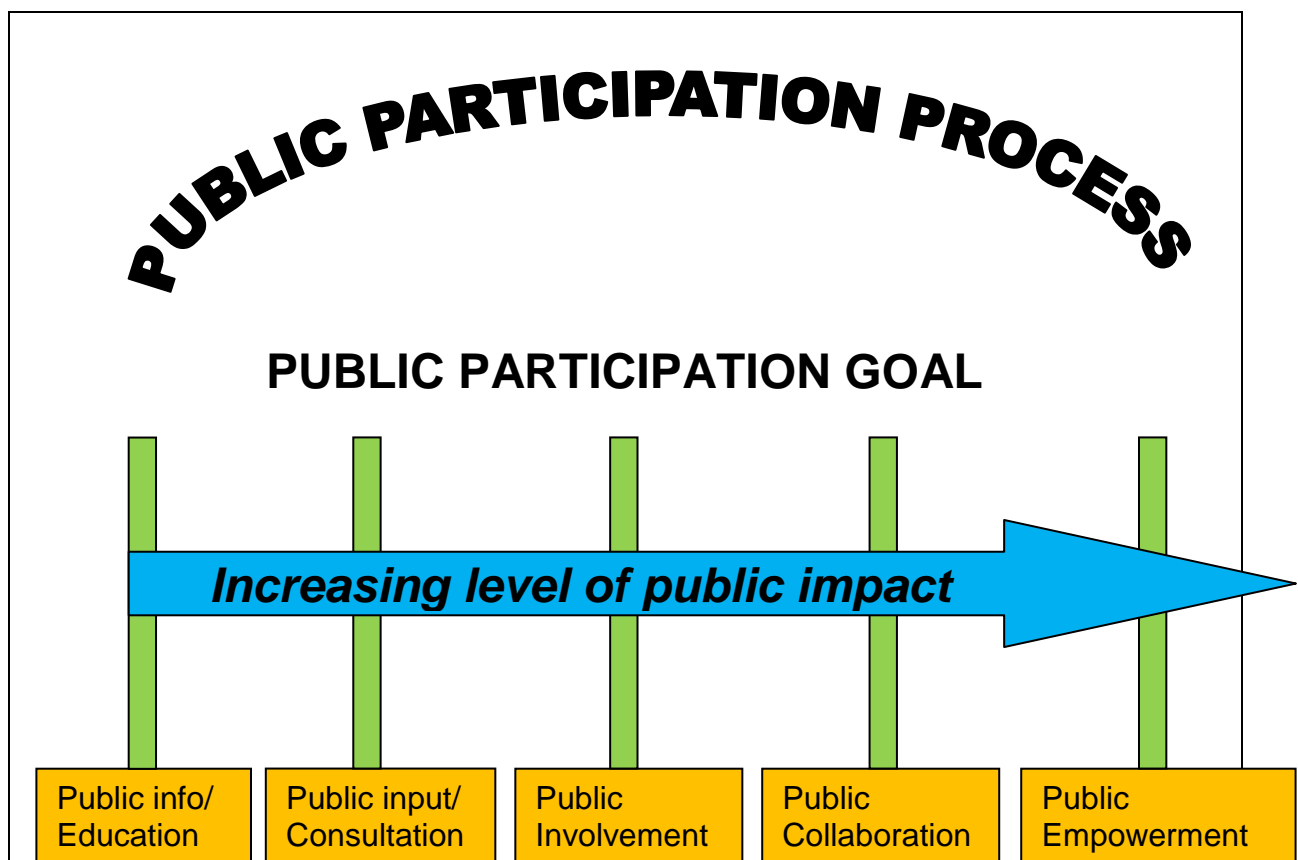
²⁴ Stakeholders commonly consist of people from business (macro and micro), from government (public service officials) and from the community (politicians, the working class, the unemployed, students, pensioners and people from communities of faith) (Smith and De Visser, 2009:37).

- People should not only do what they are told to do, but their right and ability to think, seek clarity, discuss and make decisions should also be acknowledged and encouraged.

In the IAP2 Toolbox, Swanepoel's four adapted points can be encapsulated as follows: public meetings provide an opportunity for in-depth information exchange in a non-threatening environment/forum. Again the concept of empowering public participation is highlighted as the basis for development and policy formulation.

Swanepoel's suggestions are also echoed in a public participation manual for the Portland Development Commission (2007). The diagram below demonstrates the public participation process as reflected in the IAP2 Spectrum (model):

Figure 5.1: Public Participation Process



Source: IAP2 Spectrum and Public Participation Manual for Portland Development Commission, 2007

Public participation will always be necessary when (1) it is prescribed by the law, as in the case of the local municipalities; (2) there are major policy decisions to be

taken; (3) there is a project plan; and (4) there are strategies and programmes to be implemented.

5.2 DATA GATHERING

In order to test the hypothesis presented in section 1.4.3 the following approaches have been used:

- IDP documents of the Stellenbosch Municipality for the current 5-year period, with a particular focus on 2007 to 2009, will be analysed. These documents have been analysed and evaluated with regard to Khayamandi. Conclusions have therefore been drawn on the basis of the facts/strategies presented in these IDP documents, and the conclusions are indicated in the sections below;
- Rating-scale survey questionnaires (section 1.5.3.1) were circulated to all three wards in Khayamandi (see Annexure 4). A total of 90 questionnaires were circulated, as discussed in section 1.5.3.1; 78 (87%) out of 90 questionnaires were returned.
- Observations were conducted at all three ward committee meetings as well as at constituency meetings, as discussed in section 1.5.3.1. A total of 7 observations were conducted: 2 observations at each ward committee meetings and at least 1 combined constituency meeting;
- A focus group interview was conducted in Khayamandi, as discussed in section 1.5.3.1. The group consisted of political leaders, religious leaders and the leaders of civic organisations;
- Personal interviews were conducted with various municipal officers, as discussed in section 1.5.3.1. Altogether five interviews were conducted and the results and conclusions drawn are reflected in the sections below.

5.3 PUBLIC PARTICIPATION AT STELLENBOSCH MUNICIPALITY

The regulatory/legislative framework on public participation was discussed in Chapter 3. The Constitution of the Republic of South Africa (Act 108 of 1996), the 1998 White Paper on Local Government; the Municipal Systems Act 32 of 2000 and

the Municipal Structures Act 117 of 1998 guarantee proper public participation in the affairs of government at its lowest level, where the lives of citizens are directly affected by governmental decisions, as indicated in the category Public's Power in the public participation model discussed under section 4.5 "Public participation in public meetings as an appropriate participation strategy" in the previous chapter. Public participation is therefore a legal requirement. The researcher has studied the IDP documents of the Stellenbosch Municipality that outline public participation processes between 2007 and 2011. The 2007-2011 IDP document was drawn up by a Municipal Council led by the Democratic Alliance. The priorities listed below, which were highlighted by Thabo Mbeki (2007), underpinned and drove the agenda for the IDP processes in 2007:

- The pace of housing delivery should be increased;
- Public and private partnerships should be developed in order to deliver sustainable human settlements;
- Public transport systems should be improved based on an integrated public transport plan, speeding up:
 - The implementation of Bus Rapid Transit Schemes;
 - Improvement projects for railway passenger transport and regulatory support for the taxi recapitalisation project;
- The continual reduction of the causes of non-natural deaths, such as road accidents and murders;
- Improved public safety and security;
- There should be development programmes that facilitate investment in infrastructure (ICT, transport and energy).

The agenda that drove the 2008 and 2009 revised IDP processes was based on the following five national key performance areas:

- Basic service delivery and infrastructure development;
- Local economic development;
- Municipal transformation and institutional development;
- Municipal financial viability; and
- Good governance and public participation.

The 2007-2011 IDP documents make the claim that “Stellenbosch Municipality, in support of the principles of good governance, subscribes to the comprehensive definition of public participation which aims to strengthen democracy through mechanisms such as ward committees to inform council decisions” (IDP 2007, which is a revised version of the 2007-2011 IDP document). There are claims that “the Municipality organised a number of engagements to ensure that the citizens of this Municipality could shape the IDP according to their needs and interests” (IDP 2008 and 2009 [revised versions of the earlier 2007-2011 document]).

Swanepoel and De Beer (2006:124) indicate that communication is crucial for facilitating public participation. The 2009 revised version of the 2007-2011 IDP document suggests that “the IDP process was communicated in all local languages via the local press, public organisations, pamphlets and notices in public places”. A question that one may ask is: “If the majority of the citizens in Khayamandi speak isiXhosa, is there a local isiXhosa newspaper or an isiXhosa community radio which will speak to the public about its needs in their own language?” The strategic services department has dedicated an administrative unit to public participation, providing the required administrative and management support towards better public participation for better government (IDP 2007-2011). Stellenbosch Municipality applies various methodologies in the participation process; these include direct and indirect participation. The methodologies are as follows, with a special focus in the 2007 version of the IDP document:

- Direct participation:
 - Meetings (public hearings and sectoral engagements);
 - Ward committees;
 - *limbizo*;
 - Public hearings; and
 - Workshops.
- Indirect participation:
 - Media communications; and
 - Research (surveys) (IDP 2007-2011).

The IDP processes commence in August of every year, with an approval of a time schedule for the whole financial year showing all the actions related to the IDP and

budgeting, and they end in May with an IDP document and a budget approved in their final form by the Council.

5.4 WARD COMMITTEE MEETINGS AND PUBLIC MEETINGS

In this section two types of meetings will be discussed. The first type of a meeting to be discussed is a ward committee meeting, which is chaired by the ward councillor and is made up of various sectors in the ward. The second type of a meeting to be discussed is a public meeting where the public converge in a community or school hall for public issues and development.

5.4.1 Ward Committee

The Municipal Structures Act of 1998 (section 73) states that a ward committee should consist of the ward Councillor, who represents that ward in the Council and will also act as chairperson, and no more than 10 other members chosen in accordance with equitable gender representation and the representation of diversified interests. This committee is scheduled to meet at least once a quarter. It is chaired by the elected ward councillor or, in his or her absence, by a proportional representative councillor (once a written request has been received).

In the *Sunday Times* of July 19, 2009, Mr Sicelo Shiceka, the Minister for Co-operative Governance and Traditional Affairs, stated that he sees the ward system as a new cog in the delivery machine. He believes that ward committees should be consolidated in an effort to address the service delivery problems that have ignited violent protests around the country. The consolidation should consider the following:

- Members of ward committees who have been elected and deployed as councillors by political parties should surrender their membership of the ward committees;
- These councillors should then be replaced with community leaders elected directly by the people on the ground to ensure that these leaders are accountable to the public and not to political parties;
- The new committee should then set up its own street and block subcommittees, which will then deal with the community's immediate

problems such as crime and health issues, and also lead the fight against poverty;

- There must be a public partnership between the ward committee, local health committees, student governing bodies and community policing forums.

The Minister is convinced that by 2014 service delivery protests would have been eliminated and that delivery of services will in future be done by the ward committees. Because almost all municipalities in South Africa do not currently have an adequate infrastructure for carrying out what the Minister has in mind, the question that arises is: will the national government assist struggling municipalities such as Stellenbosch Municipality by providing the funds necessary for capacity-building? There is an English saying that “a new broom sweeps cleaner”; it is not yet known whether this was one of those electioneering campaigns where empty promises become the order of the day. As long as the department of Co-operative Governance and Traditional Affairs lacks an effective and efficient performance management system with achievable, reasonable, realistic and time-bound Key Performance Indicators and an inbuilt evaluation and monitoring system, Mr Sicelo Shiceka’s vision will not be realised.

Subsequent to what Mr Sicelo Shiceka, the Minister of Co-operative Governance and Traditional Affairs dreamt about regarding the ward committees, Mr Yunus Carrim, the Deputy Minister of Co-operative Governance and Traditional Affairs on the 5th of May 2011 in Johannesburg discussed strengthening public participation in local government. He advocated that the public and the state need each other. He highlights the following 5 key issues why public participation is not functioning well:

- Not enough has been done to foster a culture of community engagement among councillors and especially administrators, as is required by the law.
- There are also major funding and capacity challenges.
- Ward committees are often dominated by political party activists, sometimes almost becoming adjuncts to party structures or sites of contestation between political factions, instead of representing the diversity of civil society interests in the ward community that they are meant to represent.
- The public too must take a share of responsibility and does not often use the space for public participation effectively or at all.

- As much as public participation is crucial to the success of municipalities, romanticising it should be guard against.

The 5 points mentioned above have made the public in many local municipalities to stage poor service delivery protests. The majority of local municipalities in South Africa are suffering from what the Deputy Minister has discussed above.

Fortunately, he did not leave the issue without offering some remedy to the challenges identified. Below is an empowering discussion of how public participation can be improved (Carrim, 2011):

1. In the first instance, municipalities should implement much more of what is in the policies and laws.
2. Municipalities have to understand that if their aim is to basically get the public to endorse decisions already taken, public participation will not work.
3. Municipalities should avoid a bureaucratic, technocratic, “one-size-fits-all” approach and be flexible, creative and imaginative in their engagement with the public, using a variety of different processes and structures with different communities and even within the same community.
4. There are many things that can be done to create space for more effective public participation such as IDP forums, structures of participatory budgeting, local economic development forums, transformed and empowered ward committees.
5. Cooperative Governance and Traditional Affairs has been discussing how to strengthen and empower ward committees as part of improving public participation. The Deputy Minister believes that this discussion will be finalised in 2012 at the ANC conference.
6. Composition: Consideration needs to be given to amending the legislation to ensure that Ward Committees do not comprise political party activists but represent a range of civil society interests, including residents, ratepayers, business, trade union, women’s, youth, taxi, sport and cultural organisations. Traditional Leaders should also be in ward committees where relevant. Instead of the current 10, ward committees could comprise up to 30 people and set up sub-committees and area structures, especially in geographically large wards.

7. Expanded role: Through legislative amendments, policy changes and other means, ward committees need to be given an expanded role. Within a clear framework and in an incremental, experiential manner, municipalities should consider delegating some limited powers to ward committees, as allowed for in terms of the law.
8. Municipalities obliged to consider ward committee decisions: Consideration needs to be given to amending the legislation to oblige municipalities to consider proposals from ward committees and inform them of their responses.
9. Frequency of meetings: Ward committees could be required to meet at least once a month.
10. Accountability to ward community: The ward committee could be required to hold at least 4 ward community meetings and interact with the community regularly in other ways.
11. Code of Conduct: It might be useful to have a Code of Conduct for ward committee members.
12. Annual reports: Where possible, ward committees could be required to present annual reports on their activities and their future plans and programmes.
13. Municipal administrators' attendance: Where possible, an appropriate member of the municipal administration could attend ward committee meetings to assist with processing issues, providing information and being of help in similar ways.
14. CDWs' role: Consideration needs to be given to attaching a non-partisan and objective CDW to each ward committee to act as a general secretary or organiser of the committee, while continuing with other aspects of their work linking people actively with government in all three spheres to improve service delivery and development. Currently Khayamandi shares two CDWs among 3 ward committees and it is sometimes not clear whether they are party agents or not.
15. Technical support: Municipalities should provide administrative and other support, including for the training of ward committee members.
16. Municipality oversight: The Public Participation Unit in the Speaker's Office could monitor support and report on the functioning of ward committees.

17. For ward committees to be effective, other forms and structures of public participation also have to be effective.

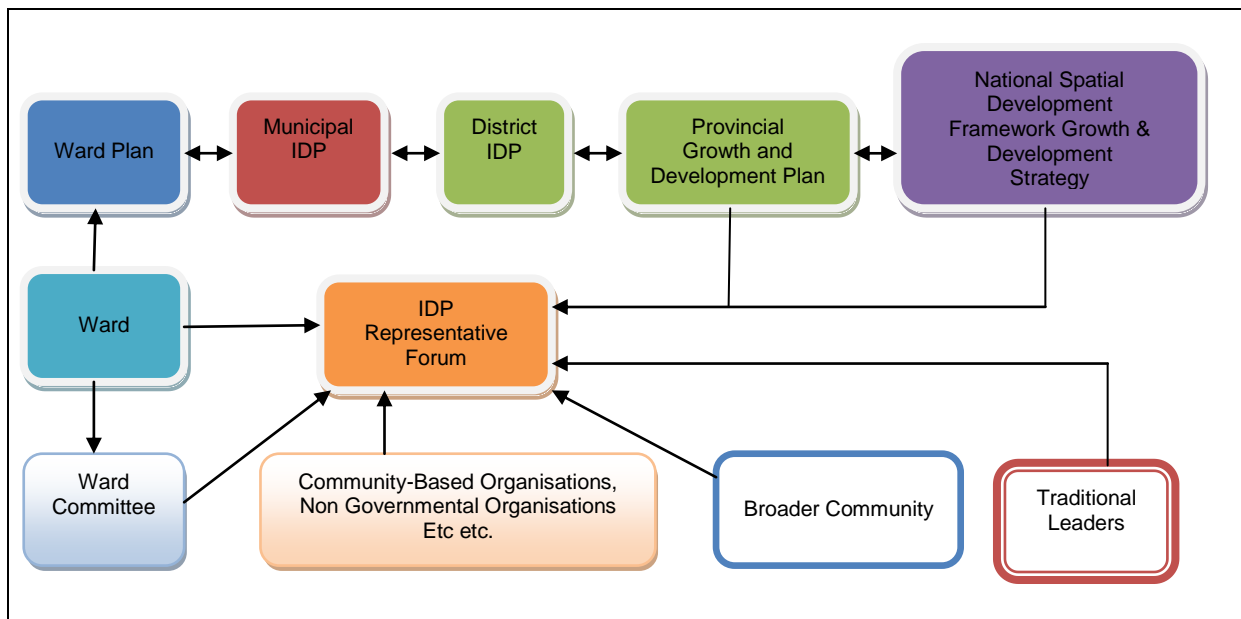
Having outlined what the Deputy Minister of Co-operative Governance and Traditional Affairs highlighted in Johannesburg on the 5th of May 2011, it has become necessary to put as an agenda item the discussion on improving ward committee in guiding local municipalities towards an effective and efficient service, hence the ANC has also made it its agenda item for its 2012 conference. If local municipalities can adhere to what Mr Yunus Carrim has suggested above, poor service delivery protests can be eliminated and good governance restored.

Public participation in ward committees is linked to the following ward committee terms of reference (adapted from Putu (2006)):

- A ward committee must encourage public participation in all local government matters and specifically the IDP, budgets, performance management systems and municipal services;
- All the decisions of the Council and its committees which came through participatory decision-making processes are communicated to the ward committee so that they may reach the grassroots level;
- A ward committee communicates the aspirations and needs of the public to the Council;
- A ward committee makes recommendations to the Council or Executive on any matter affecting the ward that may also create an environment for a better life for all.

The above is informed by the knowledge that each ward contributes to the overall input into the IDP through Ward-Based Planning. Figure 5.1 illustrates this point:

Figure 5.1: Ward-based Planning



Source: Institute for Performance Management 2009

As previously stated a ward committee is a vehicle for public participation that empowers the public to *influence*, *direct* and *own* decision-making processes and community-based development. The way the ward committee is composed helps to understand how public participation is structured. The 10 members who are nominated cover various sectors in the community such as youth, business, sports, religion, etc. The public will participate in discussions and decisions at the level of these sectors. The sector representative in the ward committee will present the recommendations to be discussed and decided upon by the ward committee. If necessary, the ward committee will, through the ward councillor, refer its recommendations to the municipal Council. The potential and ability to *influence*, *direct* and *own* development in the community is there, but it is not tapped nor encouraged by other development partners.

Ward-based planning is a form of participatory planning designed to promote public action, with clear links to the IDP (IDP 2007-2011, with special emphasis on the 2009 revised IDP document). From August 2006 to March 2007 ward committees in the Stellenbosch Municipality were democratically elected, based on sectoral representation, and they were led by elected ward councillors (IDP 2007-2011). On the 29th of November 2006 the Stellenbosch Municipal Council adopted a policy

procedure for membership in a ward committee. This policy procedure stipulates that ward committee members serve for a period of five years (IDP, 2007-2011:26). The Municipal Systems Act of 2000 (sections 17 and 18) lists the following as the functions and duties of a ward committee:

- Section 17 (1) – the available mechanisms, procedures and processes that encourage and facilitate public participation;
- Sections 16 (1) and 17 (2) – to encourage and create favourable conditions for the local community to participate in the affairs of the municipality;
- Section 5 (1) – members of the local community have a right to contribute to the decision-making processes and have a duty to observe the mechanisms, processes and procedures of the municipality;
- Section 18 (1) – to communicate municipal governance, management and development.

According to the 2007-2011 IDP document of the Stellenbosch Municipality, ward committees function in accordance with annual plans or programmes, affording members the opportunity to plan proactively, to source funding and to obtain support for envisaged programmes and projects. It is stated in the 2007-2011 Stellenbosch IDP document that the purpose of the ward committee is to:

- Enhance accountability;
- Monitor the performance of the municipality;
- Strengthen governance at the local level;
- Initiate development projects within its area of jurisdiction;
- Engage the local municipality on policies, bylaws, etc. that affect its constituency.

If the Stellenbosch Municipality ward system functions well, it will be in a position to allow the previously marginalised and vulnerable groups of its communities to participate in the mainstream of development with the view to *influencing, directing and owning* the developments as indicated in the hypothesis in Chapter 1. It is disturbing to see that the priorities established in all the wards in Khayamandi regarding the development of the area are more routine than developmental, and that infrastructural developments are still lagging behind.

The following priorities are found in the 2009 revision of the 2007-2011 IDP document:

Table 5.1: 2009 IDP Priorities

2009	Priority	2008	Priority	2007	Priority
Cleaning	1 (all 3 Wards)	<ul style="list-style-type: none"> Cleaning Sanitation 	1 - W 13 & W 14 1 - W 15	Housing and land for housing	1
Workshop on integrated human settlement	2 (All 3 Wards)	<ul style="list-style-type: none"> Skills development and training Housing & land for housing 	2 – W 15 2- W 13 & W 14	Densification infringing on residential areas. Primary health care. Unemployment/ job creation	2- W 14 2- W 13 2-W 15
Capacity building for ward committees	3 (all 3 Wards)	Public safety/ law enforcement	3 – W 15 5 - W 13 & W 14	Multipurpose community centre. Skills development & training.	3- W 13 & W 14 3 –W 15
Allowance for ward committee members	4 (All 3 Wards)			Unemployment/ job creation. Poverty eradication. Public safety & law enforcement	4-W 13 4-W 14 4-W 15
Public safety/ law enforcement	5 (All 3 Wards)			Youth/ women development/ empowerment programmes. Primary health care.	5-W 13 5- W 14 & W 15

Source: By Author 2010

The priorities that were set by the wards in Khayamandi vary from 2007 to 2009. What one finds missing is a performance indicator attached to each priority and the

budgetary provisions linked to each priority. This is evident in the way that the revisions of the IDP documents have been couched. There were no measurable objectives which could be broken down to specific timeframes. However, in 2007 at least the first four priorities highlighted by the wards in Khayamandi were the first four priorities for the Stellenbosch Municipality. The priorities are generalised and lack specificity. The ward committees that have prioritised these issues do not have a monitoring and evaluation tool to assess whether their contributions have been taken into consideration and implemented. In the IDP itself there is no built-in mechanism to monitor and evaluate the said priorities. There are no feedback sessions to indicate to the ward committee that in the first year, for instance, these are the pressing needs for the municipality; therefore, some of the needs presented by the ward committee may not feature, but they will be considered when the IDP document is revised. There are no feedback sessions between the Municipality and the ward committees on the process and the achievements of the priorities presented by the ward committees. This is evident in the agenda items of the ward committee meetings. There is no feedback on challenges that the Municipality may be encountering which may have derailed the achievement of certain priorities of the ward committees. The other issue is that for each item there must be budgetary provisions, but unfortunately the public does not control the financial activities – the Municipality does²⁵.

It must be noted that practices like those mentioned above go against the essence of the principles underlying public participation as previously explained. In setting priorities, Stellenbosch Municipality has left the public behind and allowed the municipal officials and politicians to make decisions on behalf of, and for, the public²⁶ – hence demonstrations, protests, picketing, etc.

It must also be noted that ward committee meetings at Khayamandi in Stellenbosch Municipality have not yet reached the level of engagement prescribed by the Constitution (1996) and the Municipal Systems Act (2000). In terms of Gwala's

²⁵ Heller (2001:147) compares the IDP with budgetary and planning processes in Porto Alegre in Brazil and the state of Kerala in India, and concludes that IDPs have been prescriptive and state-led, they have not allowed the kind of creative input, innovation and learning that popular budgeting [in Porto Alegre] and Campaign [in Kerala] has generated.

²⁶ See final chapter in Theron (2008) on the development themes, which indicates that municipalities are out of touch with local needs.

public participation model (See Figure 4.1), Khayamandi has not reached an acceptable level of participation, which is in category C, Public Power. Khayamandi has only reached category B, Tokenism, which presents a challenge to empowering public participation. Stellenbosch Municipality needs to create learning communities and introduce training and development for ward committee members, including the ward councillors. While the researcher was observing ward committee meetings at Khayamandi, he discovered that most committee members were present for voting purposes but never made any meaningful contribution, limiting participation to a small minority in the committee.

5.4.2 Public Meeting

This is a meeting between the councillor and his/her constituency. It assists the councillor and the ward committee to become aware of the needs of the community. The councillor may also use this opportunity to invite municipal officers or political leaders to address the constituency on community matters. The ward councillor serves as the facilitator who encourages two-way communication and a secretary who will record suggestions and issues raised in the meeting. A public meeting can involve a large number of people or a smaller number of people who focus on a specific problem or purpose. Public meetings are established ways for people to come together to express their opinions, hear a public speaker or plan a strategy. Public meetings provide a focal point for media reporting. Below are strengths and weaknesses of a public meeting which are adapted from the State of Victoria document (2008):

- Strengths of public meetings:
 - Allows participation and input of a wide range of people;
 - Can develop consensus for action on complex issues that affect the broad community;
 - Disseminate detailed information and decisions throughout the community;
 - Provide opportunities for exploring alternative strategies and building consensus.

- Weaknesses of public meetings:
 - Unless well facilitated, those perceived as having power within the community, or those who are most articulate and domineering in their verbal style can dominate the meeting;
 - Participants may not come from a broad enough range to represent the entire community;
 - Organisers must be aware of potential conflicts;
 - Community members may not be willing to work together;
 - May not achieve consensus;
 - Can be time and labour intensive.

5.4.3 Special Meetings

Special meetings may be convened when the need arises. Special meetings are convened outside the scheduled time for the meetings. A special meeting may be convened to address emergency situations and it is therefore called an emergency special meeting. In the context of the local municipality, special meetings could include special council meetings, special ward committee, special IDP meeting, etc.

5.5 PRESENTATION AND INTERPRETATION OF RESEARCH RESULTS

This section of the chapter presents an analysis of the data obtained from (1) the questionnaires distributed in three Khayamandi wards; (2) personal interviews conducted with officials in the Stellenbosch Municipality; (3) focus group discussions with a group of leaders in Khayamandi; and (4) observation of some ward committee and public meetings in the light of the methodological section in Chapter 1. The presentation of the results would not be complete without a discussion of the role and concept of Khayamandi community development workers.

5.5.1 The Role of Community Development Workers at Stellenbosch

There are two community development workers operating in the three wards at Khayamandi. They are based in Wards 14 and 15. They provide administrative

support to the ward councillor. They liaise between the ward councillor, the ward committee and the community. They are also recording secretaries for all the ward committee meetings as well as the general public meetings. According to Swanepoel and De Beer (2006:49), a community development worker can either be employed by the government or NGO, or could be a volunteer. In the case of Stellenbosch Municipality both community development workers are employed by the local government. With the expertise that the CDWs have, it may be a temptation for them to desire a leadership position within the community. It is not advisable that the CDWs take leadership positions. It has become common knowledge that CDWs are change agents and should not be confused with party agents as CDWs are non-partisan.

Having interacted with the community development workers at Stellenbosch Municipality, the researcher found that out of the 11 expectations previous discussed by Monaheng (2008:141), the first six expectations are fully met. The last five issues are still in the process of being developed, as the CDWs have not yet reached that level. Swanepoel and De Beer (2006:51) concur with Monaheng (2008:141-144) and they condense these expectations into the following goals:

- To enable the people to fulfil their abstract human needs;
- To enhance the learning process; and
- To help the people achieve meaningful empowerment.

The community development workers in Stellenbosch Municipality have the following duties:

1. Record the minutes of all the meetings;
2. Send the minutes to the Councillor Support Office in Stellenbosch Municipality;
3. Announce and advertise meetings;
4. Offer secretarial and administrative support to the Ward Councillor.
5. Facilitate empowering public participation that would make the public viable.

5.5.2 Observation at Meetings

It is important to note that the published dates for meetings at Khayamandi are not always the dates on which the meetings were actually held. The researcher often turned up on the publicised date for meetings only to find that the meeting had been postponed because the political leader (the councillor) was not available. Poor attendance at meetings could therefore have been the result of the many postponements of meetings for various reasons. However, the researcher managed to attend nine meetings for observation purposes. The following schedule indicates the dates and types of meetings attended.

Table 5.2: Attendance schedule for observation

Date	Type of Meeting	Ward/ Venue	Scheduled time	Starting time
05/08/2008	Ward Committee	Ward 15 Office	18h30	19h10
07/10/2008	Ward Committee	Ward 15 Office	18h30	19h30
15/09/2008	Public Meeting	Legacy Hall	18h30	19h00
03/09/2008	Ward Committee	Ward 14 Office	18h30	19h20
05/11/2008	Ward Committee	Ward 14 Office	18h30	19h35
14/10/2008	Public Meeting	Community Hall	18h30	19h40
07/08/2008	Ward Committee	Ward 13 Office	18h30	20h00
02/10/2008	Ward Committee	Ward 13 Office	18h30	19h15
18/11/2008	Public Meeting	Community Hall	18h30	19h30

Source: By Author 2010

There were more than two meetings scheduled for observation in Ward 13, but unfortunately only two meetings materialised because of the ill health and death of the Councillor's sister. Late arrivals delayed the start of these meetings, but eventually they were well attended. Members of this Ward were conversant with all the issues affecting their Ward, so much so that one might think that they had been well "drilled" before the meeting. The chairperson knew what was required of her in chairing the meetings which the researcher observed. Background work had been done for each agenda item. What was evident at these ward committee meetings was the need for a workshop that would assist members to understand their responsibility as ward committee members. What the researcher also noted at these ward committee meetings was that there were more people present than the official registered members of the ward committee in the previous meeting.

The ward committee of Ward 14 faced several difficulties. Sometimes the members of the committee would be present, but the Councillor would be absent. Sometimes meetings were cancelled because of poor attendance. But there were at least two meetings that were convened. The Councillor is a Mayoral Executive Committee member; therefore his availability to attend the ward committee meetings is very limited. He hardly ever stayed until the meetings ended, as he always had to deal with emergencies. The researcher found this kind of behaviour unacceptable as it undermined the principle of public participation in the affairs of the local government. What was again evident was that the members of the ward committee did not know what their role as ward committee members is. The same applies to the heads of different portfolios within the Ward. The issue of attending meetings on time has always plagued all the ward committee meetings in Khayamandi. The chairperson, when he is available, controls the meeting well and values the contribution of each member of the committee.

There were more than two Ward 15 meetings that the researcher had scheduled for observation. The researcher managed to attend three ward committee meetings, which were poorly attended. An interesting observation is that most meetings were cancelled because of poor attendance. The first challenge that confronted the researcher was that by the time these meetings were due to start, no one had arrived. Late arrival at meetings seems to be the main source of meeting

cancellation/postponement. Another challenge occurred when it became clear that no background work had been done on any of the items listed on the agenda. This resulted in endless discussions with no clear direction; this was the experience in all three meetings. Yet another challenge was that there was no allocation of tasks to specific people, so that they would be responsible for their allocated tasks at the next meeting. A positive observation at these meetings was that the chairperson knew clearly what his role was and he controlled the meeting well. The agenda was clear and easily understandable. The contributions of various members were taken seriously by the chairperson in the meeting. But in the second and third meeting it became clear that the link (ward councillor) between the local municipality and the ward committee (public representative) is not functioning as expected and as a result public participation appeared to be undermined or misunderstood.

An observation that was made in all the wards was that decisions were taken through consensus.

5.5.3 The View of the Elite Community Leaders in Khayamandi Community and Local Municipality Officials

Five officials in the Stellenbosch Municipality were interviewed. They all indicated that a lot of development has taken place in Khayamandi. However, their feeling was generally that even though these developments were published in newspapers, the community of Khayamandi was not given an opportunity to participate in discussions and decision-making processes regarding the development that should be undertaken. Some of the interviewees did not even know that there are zonal meetings in Khayamandi. It was also interesting for the researcher to note that there is neither a procedure nor a policy that regulates or links the activities of the zone to those of the ward committee. It appears that the informal settlement area has zonal meetings, whereas the formal settlement holds street committee meetings.

It was the view of some of the interviewees that the ward councillors should initiate the development debate within their wards and allow the public to lead the development drive. The view of most of the interviewees was that input from the

public is currently not taken seriously by the developers and local government officials. One of the interviewees stressed that for IDP meetings to work, the first thing that should be done is that meetings should be advertised in all local newspapers and the CDWs should also help to alert people to future meeting dates. The Executive Mayor then meets with different stakeholders such as municipal officers, community members, business people and officials from government sectors. An interesting observation was made by one of the interviewees that if you are poor, not being heard is part of the problem. One of the interviewees indicated that public meetings can be effective, but the challenge is that most of the time they are poorly attended and sometimes there is also political interference. The interviewees felt that participatory democracy needs to be promoted and that the mentality of the councillors should be changed from being “bosses” to being “servants of the people”.

Table 5.3: Dates and venues of interviews

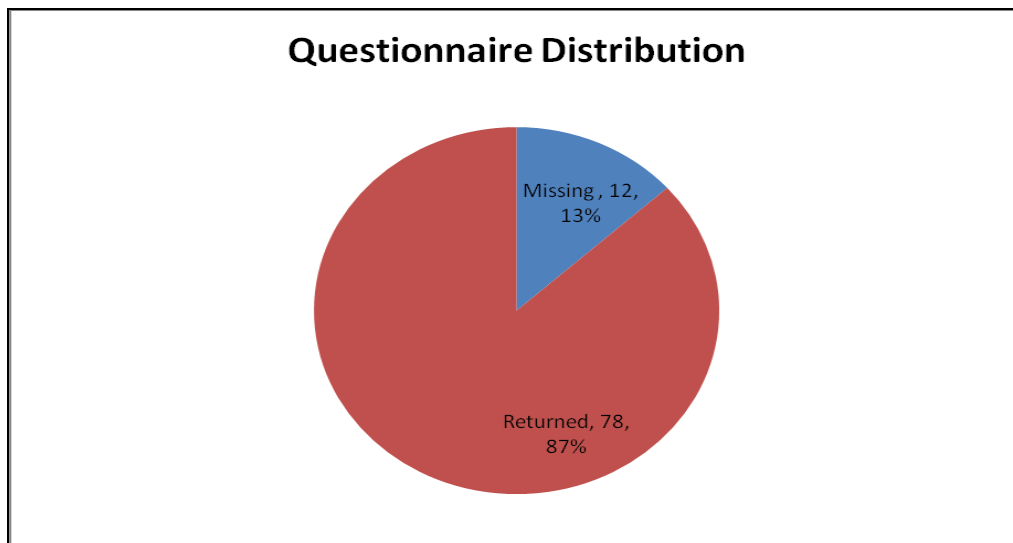
Date	Interviewee	Venue	Duration
30/11/2008	1	Khayamandi	2 hours
20/01/2009	2	Council Office	1 hour
24/03/2009	3	Council Office	1 hour
11/05/2009	4	Council Office	1 hour
22/06/2009	5	Council Office	1 hour

Source: By Author 2010

5.5.4 The View of the Masses in Khayamandi Community

Questionnaires were circulated among all sectors of the community so that public participation at grassroots level could be ascertained. As indicated under data collection, the rating-scale survey questionnaires were circulated to all three wards in Khayamandi. A total of 90 questionnaires were circulated as discussed in section 1.5.3.1; 78 (87%) out of 90 questionnaires were returned.

Figure 5.3: Questionnaire Distribution



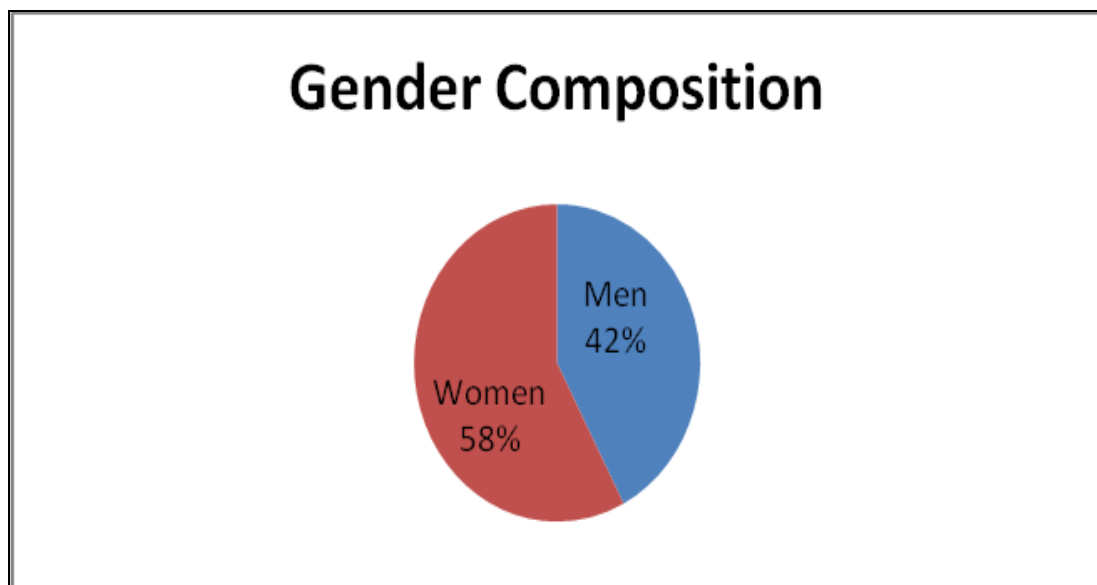
Source: By Author 2010

The composition of the community members who responded to the questionnaires is as follows:

Gender:

- Men – 33 (42%);
- Women – 45 (58%);

Figure 5.4: Gender Composition of the Respondents

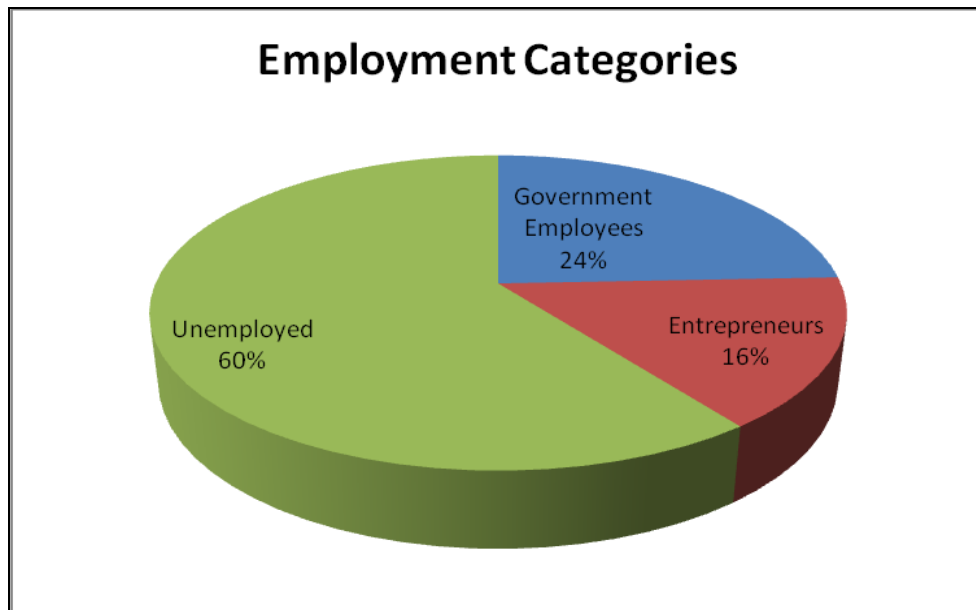


Source: By Author 2010

Employment Categories:

- Entrepreneurs (small-business sector) – 12 (16%)
 - Government employees – 19 (24%)
 - Unemployed – 47 (60%)
- 11 (19%) respondents were disabled persons).

Figure 5.5: Employment Categories of the Respondents



Source: By Author 2010

Section A of the questionnaire deals with meetings in Khayamandi. The first question deals with the effectiveness of service delivery in Khayamandi, and completed questionnaires indicate that the level of ineffectiveness indicated varies from 12% to 51%, while the percentage of those who are satisfied varies from 5% to 12%, with only 9% undecided.

Questions 2 to 5 deal with how well the community members know their representatives. The completed questionnaires indicate that the percentage of those who don't know their representatives varies from 15% to 29%, while those who know their representatives vary from 9% to 27%. Questions 6 to 10 deal with public participation and the drivers of development. The questionnaires indicate that the percentage of respondents who do not agree that community members participate in the development of their community varies from 14% to 29% and percentage of

respondents who agree that the public participates in its community development varies from 9% to 23%.

Questions 8 and 17 deal with who *influences, directs and owns* development in Khayamandi. The percentage of respondents who disagree that the local municipality is a driver for development varies from 12% to 19%, while the percentage of respondents who agree that the local municipality is a driver for development varies from 10% to 27%.

Two questions (11 and 12) deal with crime and criminal activities in Khayamandi. The questionnaires indicate that the percentage of those who disagree that crime and criminal activities hinder development varies from 14% to 31% and the percentage of respondents who agree that crime and criminal activities affect development varies from 6% to 38%.

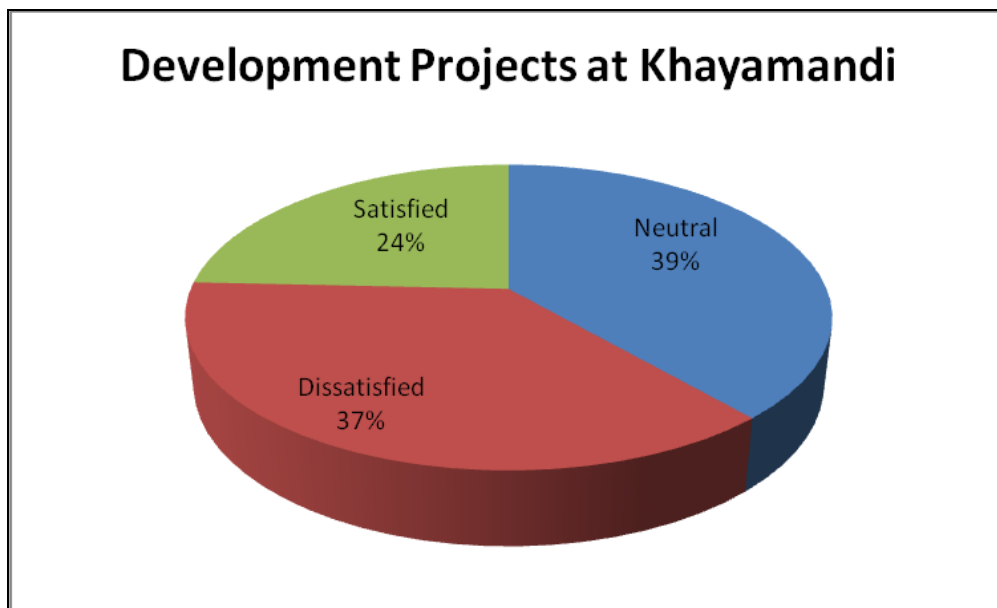
Questions 13 to 16 deal with meeting attendance of various committees in Khayamandi. The percentage of respondents who disagree that Khayamandi community members regularly attend meetings varies from 17% to 38%, while the percentage of respondents who agree that such meetings are regularly attended varies from 10% to 28%.

Two questions (18 and 19) deal with the concept of a change agent. The percentage of respondents who disagree that they (respondents) are change agents varies from 17% to 18%, while the percentage of respondents who consider themselves to be change agents varies from 21% to 27%. The percentage of respondents who disagree that the local municipality is the change agent varies from 14% to 17%, while the percentage of those who agree that the local municipality is a change agent varies from 21% to 31%.

Question 20 deals with the overall rating of how satisfied the respondents were with the local municipal officials. The percentage of respondents who are not satisfied with local municipal officials varies from 21% to 28%, while the percentage of those who are happy with local municipal officials varies from 13% to 23%.

Questions 21 to 30 deal with various kinds of development projects in Khayamandi. It is interesting to note that from 12% to 51% of the respondents are less satisfied with the development projects such as roads, housing, stadium, multi-purpose centre, taxi rank, educational facilities, community halls, parks, and recreation and sporting facilities in Khayamandi. The percentage of respondents who are satisfied with development in Khayamandi varies from 4% to 18%. It therefore appears that there is a far greater percentage of Khayamandi residents who are generally dissatisfied with development in their community. The percentage of the respondents who are dissatisfied with development in Khayamandi varies from 18% to 26%, and the percentage of those who are generally satisfied varies from 6% to 17%. It is interesting to note that 27% of the respondents have remained undecided about the issue.

Figure 5.6: Respondents' Satisfaction on Development Projects

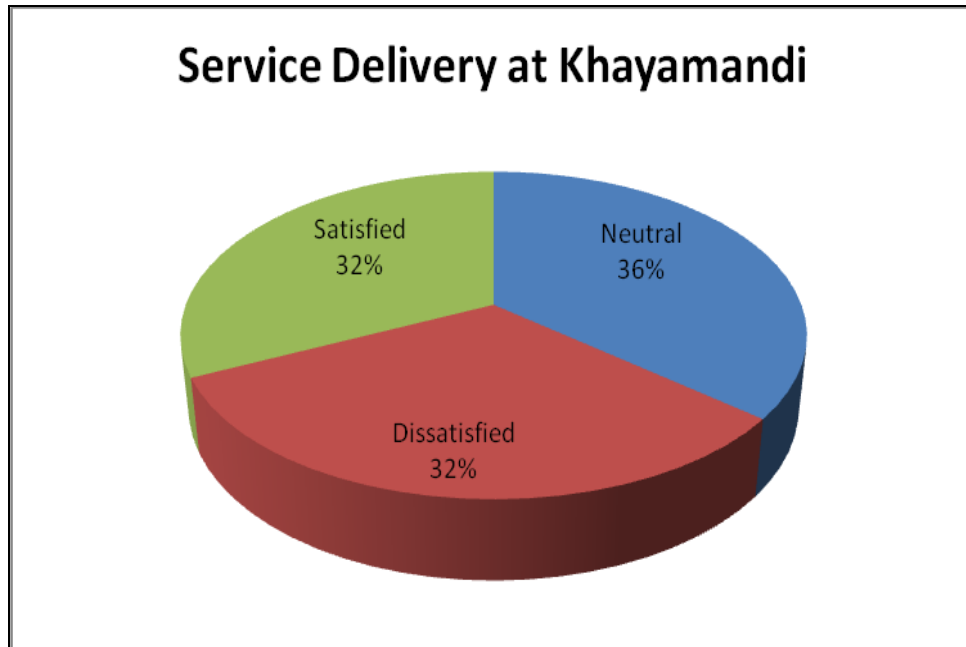


Source: By Author 2010

Questions 32 to 40 deal with the quality of the services rendered by the local municipality. The percentage of respondents who are less satisfied with these services varies from 9% to 37%, and the percentage of those who are satisfied with the services rendered by the local municipality varies from 1% to 33%. The percentage of the respondents who are less satisfied varies from 10% to 24% and the percentage of those who are generally satisfied with the services rendered varies

from 9% to 24%. It is, once again, interesting to note that the percentage of those who remained undecided is 27%.

Figure 5.7: Respondents' Satisfaction on Service Delivery



Source: By Author 2010

5.5.5 Khayamandi Community as a Development Partner

The crucial question in this section is whether Khayamandi as a community has the potential, abilities and capabilities to be a development partner. The researcher is confident that Khayamandi is positioned as a development partner for several reasons.

- Looking at the social capital at Khayamandi, one would easily conclude that there are a reasonable number of community members who belong to the elite group by (i) educational status,²⁷ (ii) economic status and (iii) political clout. Members of the community in the categories mentioned above will always want to be part of decision-making processes and community-based developments.

²⁷ The presence of the University of Stellenbosch in Stellenbosch Municipality has been a great influence, especially on the young people at Khayamandi.

- Khayamandi community has the legislative as well as constitutional framework set in place for enabling the public to participate in the affairs of the local government and the development of its own area. At Khayamandi there are three wards governed by ward committees, which are chaired by the ward councillor (established constitutionally). There are IDP meetings that enable the public to participate in sharing the financial resources of the municipality and also translate budgets into development projects. There are economic development forums that have been set up to give Khayamandi an opportunity to increase its financial base and allow the public to participate actively in the country's economy.
- Khayamandi has at least five political parties who are in a position to keep each other in check, thus creating a political climate that empowers the public to *influence*, *direct* and *own* decision-making processes as well as community-based development. The political parties in Khayamandi are the African National Congress (ANC), Congress of the People (COPE), Democratic Alliance (DA), Independent Democrats (ID), and United Democratic Movement (UDM). There is also a residents' association called the Khayamandi Community Association (KCA).
- Khayamandi has many religious groupings which form a ministers' fraternal, a subsidiary organisation of the Council of Churches, which is a development partner with the government and NGOs.

Looking at the issues discussed above, it is evident that the Khayamandi community has the potential, ability and capability of being a development partner. The question that probably needs to be asked is: are the sectors discussed above operating optimally in order to create an environment for empowering public participation? This answer will be explored in this chapter and the next.

5.6 RESEARCH FINDINGS

The data presented above will assist the researcher to discuss the research findings, which will be used to test the hypothesis of this study, discussed in Chapter 1. The hypothesis is: *Public participation in public meetings such as ward committee meetings can be effective if the public is given the space and scope to influence, direct and own community development projects.* In the research problem there are three important questions that have been asked in order to be able to confirm the stated hypothesis above. These questions address three crucial issues: (1) the input that the public gives; (2) the willingness of the public to participate; and (3) the capacity of the public as an owner, driver and influencer of integrated development.

The research results reveal several key points.

1. Meetings are poorly attended. Both the ward committee meetings and the public meetings have been poorly attended in Khayamandi. Research analysis shows that around 60% of the respondents agree that meetings are poorly attended. Some of the factors that contribute to this poor attendance are poor advertising and marketing strategies, late arrivals at meetings, lack of relevant information at meetings, lack of a clear direction at meetings and postponement of meetings at short notice. This is demonstrated by the number of meetings which were scheduled but cancelled, while some which could not be held because the number of those present was insufficient to form a quorum.

Late arrivals to scheduled meetings cause meetings either to be cancelled or to start very late. It emerged that members of the ward committee do not diarise meeting dates. The CDWs remind the members of the committee on the day of the meeting, while others already have prior commitments.

2. Lack of allocation of specific tasks to specific individuals, so that the committee may receive feedback on all the items that needed be followed up from the previous meeting.

3. Political local government representatives of the Khayamandi community have a low profile and are not known to at least 51% of the community. This is partly because the electoral system in South Africa is party based. The people are therefore influenced to keep a certain political party in power and do not consider the profile of a person standing for that particular party. This leads to a poor relationship between the public and the political local government representatives in a community.
4. The majority of community members do not agree that the public is afforded an opportunity to *influence, direct and own* development in Khayamandi. Research analysis shows that over 55% of the questionnaire respondents expressed this view, while approximately 44% of the respondents agree that the public is afforded such an opportunity. This is demonstrated by the lack of ownership, care and protection of the few developments that have taken place, e.g. the tourist centre, the stadium, etc. In spite of the mayoral briefing meetings for stakeholders, the majority of the community members in Khayamandi still see themselves as left out of development activities in Khayamandi. The research results also show that 61% of the respondents see the local municipality as the decision-maker, owner and director of developments in Khayamandi, while only 39% of the respondents see the community as the owner, director and decision maker for integrated community-based development.
5. Research analysis also shows that 55% of the respondents agree that the crime rate is high at Khayamandi. Some of the factors that contribute to high crime statistics are (1) a high level of unemployment (50%); (2) the small number of small-business entrepreneurs (12%); (3) alcoholism; (4) substance abuse; and (5) the low visibility of law enforcement officers. Most townships are characterised by members of the public who earn a living by buying and selling stolen goods, which encourages various kinds of criminal activities.
6. Service delivery is always an issue that demands attention. Various forms of protests have been employed to demonstrate the community's dissatisfaction

with service delivery. Research results show that 53% of the respondents are not satisfied with the current rate of service delivery in Khayamandi.

7. The research results suggest that 61% of the respondents are not happy with the way in which Khayamandi has been developed and are dissatisfied with the development activities that have taken place. Some of these development activities led to better roads, housing, a stadium, a multi-purpose (tourist) centre, taxi ranks, educational facilities, community halls, parks, and recreation and sporting facilities. The public feels that it has not been enabled to *influence, direct and own* development at Khayamandi.

The above findings indicate that public participation in public meetings such as ward committee meetings can be effective, if the public is given the space and scope to direct, influence and own community development projects. The level at which public participation is envisaged creates a social learning environment (Theron, 2009:123). The capacity of the public to *influence, direct and own* developments is built up and the concept of “change agents” becomes entrenched. Through public participation a spirit of commitment and hard work and a sense of responsibility will be developed, which will lead to empowering participation that allows the public to take its rightful position as a change agent for development.

The above findings indicate that currently the public does not *direct, own or influence* development in Khayamandi. In chapter 3 the Gwala Public Participation Model is divided into 3 categories. These categories indicate the level of public participation within a particular community. Since the inception of the ward committee meetings at Khayamandi, the public could only manage to move just one step higher from Non-Participation category to Tokenism category in almost 10 years. The Gwala Public Participation Model recognises that empowering public participation can only be reached once the public manages to attain the Public Power where the public assumes its rightful position to *influence, direct and own* decision-making processes and the community-based development. Khayamandi has still a long way to go in order to enjoy empowering public participation since currently it is still at the ***Tokenism category***.

5.7 SUMMARY

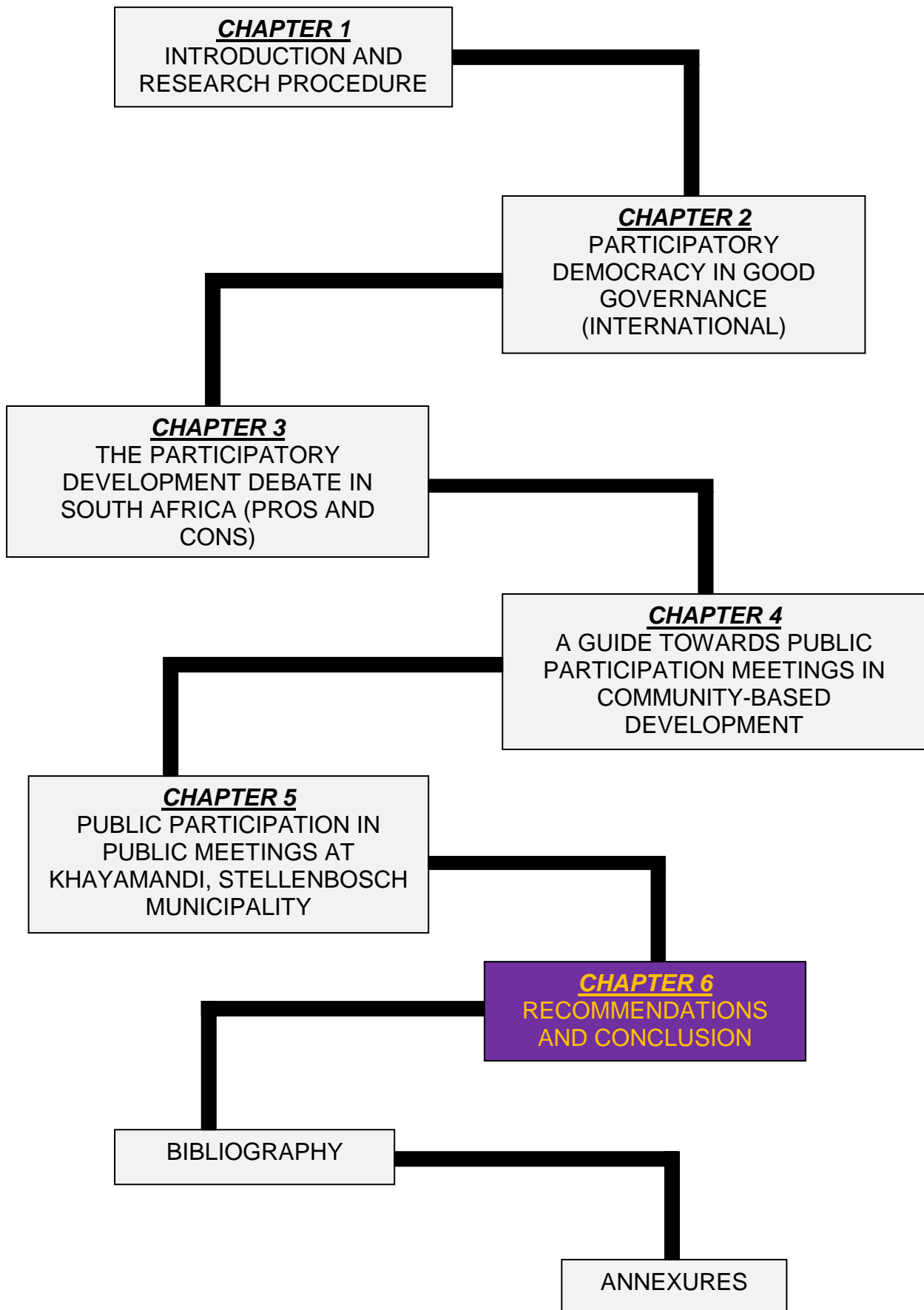
Data for this chapter was collected by means of semi-structured interviews using random sampling. The results of the data collected have been analysed and presented in this chapter. The personal interviews, observations, focus groups and questionnaires reveal that public and ward committee meetings are poorly attended, and that development at Khayamandi is currently not owned, directed and influenced by the public. As a result, some developments were never cared for nor protected by the public.

The research results indicate that poor attendance at meetings is indicative of the public's lack of a sense of ownership and responsibility, and of its lack of awareness that it can *influence direct and own* development at Khayamandi.

Chapter 5 has dealt with what is actually taking place at Khayamandi in terms of development and the effectiveness of public participation meetings. It has been established that the public at Khayamandi have not reached an acceptable level of public participation as prescribed by the legislative framework. It has also become evident that even in terms of the Gwala Public Participation Model, the public at Khayamandi could only reach category B, Tokenism. At this level the public does not take ownership of the decision-making processes and community-based developments. For the public at Khayamandi to be at the level that the hypothesis postulates, the public must reach category C, Public Power in Gwala's Public Participation Model. The hypothesis as stated in Chapter 1 states that **public participation in public meetings such as ward committee meetings can be effective, if the public is given the space and scope to *influence, direct and own* decision-making processes and community-based development.**

The question that has always been asked in each chapter is partly answered in this section: "Is the public at Khayamandi given a scope to *influence, direct and own* decision-making processes and community-based development"? Part of the answer is that, as long as public participation at Khayamandi remains at category B, Tokenism, it is impossible for the public to *influence, direct and own* decision-making processes and community-based development.

Chapter 5 sets the stage for Chapter 6. Chapter 6 looks at what the researcher has found in the Khayamandi community and how those findings shows a negative impact on an empowering public participation which allows the public to *influence, direct and own* decision-making and community-based development.



CHAPTER 6:	RECOMMENDATIONS AND CONCLUSION
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6.1 INTRODUCTION

The aim of this chapter is to provide recommendations on the findings discussed in Chapter 4 in the light of the research hypothesis stated in Chapter 1. Before the study was completed, some critical developments emerged within Stellenbosch Municipality. The leadership of the municipality changed hands from the ANC and its coalition partners to the DA and its coalition partners on the 8th of December 2009. It has been intriguing to follow Stellenbosch Municipality's political trends from the time the municipality was established from the 1994 democratic dispensation to 2010. The researcher noted that there were allegations against the Mayor and Deputy Mayor which necessitated the involvement of the Hawks (the organised crime unit). Events like these, impact negatively on empowering the public in order to *influence, direct and own* decision-making processes and community-based development.

6.2 SUMMARY OF PROBLEM STATEMENT

It was stated in Chapter 1 that public meetings are not the only participation strategy, but one of many participation strategies. Since Khayamandi is a democratic society, the primary focus in this study is therefore the role that public meetings play in the development agenda within Stellenbosch Municipality. Although the legislative framework emphasises the need for public participation, as discussed in Chapters 1 and 3, experience shows that public participation in public meetings is still poor. This could be interpreted as mistrust or lack of confidence in local government officials and even in community leaders, as argued in Chapter 1.

6.3 SUMMARY OF THE RESEARCH HYPOTHESIS

If the legislative mandate is correctly followed, then the public will be afforded an opportunity to participate effectively in the development meetings of its community and thereby give notice of its ownership. The following point captures the hypothesis as presented in Chapter 1: ***public participation in public meetings such as ward committee meetings can be effective if the public is given the space and scope to influence, direct and own decision-making processes and community development projects.*** The interviews, focus group, observation and questionnaire have been used to establish whether the hypothesis can be validated or not. This hypothesis has laid a basis for a public participation model discussed in Chapter 3 upon which Khayamandi community was evaluated.

6.4 LIMITATIONS OF THE STUDY

This section of the study discusses various limitations of the research. This study came about as a result of an evaluative study conducted at Khayamandi in the Stellenbosch Municipality. Even though processes for data collection were put in place from the onset, it was not possible to predict research problems that would be encountered during the process.

The first challenge was the fluidity of the politics within Stellenbosch Municipality which necessitated the Municipality to change administrative hands at least three times within the five-year term of office; this meant renegotiating some of the steps that had already been covered.

The second challenge was the formalities that were to be followed before the researcher could be formally granted permission to conduct the interviews, observe the ward committee meetings and gain access to the minutes of the committee meetings of Wards 13, 14 and 15.

The other problem which developed was excessive work demands, which could not be predicted at the time of setting up the timeframes and the processes for this study, but which unfortunately impacted negatively on the timeframes set for the completion of the study.

6.5 SUMMARY OF THE PREVIOUS CHAPTERS

The legislative framework discussed in Chapter 3 states that all municipalities in South Africa should promote, encourage and make provision for public participation, especially in matters relating to ICBD. Chapters 2 and 3 indicated that in countries such as Brazil, India, etc. and cities like Chicago, Porto Alegre, etc. where good governance is enjoyed, public participation is a fundamental principle. In countries like Zimbabwe, where there is no rule of law and human rights are violated, public participation is neglected. In South Africa the principle of public participation is entrenched in the following legislation:-

- RDP (1994)
- Constitution (1996);
- White Paper on Local Government (1998);
- Municipal Structures Act (1998); and
- Municipal Systems Act (2000).

Chapter 4 indicated that there is a gap between the legislative framework and the practice of local government, specifically at Khayamandi in Stellenbosch Municipality. Public participation at Khayamandi reflects the first four public participation typologies as presented by Theron (2009). The last two typologies have not yet been realised and this creates the gap mentioned above. The Gwala Public Participation Model followed in this study indicates that public participation at Khayamandi is at the category B, (Tokenism) level and therefore the public is not allowed scope to *influence, direct and own* decision-making processes and development at Khayamandi. The suggested category for empowering public participation is Public Power. Once again this shows a gap between what the legislation expects and what the local government officials do.

Chapter 5 presented recommendations addressing ways and means of minimising the gap between the legislative framework and implementation through participation in public meetings (both ward committee meetings as well as public meetings). If this gap is narrowed, one can begin to talk about the public *influencing, directing and owning* community development.

6.6 RECOMMENDATIONS FOR FUTURE USE OF PUBLIC MEETINGS AS AN APPROPRIATE PARTICIPATION STRATEGY

It can be concluded, based on the information gathered as well as the observations of the researcher that the level of public participation at Khayamandi in the Gwala's Public Participation Model is in the **Tokenism category**. The Gwala Public Participation Model shows the participation levels at which a community finds itself in decision-making processes and the community-based development. For any empowering public participation that allows the public to *influence, direct and own* decision-making processes and the community-based development, Public Power allows the public to have a complete ownership of decision-making processes and community-based development. The following recommendations are made based on the assessment of the role of public meetings as an appropriate participation strategy at Khayamandi. It is the belief of the researcher that these recommendations will boost public participation in ICBD.

1. There is a definite problem in the way meetings are designed at Khayamandi, which results in meetings being ineffective and less empowering, as was highlighted in Chapter 5. Public meetings must be properly designed in order to achieve empowering public participation. The organisers of the meeting should consider the following:

- a. Involve all relevant stakeholders;
- b. Appropriate time for the meeting;
- c. Appropriate time for advertising the meeting;
- d. The meeting objective; and
- e. The type of meeting.

A properly designed meeting will always empower its participants and achieve its stated objective. When a meeting has been designed, it must be publicised in advance to the participants and, if there are any presentations to be made, then they should also be prepared in advance and circulated in order for the participants to be fully equipped for the meeting.

2. In order for the meeting to be effective and empowering, it must employ various techniques to sustain the attention of its participants, as discussed in Chapter 4. A meeting may begin on time, but if it is boring, tedious, unproductive and ineffective, then

the objective of the meeting will be lost and that results in poor subsequent attendance and even late arrivals at meetings. Some of these meeting techniques²⁸ include:

- Samoan Circles – making large group meetings work like small group meetings;
- Large group/small group meetings – everyone assembles as a large group for the initial briefing, then attendees divide into small groups and each group is tasked to complete an assignment/task;
- Structured small group processes – ensure that the activity in which small groups engage produces the best results. Some of the strategies to be used in achieving the objective are backcasting (moving from the future to the past), brainstorming (increasing the number and creativity of ideas developed in a group) and dot democracy (a quick way of prioritising option or reducing the number of options being considered);
- Nominal group process – generates and prioritises a large number of ideas;
- Ranking processes – participants rank issues that have been discussed.

3. The meeting facilitator must be equipped with the appropriate facilitation skills and abilities. The challenge is that most meetings at Khayamandi have been incorrectly facilitated and sometimes the facilitator himself/herself would not know how to facilitate a meeting, as discussed in Chapter 5 under observation. Skills development training is an urgent need for Khayamandi ward councillors and ward committee members. In order to ensure quality of training, the accredited Local Government SETA (LGSETA) should be used; this must be budgeted for in the next financial year. This will eliminate meetings that are poorly conducted, poorly attended, achieving poor results and sometimes cancelled.

4. There must be an in-built system of monitoring (systematic collection and analysis of information as a project progresses) and evaluation (comparison of actual project impacts against the agreed strategic plans) in the IDP and its processes. This need was identified in Chapter 5 when IDP priorities in Stellenbosch Municipality were discussed. The monitoring and evaluation tool/process should be developed by all stakeholders concerned, so that it may be seen as not biased by others. The tool must be able to measure the effectiveness, efficiency and impact of the IDP and its processes. It must

²⁸ For further discussion and explanation of these techniques, consult Chapter 4 of this study.

also identify performance indicators. That system will focus on the open communication between the municipality and the public, and feedback sessions between the municipality and the public. Such a system would lead to empowering and effective public participation.

5. The other area is the roles and functions of community development workers, which are discussed in Chapters 3 and 5. The job description of a CDW needs to be adapted in order to include but not be limited to:

- 5.1 Advertising and marketing meeting (announcing meetings with speakers; creating posters and posting them in all strategic places like shops, train station, schools, etc);
- 5.2 Providing budget inputs relating to refreshments in the ward committee meetings, since some of the committee members may have just come from work;
- 5.3 Assist in the dissemination of information to both members of the committee and the public.

6. Ward councillors need to play a prominent and visible role in the public. The results of a survey discussed in Chapter 5 indicated clearly that their low profile and lack of visibility has been a concern to the residents of Khayamandi. The purpose of having the ward committee and the ward councillor is to facilitate development and participation in decision-making processes; therefore, the invisibility and malfunctioning of these entities deprive the public of the scope to *influence, direct and own* development and decision-making processes. The visibility and proper functioning of these entities facilitates development and decision-making processes in the ward. They must create a system that will help them collect data for their wards (e.g. residents list, infrastructural needs, basic needs, crime statistics, economic development opportunities, social capital, educational needs) in order to deliver an effective and efficient service to the communities they are leading.

7. Khayamandi community does not follow a clearly defined public participation model. In Chapter 3 a public participation model has been developed particularly for public meetings as a public participation strategy. This strategy, if used correctly, will assist Khayamandi to reach the highest level of public participation. Currently the level of participation at Khayamandi is at the entry level of public participation (Tokenism). This

public participation model will give the Khayamandi community the scope to take its rightful position as a change agent. The public will be empowered to *influence, direct and own* decision-making processes and community-based development. This model is recommended for Khayamandi.

8. The public needs to be mobilised for a common cause and be made the custodians of development and decision-making processes. The results of the questionnaires discussed in Chapter 5 revealed that crime at Khayamandi is escalating. The introduction of crime watch, neighbourhood watch and community policing forum will promote the concept of a brother's or sister's keeper, which will in turn enhance a sense of ownership of the area. Crime destroys empowering public participation; instead vandalism, looting and house breaking replace meaningful public participation.

9. The entrepreneurial sector, according to the questionnaires discussed in Chapter 5, is the smallest component at Khayamandi. There is no public that can be fully developed without collecting adequate resources for its own development. Therefore, Stellenbosch Municipality needs to broaden the entrepreneurial sector in Khayamandi through

- Local economic development programmes (LED), so that local small business or medium business entrepreneurs can also play their part in the development of their community;
- NGOs that will employ local people and empower them with skills and abilities to start their own small businesses;
- Utilising local/community organisations for funding of local projects.

When the entrepreneurial sector is developed, the public will be empowered to *influence, direct and own* development and decision-making processes.

6.7 SUMMARY

Stellenbosch Municipality was led by a coalition of the Democratic Alliance (DA), African Christian Democratic Party (ACDP) and United Democratic Movement (UDM), and forms part of the Winelands District Municipality, which is led by the African National Congress (ANC) until April 2011. However, the Democratic Alliance (DA) currently leads Stellenbosch Municipality (local municipality) and the Winelands District Municipality. Stellenbosch Municipality is one of the oldest municipalities in the Western Cape. Creating opportunities for the public to participate in the affairs of its community is a

responsibility of the local municipality, as stated in the legislative framework and the Gwala Public Participation Model. The Khayamandi community has seen some development taking place, but has not been part of the decision-making or part of the implementation process. It appears that the local municipality has not followed legislation to the letter in the area of public participation; hence participation is at the level of Tokenism.

There are some cardinal aspects regarding public participation in Stellenbosch Municipality at Khayamandi that need to be improved. This study shows that the people on the ground feel that they have been left out and not given full scope in participating in issues relating to their community.

It must also be pointed out that most of the ward committees are not functioning optimally. Meetings are poorly attended; the level of public participation is very low. An enabling environment has not been created for *influencing, directing, owning* decision-making processes and the community-based development. This situation will have to improve if Khayamandi wants to achieve category C, Public Power level in Gwala Public Participation Model. The interviews conducted have indicated that municipal officials are aware that public participation at Khayamandi is not at the empowering level. The municipality itself should make the issue of public participation a priority, since its absence violates the same legislation that put it in power. The survey, observation and focus group interviews indicated that the public does not see itself as the driver of community-based development at Khayamandi currently; hence some of the projects are vandalized and not cared for. Khayamandi can only develop when both the local municipality and the public assume their role as change agents and also begin to see each other as equal partners in community-based development. The results have also shown that the relationship between Khayamandi and the local municipality is facing some challenges such as lack of trust, poor service delivery, lack of proper participation and limited visibility to the public. However, it is clear that that Khayamandi has the ability, capability and capacity to *influence, direct and own* community-based development. Stellenbosch Municipality needs to create a platform for the public to engage and fully participate in its own development.

This chapter focused on recommendations to improve participation through public meetings. This type of participation strategy can be the easiest to implement if it is correctly understood and correctly applied, but unfortunately it is misunderstood and

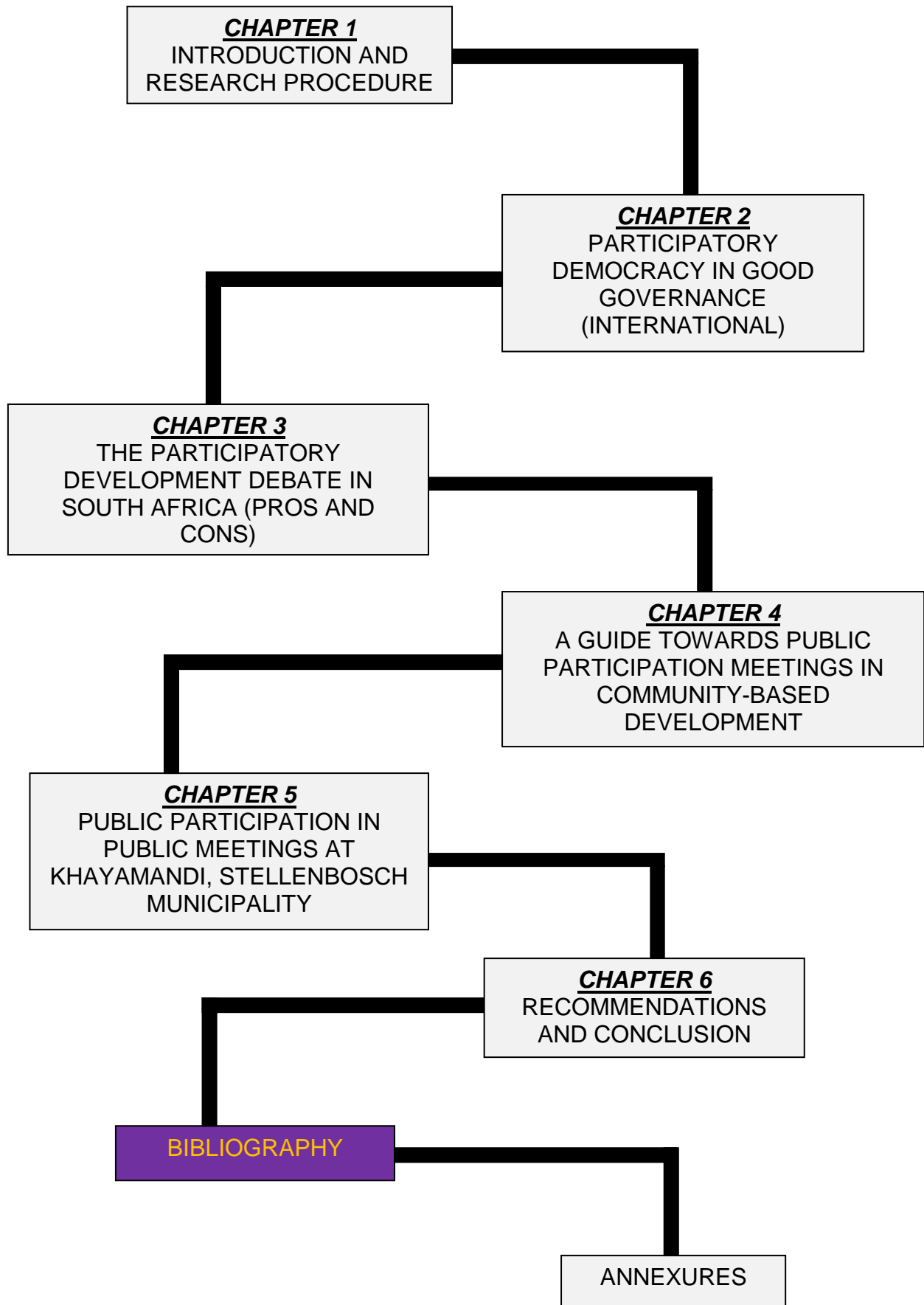
misapplied in this case. This study has shown that in communities where participation through public meetings is used as a strategy, those communities develop a sense of responsibility and ownership of all the community-based development projects. Khayamandi is not an exception; given the right motivation and drive from the local municipality, it can develop that sense of responsibility and ownership of its community-based development. Then the scope will be created for Khayamandi to *influence, direct and own* community-based development as well as decision-making processes.

The questions posed in Chapter 1 that this study resolved to answer are as follows:-

- What input can the public make in community-based development meetings such as ward committee meetings at Khayamandi?
- To what extent does the community want to be a willing participant in its own development?
- Does the Khayamandi community have the capacity to *influence, direct and own* development?

Having discussed various issues around these questions, the researcher has ascertained that the input that Khayamandi community makes in community-based development meetings is minimal. This is explained by the category of Tokenism they are at in the Gwala's Public Participation Model. By means of interviews, the researcher's observation and questionnaires, the researcher found out that Khayamandi community is willing and ready to assume its role of influencing, directing and owning community-based development. The critical question is the one that deals with the *capacity* the community has to *influence, direct and own* decision-making processes in community-based development. The Khayamandi community is not yet capacitated to influence, direct and own decision-making processes and community-based development. The hypothesis in Chapter 1 states **public participation in public meetings such as ward committee meetings can be effective, if the public is given the space and scope to *influence, direct and own* decision-making processes and community-based development.** True as this may be, at Khayamandi public participation in public meetings is still ineffective and therefore the public is denied the space and scope to *influence, direct and own* decision-making processes and community-based development. As long as the public in its educational level, political maturity and stability, transformational leadership, level of responsibility and willingness to learn and participate has not moved to category C, the level of Public Power level, the public will remain disgruntled, angry and destructive.

This chapter has offered recommendations that, if applied correctly, could capacitate Khayamandi to assume its rightful position of *influencing*, *directing* and *owning* decision-making processes and community-based developments.



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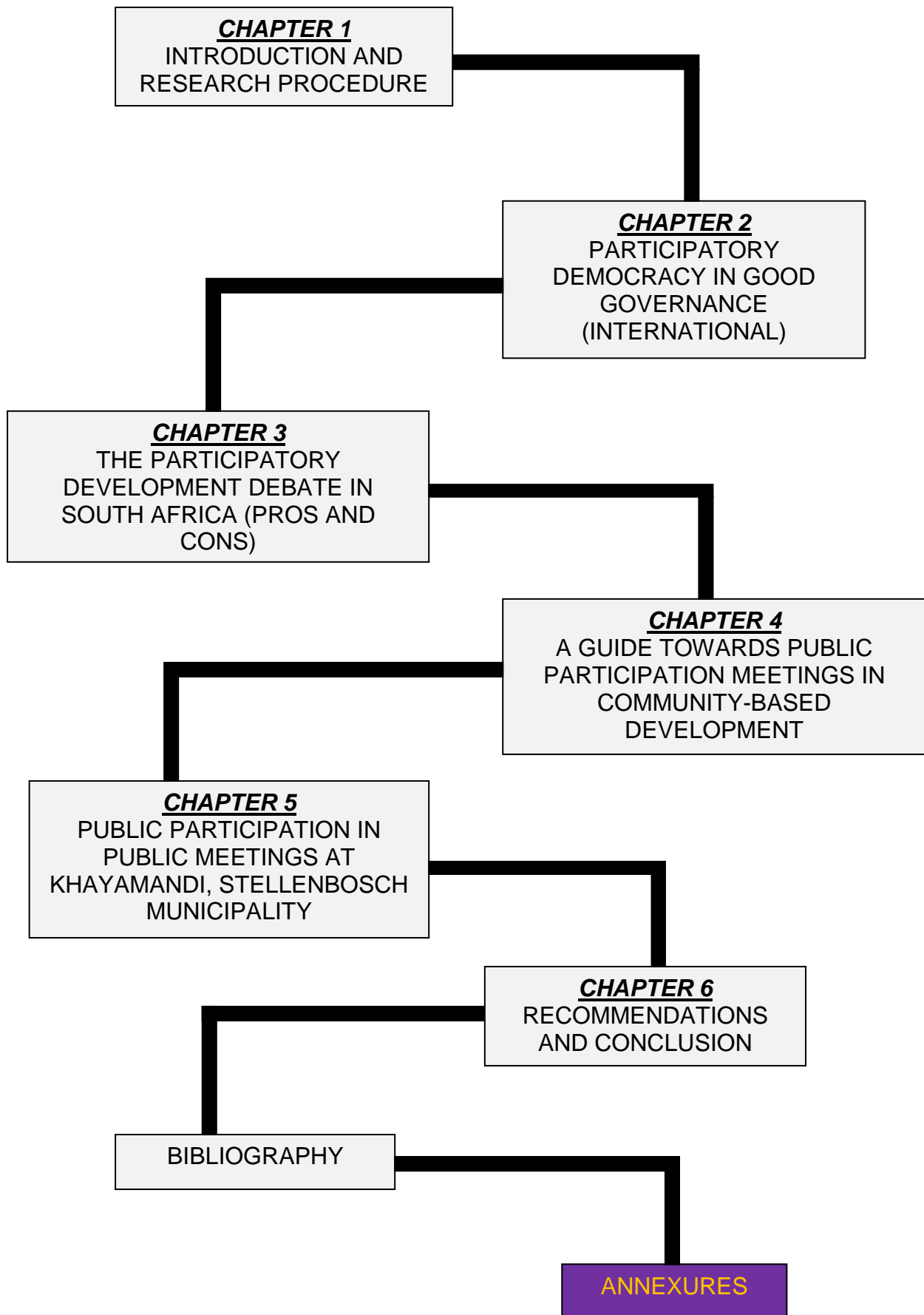
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	ANNEXURES
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1. Annexure 1 – Observation Khayamandi Public Meetings
2. Annexure 2 – Personal Interview for Khayamandi Community
3. Annexure 3 – Focus Group Interview
4. Annexure 4 – Questionnaire for Khayamandi Community

8.1 ANNEXURE 1

OBSERVATION KHAYAMANDI PUBLIC MEETINGS

AN EVALUATION OF PUBLIC PARTICIPATION IN PUBLIC MEETINGS: THE CASE OF KHAYAMANDI COMMUNITY IN THE MUNICIPALITY OF STELLENBOSCH

Type of meeting: _____ Date: _____

Time: _____ Chairperson: _____

1. Meetings are announced in advance.	1	2	3	4	5
2. The attendance register is taken.	1	2	3	4	5
3. The chairperson plays his/her role in the meeting.	1	2	3	4	5
4. The secretary plays his/ her role in the meeting.	1	2	3	4	5
5. The agenda is clear and straight forward.	1	2	3	4	5
6. The background work has been done prior to the meeting.	1	2	3	4	5
7. The meeting runs smoothly.	1	2	3	4	5
8. Members in the meeting are afforded an opportunity to voice their opinions and concerns.	1	2	3	4	5
9. Members in the meeting are taken seriously by the chairperson.	1	2	3	4	5
10. Decisions are taken following the majority vote or consensus route.	1	2	3	4	5
11. Minutes are professionally taken.	1	2	3	4	5
12. Minutes that are taken in each meeting are accurate.	1	2	3	4	5
13. During the meeting, each task is allocated to someone who will be responsible for it.	1	2	3	4	5
14. The chairperson concludes the meeting well.	1	2	3	4	5

NB: The rating: 1 – strongly disagree and 5 – strongly agree

OBSERVATIONS:

8.2 ANNEXURE 2

PERSONAL INTERVIEW FOR KHAYAMANDI COMMUNITY

AN EVALUATION OF PUBLIC PARTICIPATION IN PUBLIC MEETINGS: THE CASE OF KHAYAMANDI COMMUNITY IN THE MUNICIPALITY OF STELLENBOSCH

Date of Interview: _____

Time of Interview: _____

Name of the Interviewee: _____

Instructions to be read before the interview is done

- There are no right and wrong answers but your personal opinion is sought.
- For confidentiality and anonymity purposes your name is not required.
- The purpose of this interview is to fulfil the requirements of a Master's degree in Public Administration at the University of Stellenbosch.
- Participation in this study is entirely your choice.
- The information provided may assist the Municipality of Stellenbosch in improving its IDPs for the communities within its jurisdiction upon request.
- The findings of this study will be made available to you upon request.
- For more information, clarity and enquiries, please contact Mzonzima Gwala @ (021) 850 7592 or gwalam@hbc.ac.za

Consent signed _____ at Khayamandi in Stellenbosch on this _____ day of _____ 2009 (the signature is optional, some respondents may prefer to give a verbal consent)

- Introduction of the researcher.

- Sir or Madam, can you please introduce yourself briefly?

- What role do you play in Khayamandi community?

- How much development is taking place in this community?

- Is the public aware of that development?

- Khayamandi community has zonal committees, are you aware of that?

- What are the activities of a Ward Forum?

- Do these meetings have a meaningful contribution to development in Khayamandi?

- Are these meetings planned and conducted with the aim to involve the public in matters of development?

- How does the public participate in discussing issues of development and in decision-making in development issues in this community?

- At which level of participation is the community of Khayamandi at?

- In your opinion, are Ward Forum meetings well attended?

- Do developers or local government officials take the community's input on various issues of development seriously?

- Do you understand the public as the beneficiary of any development that takes place here in Khayamandi community?

- Do you believe that members of the public here at Khayamandi *direct, own* and *influence* and development?

8.3 ANNEXURE 3

FOCUS GROUP INTERVIEW

AN EVALUATION OF PUBLIC PARTICIPATION IN PUBLIC MEETINGS: THE CASE OF KHAYAMANDI COMMUNITY IN THE MUNICIPALITY OF STELLENBOSCH

Date of Interview: _____

Time of Interview: _____

Name of the Interviewer: _____

Instructions to be read before the interview is done

- There are no right and wrong answers but your personal opinion is sought.
- For confidentiality and anonymity purposes your name is not required.
- The purpose of this interview is to fulfil the requirements of a Master's degree in Public Administration at the University of Stellenbosch.
- Participation in this study is entirely your choice.
- The information provided will assist the Municipality of Stellenbosch in improving its IDPs for the communities within its jurisdiction.
- The findings of this study will be made available to you upon request.
- For more information, clarity and enquiries, please contact Mzonzima Gwala @ (021) 850 7592 or gwalam@hbc.ac.za

Consent signed _____ at Khayamandi in Stellenbosch on this _____ day of _____ 2009 (the signature is optional, some respondents may prefer to give a verbal consent)

- INTRODUCTIONS

- Introduction of the researcher

- Introduction of each member of the focus group

- FOCUS GROUP QUESTIONS

- In your opinion what is the role of Ward Forums in Khayamandi community?

This image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There are approximately 20 lines visible. The paper has a slight shadow on the right side, suggesting it's resting on a surface.

- What impact does the public have on these committee meetings?

This image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There are approximately 20 lines visible. The paper has a slight shadow on its right side, suggesting it's resting on a surface.

- Can you honestly say the public *directs*; *owns* and *influences* development that takes place in Khayamandi?

[illegible]

8.4 ANNEXURE 4

QUESTIONNAIRE FOR KHAYAMANDI COMMUNITY

AN EVALUATION OF PUBLIC PARTICIPATION IN PUBLIC MEETINGS: THE CASE OF KHAYAMANDI COMMUNITY IN THE MUNICIPALITY OF STELLENBOSCH

Date of Questionnaire: _____

Time of Questionnaire: _____

Name of a person administering the Questionnaire: _____

Instructions to be read before the questionnaire is filled in

- There are no right and wrong answers but your personal opinion is sought.
- For confidentiality and anonymity purposes your name is not required.
- The purpose of this survey is to fulfil the requirements of a Master's degree in Public Administration at the University of Stellenbosch.
- Participation in this study is entirely your choice.
- The information provided will assist the Municipality of Stellenbosch in improving its IDPs for the communities within its jurisdiction.
- The findings of this study will be made available to you upon request.
- For more information, clarity and enquiries, please contact Mzonzima Gwala @ (021) 850 7592 or gwalam@hbc.ac.za

Consent signed _____ at Khayamandi in Stellenbosch on this _____ day of _____ 2009 (the signature is optional, some respondents may prefer to give a verbal consent)

Demographic Information

Answer all questions by putting an X in the appropriate box.

1. Period of stay in Khayamandi

Less than 2 years	1
Between 2 years and 10 years	2
11 years and above	3

2. Household status

Own house	1
Rented house	2
Other	3

3. Reason for your stay in Khayamandi?

Birth place	1
Working within the municipality	2
Have chosen to stay within this municipality	3

4. Gender

Male	1
Female	2

5. Which of the following best describes you?

African	1
Indian	2
White	3
Coloured	4
Other, Please specify	5

6. Physical appearance

Abled	1
Disabled	2

7. How old are you? _____

8. Marital status

Married	1
Single	2
Divorced	3
Widowed	4

9. Highest standard passed

None	1
Primary School	2
High School	3
Tertiary	4

10. Income per month

000 – R1999	1
R2000 – R4999	2
R5000 – R7999	3
R8000 – R9999	4
R10000 and above	5

11. Employment status

Employed	1
Self-employed	2
Unemployed	3

12. Type of employment

Skilled	1
Semi-skilled	2
Unskilled	3

13. Are you a Government employee?

Stellenbosch Municipality	1
Other Local Municipalities	2
Provincial	3
National	4

Section A: Meetings at Khayamandi

Rate below as follows: 1 = strongly disagree; 5 = strongly agree

1. Stellenbosch Municipality delivers effective and efficient services at Khayamandi.	1	2	3	4	5
2. I know the leaders of Khayamandi community.	1	2	3	4	5
3. I know my ward councillor well.	1	2	3	4	5
4. I know my committee members well.	1	2	3	4	5
5. I am a member of the ward committee.	1	2	3	4	5
6. I am happy with the developments in Khayamandi.	1	2	3	4	5
7. I am a part of the development in Khayamandi.	1	2	3	4	5
8. The local government officials are driving the process of transformation and development in Khayamandi.	1	2	3	4	5
9. A change in political leadership within Stellenbosch Municipal affects service delivery and community based developments in Khayamandi.	1	2	3	4	5
10. Are the religious leaders involved in integrated community based development?	1	2	3	4	5
11. The crime rate in Khayamandi has a negative factor in integrated community based development.	1	2	3	4	5
12. Vandalism in Khayamandi chases investors and developers away.	1	2	3	4	5
13. The street committees are functioning well in Khayamandi.	1	2	3	4	5
14. I regularly attend ward committee meetings.	1	2	3	4	5
15. I attend IDP meetings in Khayamandi.	1	2	3	4	5
16. I regularly attend public meetings in Khayamandi.	1	2	3	4	5
17. The community at Khayamandi is mobilized to <i>influence</i> , <i>direct</i> and <i>own</i> ICBD.	1	2	3	4	5
18. I see myself as a change agent in Khayamandi.	1	2	3	4	5
19. I see the local municipality as a change agent in Khayamandi.	1	2	3	4	5
20. I am very happy with the Stellenbosch Municipality officials.	1	2	3	4	5

Section B: Development projects

Rate below as follows: 1 = lowest ranking; 5 = highest ranking

How satisfied are you with:	1	2	3	4	5
21. The roads in Khayamandi?	1	2	3	4	5
22. The housing project in Khayamandi?	1	2	3	4	5
23. The stadium that the community has?	1	2	3	4	5
24. The multi-purpose centre that Khayamandi has?	1	2	3	4	5
25. The taxi rank that Khayamandi has?	1	2	3	4	5
26. Educational facilities that Khayamandi has?	1	2	3	4	5
27. Parks and recreation centres that Khayamandi has?	1	2	3	4	5
28. Sporting facilities that Khayamandi has?	1	2	3	4	5
29. Access to government's services in Khayamandi?	1	2	3	4	5
30. The community halls that Khayamandi has?	1	2	3	4	5
31. Considering all your participation or non-participation, how would you rate the overall satisfaction on development projects at Khayamandi?	1	2	3	4	5

Section C: Quality of services in Khayamandi

Rate below as follows: 1= lowest ranking; 5 = highest ranking

Services offered	1	2	3	4	5
Refuse removal	1	2	3	4	5
Sewerage collection and disposal	1	2	3	4	5
Electricity/ gas supply	1	2	3	4	5
Water supply	1	2	3	4	5
Street lighting	1	2	3	4	5
Municipal health services	1	2	3	4	5
Municipal roads and storm water drainage	1	2	3	4	5
Municipal parks and recreation	1	2	3	4	5
Considering your experiences in Stellenbosch Municipality, how would you rate your overall quality of municipal services rendered to your community?	1	2	3	4	5

Your assistance is well appreciated, thank you for your time.