

**THE STRUCTURAL ARRANGEMENTS IN LOCAL GOVERNMENT AND THEIR
ROLE IN PROMOTING COMMUNITY PARTICIPATION IN BASIC SERVICE
DELIVERY: A CASE STUDY OF EMALAHLENI AND INTSIKA YETHU LOCAL
MUNICIPALITIES IN THE CHRIS HANI DISTRICT MUNICIPALITY AREA**

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ABSTRACT

This study analyses the effectiveness of community participation in service delivery. The area of study, the Chris Hani District Municipality (CHDM), is a Water Services Authority, responsible for ensuring access to water services (water and sanitation) by all communities within its jurisdiction. There are eight local municipalities within the CHDM. The objective of this study is to determine whether systems are in place in local government to promote participation by communities in service delivery projects and whether these systems are being utilised efficiently by the role-players concerned. The role-players in this research are people who are involved in community development programmes of the municipality (municipal staff in the relevant departments of the municipalities under study, the social facilitators, civil society organisations, ward committees, ward councillors, traditional authorities as well as the representatives of communities (Project Steering Committees) who are beneficiaries of the projects under study).

The projects that are under study were selected from a readily available list of CHDM capital projects that appear in the 2003/2004 financial year funding plan and are running.

The findings of the study at both levels (local and district) show that the municipal environment is not conducive to promoting community participation. This is linked to factors such as the structural arrangements, whereby the offices relevant for promoting community participation are not fully occupied, which provided evidence that community participation is not prioritised. There is lack of coordination of programmes within the local government spheres as well within departments of the DM and strategies for community participation

have been found to be non-effective. At project level lack of community participation is linked to the utilisation of ward committees as the only mechanism for community participation regardless of its un-equal and party biased representation. This study therefore concludes that although the systems to promote community participation are in place, they are not effective.

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LIST OF ACRONYMS

AKDN	Agar Khan Development Network
CBOs	Community Based Organisations
CBP	Community-Based Planning
CDW	Community Development Workers
CHDM	Chris Hani District Municipality
CLO	Community Liaison Officer
CMIP	Consolidated Municipal Infrastructure Grant
CMTP	Consolidation of Municipal Transformation Programme
CRWSS	Cacadu Rural Water Supply Scheme
COGTA	Department of Co-operative Governance and Traditional Affairs
CSOs	Civil Society Organisations
CSSP	Civil Society Support Programme
DCF	District Communicators Forum
DHLGTA	Department of Housing Local Government and Traditional Affairs
DPLGTA	Department of Local Government and Traditional Affairs
DM	District Municipality
DSTT	District Sanitation Task Team
DWA	Department of Water Affairs
DWAF	Department of Water Affairs and Forestry
EC	Eastern Cape
ECLGTA	Eastern Cape Local Government and Traditional Affairs
EHPs	Environmental Health Practitioners
GCIS	Government Communication Information System
HIV	Human Immunodeficiency Virus
IDASA	Institute for Democracy in Africa
IDP	Integrated Development Plans
IGR	Intergovernmental Relations
IMPISA	Institute of Municipal Personnel Practitioners
IPED	Integrated Planning and Economic Development
ISD	Institutional and Social Development
ISRDP	Integrated Sustainable Rural Development Programme
LED	Local Economic Development

LGSETA	Local Government Sector Education and Training Authority
LM	Local Municipality
MEC	Member of the Executive Committee
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructure Grant
NEPAD	New Partnership for Africa's Development)
NGO's	Non-Governmental Organisations
NMBM	Nelson Mandela Bay Municipality
PDA	Participatory Development Approach
PHAST	Participatory Hygiene and Sanitation Transformation
PMU	Project Management Unit
PRA	Participatory Rural Appraisal
PSC	Project Steering Committee
RDP	Reconstruction and Development Programme
RRA	Rapid Rural Appraisal
RSA	Republic of South Africa
RULIV	Promotion of Rural Livelihoods Programme
SALGA	South African Local Government Association
SARAR	Self esteem Associative strengths, Resourcefulness Action Planning and Responsibility
SMMEs	Small Medium and Macro Enterprises
TAS	Turn Around Strategies
TLCs	Transitional Local Council
TRCs	Transitional Rural Council
URP	Urban Renewal Programme
VHW	Village Health Workers
VWC	Village Water Committee
WSA	Water Service Authority
WSDP	Water Services Development Plans
WSSP	Water Supply and Sanitation Policy

CHAPTER 1

Introduction and Background to the Study

1.1 Introduction

The post-apartheid state in South Africa has introduced a “bottom-up” approach to development through decentralisation of governance to local communities. This approach is supported by the different pieces of legislation that have been developed since the beginning of democracy after the 1994 national government elections. These pieces of legislation aim to facilitate a transition from apartheid which was characterised by a top-down approach to development and where citizens had no say in the matters of government, to a post-apartheid system of government. They have also been developed in order to guide local government in pursuing its mandate and in assisting local government to remain accountable to the people it is meant to serve.

These pieces of legislation indicate that the South African government acknowledges that community participation is important. They include The White Paper on Reconstruction and Development Programme, the Constitution of the Republic of South Africa, the Municipal Structures Act, the Municipal Systems Act, and the Community Development Worker Programme which was introduced as an alternative way of facilitating the participation and involvement of communities in government matters. Section 118 (1) of the Constitution of the Republic of South Africa, as quoted by Mettler and Baatjies, states that “a provincial legislature must (a) facilitate public involvement in the legislative and other processes of its committees” (Mettler and Baatjies, 2006:4).

“The nature of South African democracy, which is characterised by public participation, ensures that people participate in all aspects of their government including finance.

Community involvement in the allocation of public financial resources ensures that the public is aware of the developmental targets set for that particular municipality as well as the level of accountability” (Government Digest, 2009:72). Claassens and van Zyl also argue that although transparency is key in public finance theory, it is not only a requirement for effective participation around budget issues, but it is also conducive to better decision making in government (2005:1-2).

Van Vuuren refers to lessons learnt on the bucket eradication programme (National Bucket Replacement Programme launched in 2005 by the National government) and which have identified community participation as key in projects of service delivery. She says that the lessons learnt from this programme have been categorised into institutional, technical and social, and that the emphasis on publication of these lessons has been on the importance of “political buy-in and participation of the relevant communities, and that communication between stakeholders is key. The other important element is that it is important for communities to take ownership of the new sanitation systems, and the handover of projects and structures is to take place as soon as possible after completion” (van Vuuren, 2008:5).

Esau, discussing institutionalising local democracy in South Africa states that “several advances have been made to afford South African citizens the opportunity to participate in decisions that affect their daily lives and to hold the state accountable”. Esau adds that chapter seven of the 1996 Constitution outlines as one of the objectives of local government to “encourage the involvement of communities and community organisations in the matters of local government” (2007:11). According to the White Paper on Local Government, local government also has a constitutional responsibility of ensuring that the citizens participate in all the processes towards service delivery (section:3.3). This thesis looks at community participation in service delivery and it is therefore necessary to provide a brief overview of the legislation that relates to community participation and it follows below.

The Municipal Systems Act of 2000 is an indication of the government’s realisation of the importance of community involvement in the affairs of the local government. It encourages community participation, stating that a municipality must develop a culture of municipal

governance that complements formal representative government with a system of participatory governance (2000:c4). Scotts, in presenting a new proposed tool for promoting community participation in Integrated Development Plans (IDP) (Participatory Multi-Criteria Decision Analysis) also refers to this Act adding that “it should be noted that with respect to the IDP the ‘poor and other disadvantaged groups’ are specifically highlighted within the definition of a community....” (2005:698).

The White Paper on Service Delivery provides the principles known as Batho Pele – meaning “people first”. These principles amongst others include consultation with the public as the client (RSA, 1994: section1.4). The Municipal Finance Management Act 56 of 2003 requires the involvement of communities in the budget and IDP review of the municipalities. The Municipal Structures Act of 1998 provides for the establishment of ward committees whose responsibility is described as “to encourage the involvement of communities and community organisations in the matters of local government” (Department of Local Government & GTZ South Africa, 2005:8).

The Draft Revised National Sanitation Policy of July 2000 requires community participation in planning and decision making in all but the most centrally driven projects and those include Water Services Development Plans (WSDPs) and Integrated Development Plans (IDP) which require substantial community input. The policy further shows the importance of community involvement by stating that “while promoting ownership inevitably slows delivery, in the long run the increased sustainability outweighs the gains made from rapid delivery” (2000:36). These are discussed at length in the next chapter.

Despite the government’s commitment to community participation through the policies such as those outlined above, there is minimal participation and involvement of communities in the projects of basic service delivery.

1.2 Service Delivery Protests

In line with Chapter 3 of the Constitution of the Republic of South Africa, the South African government is divided into three spheres: the national, provincial and local government. Local government consists of the district, metropolitans and local municipalities. These spheres have powers and functions assigned by the Constitution (sections 156 and 229), and the Municipal Structures Act (section 84). These powers and functions are further discussed in Chapter 6 of this report. Ismail, Bayat & Meyer (1997:3), state that it is the role of local government to deliver basic services through the local and district municipalities. In relation to the Acts presented above, in fulfilling this mandate, local government has to involve communities in service delivery initiatives that affect them.

There is a general lack of awareness in communities about the local government service delivery programmes. From a national perspective and current scenario, the problem of lack of awareness, involvement and participation by communities in basic service delivery programmes is evident in the crisis country-wide. These protests have been observed in some provinces of South Africa. In July 2007, according to Hlongwane (2007:8), a councillor at the Metsimaholo Local Municipality in the Free State Province was stoned and axed to death at his home by a mob allegedly protesting against nepotism and slow housing delivery. The residents from an informal settlement were angry because they had been living in shacks for eight years.

Molefe in the City Press (2007:23) quotes the statement made by the former ANC's Head of Presidency, Smuts Ngonyama in relation to the poor communication about government delivery programmes saying "information about what is being achieved is not filtering to the communities..... Councillors will continue to face the wrath of communities because they are at the coalface". Molefe also adds that Ngonyama believes that the communities were not aware of the municipal programmes such as the Integrated Development Plan (IDP) where projects to be implemented are listed and this resulted in protests especially in the informal settlements. What this suggests is that there is lack of information flow and feedback from the municipalities to the communities and back.

The case of the Khutsong Area in the Merafong Municipality in the Gauteng Province where communities were rioting against the incorporation into the North West Province (following abolition of cross-border municipalities), also shows that “ the fundamental principle of the democratic local government system, namely, that citizens are consulted if their municipal boundaries are to change, appears to have been disregarded...” (Hollands, 2007:2).

The problem of lack of community involvement in projects of service delivery is also cited in the Chris Hani District Municipality annual report of 2001/2002 as a challenge in infrastructure programmes, where it is stated that “communities are not involved in identifying and prioritising projects. As a result when a project is approved, most projects are delayed when buy-in of communities is being sought e.g. through social facilitation” (2001/2002:19). The other consequence of non-involvement of communities in developmental initiatives is that the communities do not own these developments even though they are meant for them. Cases of ‘white elephant’ projects have been observed by the researcher in the Chris Hani District Municipality as well. A taxi rank in Lady Frere, a town in Emalahleni Local Municipality has not been in use since its completion in 2006 as the beneficiaries claim they were never involved and the site where it has been established was not their choice.¹

In Mpumalanga province, according to Forum SA, the library in Balfour's Siyathemba Township was burnt during a protest that appears to have shifted from labour recruitment demands to a demand for the local mayor to resign². In Johannesburg a man died after being shot in a protest at the Lion Park informal settlement off Johannesburg's Malibongwe Drive. (06/10/2010)³. In another instance police fired rubber bullets on 200 protesters in Thokoza Township outside Johannesburg, where they stoned police cars in anger because of their dire housing conditions. This is said to have occurred after a riot took place in Diepsloot, also near

¹ Interview with CHDM technician for Emalahleni local municipality area on 04/02/2009 at CHDM Offices

² www.theforumsa.co.za/forums/showthread.php?t=6724 accessed on 21/10/2010 at 14:00.

³ www.news24.com/SouthAfrica/News/Man-dies-after-service-delivery-protests.-20101006 accessed on 21/10/2010 at 14:10.

Johannesburg. Two police cars were destroyed, buildings were burned and passing cars stoned in protest against moves to demolish shacks in order to build sewerage lines⁴.

Mathekga & Buccus argue about the capacity of municipal systems, saying that “while the new institutions of local government have been created with the genuine intentions to positively affect democracy and to bring about social and economic delivery at local government, these institutions have not been able to live up to expectations”. They further add that “there has been discrepancy in relation to the institutional vision behind local government as expressed through the legislative framework vis-à-vis the actual expectations of people at the receiving end of the system” (Buccus, Hicks & Ngwenya, 2006:11-14).

As the researcher is actively involved in the service delivery projects in the Chris Hani District Municipality area, focusing mainly on promoting community participation, she has had an opportunity to observe the shortcomings in the constitutionally mandated participatory process. The limitations and failures have been observed in numerous arenas: in the community report-back and project-progress report meetings, throughout all the stages involved in implementation of infrastructure projects which include: planning, construction, completion and handover to communities. The questions of concern around the projects which the communities raise during the *imbizos*, and during local and provincial awareness campaigns are an indication that the communities are not involved in the processes of service delivery. The communities have chosen to use the *imbizos* as platforms for raising issues of concern that they could have raised at a local municipality level. The reason that this happens is that there is no flow of information from the municipalities to its constituencies with regard to developmental and service delivery issues.

According to Kotze (1997:75) institutional developments are of critical importance in service delivery. It is a problem that even though development may create a better environment, the institutions through which it is supposed to be put in place are often ineffective and do not have the capacity to provide the necessary services and works.

⁴ www.mg.co.za/article/2009-07-22-sa-hit-servicedelivery-protests. South Africa Hit by service delivery protests accessed on 21/10/2010 at 14:13.

The above mentioned challenges to service delivery in local government prompted the Department of Local Government, under the leadership of the former Minister of the Department of Provincial and Local Government Sidney Mufamadi to initiate a policy review process for provincial and local government. This policy review process involved seeking public input on 65 questions of which the first and second (1 and 2) were about how municipalities could involve the communities in the affairs of the municipality and how their participation could be made effective (De Visser, Christmas & Baatjies, 2007:3).

The service delivery protests have continued even after the new government administration took over after April 2008 (which marked the fourth democratic elections in the country). The new Department of Cooperative Governance and Traditional Affairs (COGTA) came into being, inheriting the service delivery challenges of the former administration. This was even before the policy review process was started. According to Powell (2009:12) the service delivery protests are linked to the non-functioning municipalities and political leaders where local democracy fails the people. McKenzie adds that these protests are “a reminder that marginal communities in particular have inadequate voice in the system, in spite of its democratic underpinnings”. Even the IDP as a method for community participation in municipal processes is not user-friendly judging by the number of pages that it comprises (McKenzie, 2009:4).

1.3 The Local Government Turnaround Strategy

With Local Government facing the above problems, it was necessary to find the root causes of the problems and a need to assess the municipalities became imperative. An assessment was therefore implemented by the Department of Cooperative Governance and Traditional Affairs between April and August 2009 from which a report called the State of Local Government in South Africa was produced. In spite of the successes of local government since 2001, the report also points out that “these good practices are overshadowed by a range of problems and challenges that is placing local government system in distress” (COGTA, 2009:11).

After a meeting that was held in Cape Town on the 20th of October 2009 with the Mayors of all the municipalities of South Africa, a framework for a turnaround strategy was proposed and discussed at a Local Government Indaba held in Boksburg on 21 and 22 October 2009 (South African Local Government Association (SALGA), 2010), Hughes, 2010:7-8). This strategy was launched in December 2009 (Carrim, 2010:19). It is meant to provide the basis for a sustainable improvement in municipal performance⁵. “With so many municipalities in the news for all the wrong reasons, public confidence in local government has taken a serious knock. The solution to this is a Turnaround Strategy (Hetherington, 2009:12).

In realisation of the fact that lack of involvement of communities in local government is the main reason for the protests, Shiceka, the Minister of Cooperative Governance and Traditional Affairs sees the success of even the turnaround strategy as relying on engaging with community views, and according to McKenzie, Shiceka further says that “For it to succeed the Turnaround Strategy must be based on people” (McKenzie, 2010:13).

The main focus of this study is on two local municipalities of the Chris Hani District Municipality, namely, Intsika Yethu and Emalahleni Local Municipalities.

1.4 Objectives of the study

The main objective of this research is to discover whether in local government there are adequate systems in place to promote citizen participation in projects of basic service delivery. The study includes analysis of both the local and the district municipality (as instruments of service delivery); and their institutional arrangements whether they are conducive to promoting community participation. At community level the study aims to identify and analyse the role players involved in promoting community participation. The

⁵ Statement from Deputy Minister, COGTA, Carrim, in Delivery Magazine, June/August 2010, page 40

research investigates the level of participation and involvement of communities in service delivery projects in two local municipalities of the CHDM.

1.5 Research Questions

The above objectives lead to the following questions:

1. What is the role of the different stakeholders (beneficiary community, municipal staff, traditional leaders, ward committees and service providers) during the different stages of the project cycle?
2. What is the perception of the municipal staff of community participation in service delivery?
3. What measures are being taken by the municipal staff to ensure community participation?
4. What are the problems preventing them from fulfilling this constitutional obligation?
5. What is the link, if there is, between the local and the district municipality with regards to infrastructure projects?
6. What is the level of involvement of the community during IDP and Budget Review processes?

1.6 Limitations of the Study

The first limitation of this study is that the researcher is an employee of the District Municipality where this research is being undertaken. This therefore means that it is not easy to ask questions for which people think you already have answers. The researcher supervises a team of ISD officials and so questioning them on things that I also know would have made them reluctant to answer compared to if they were asked the same things by a stranger. This therefore demanded that I be open about the reasons for doing the research and explaining that it is for study purposes. In spite of this it was difficult to ask questions relating to the level of study and experience in the field of social facilitation as I considered it to be confidential and it would be unethical to breach this confidentiality. Such information could also not be accessed from the Human Resources Office as it would still be unethical. A strategy of asking additional and sensitive questions informally had to be developed.

The other limitation of the study is that the projects under study are mostly the ones that have problems in that some have been left incomplete and some were never implemented although the community was already made aware that they would be implemented. The further problem with this is that the researcher is working for the District Municipality which is accountable for problems of the projects and therefore Ward 1 Sanitation Project focus groups turned out to be a meeting in order to first address the issues around the project. Some projects were implemented between 1998 and 2003 by the then Department of Water Affairs and Forestry (DWAF), so the old ward councillors whose contact details appear on the project reports have now been replaced and it was difficult to get hold of them.

Some committee members who were involved in these projects have since died and some have migrated to other areas. Some committee members have not updated their contact details which are available on files. The other limitation is that since the projects are from old financial years, the personnel that were involved have since left the institution and the information for other projects was not available. The need for reimbursement of focus groups when called to a central place had also to be considered and payments were therefore made to the Gcibhala Focus Group.

1.7 Structure of the thesis

This thesis is broken down into 10 chapters as reflected below.

Chapter 1 -Introduction and Background to the Study

In this chapter, the background to this study is provided, also quoting the relevant legislation and challenges to service delivery. The main research problem and the objectives of the study are discussed. The research questions and limitations of the study are also presented. This chapter also provides the outline of this thesis.

Chapter 2 -Theory of community participation

This chapter provides a discussion on the theory and literature written on community participation. A brief overview of the apartheid system has been provided as having significance to the challenges of service delivery backlogs in the rural areas of South Africa. The chapter also provides a definition of community participation and the legislation that relates to involvement and participation of communities in service delivery initiatives aimed at benefiting them. The tools and strategies for community participation are also presented and discussed.

Chapter 3 - Overview of role players in participatory development

This chapter provides an overview of the role players involved in participatory development. They include the municipal staff, the social facilitators, ward councillors, ward committees, Civil Society Organisations, Community Development Workers as well as the social facilitators.

Chapter 4 - Research design and methodology

This chapter provides the methodology that has been followed in collecting data for this report. The techniques and procedures that have been followed, as well as the challenges that the researcher encountered during the process are presented. The methods used in the empirical research and the method of data analysis are also discussed.

Chapter 5 - Socio-economic profile of the DM

This chapter provides the history and background to the establishment of the Chris Hani District Municipality providing the legislative framework on which its establishment was based. The geographic set up locality and demographic profile is also provided. The socio-political and cultural aspects including the political history of the district in relation to the after-effects of unequal distribution and unequal access to resources including developmental opportunities are also discussed.

The extent of the service delivery backlogs is also presented, in relation to the history of the group areas and Bantu Systems Act. The service delivery profile is also discussed in relation to the responsibility of Water Services Authority and Water Services Providers that has been given over to the district municipalities and metros by the National Department of Water Affairs and related legislation discussed in this chapter and Chapter 2 as well. The criteria for choosing the projects for study have also been discussed.

Chapter 6 - The Municipal Environment

This chapter discusses the structural set up within the municipalities under study, specifically looking at the departments relevant for the study with regards to the function of promoting community participation in development. The chapter looks at the organograms and whether they have provided for this demanding legislative mandate. In view of the fact that there are personnel within the municipality who have been appointed for this function, it has also been necessary to discover how they perceive it. The responses from the relevant personnel on their perception have been presented and discussed.

This chapter also provides a discussion and analysis of the strategies that the municipal personnel engage in for promoting community participation. These include the feedback mechanism and communication flow from the municipality to the communities, the IDP and Budget Review processes in relation to the constitutional mandate of promoting community participation in all developmental processes of the municipality. The chapter also looks at the subject of co-operative governance with regards to the link between the local and the district municipality on administrative, financial and technical support as stated in the Municipal Structures Act No 117 of 1998 (1998:62), and the Intergovernmental Relations Act. The perspective of the local and provincial spheres of government on community participation is also presented.

Chapter 7 - Critical Analysis of the Role Players

The chapter provides the analysis of the role players involved in participatory development including the issues that prevent them from fulfilling this mandate. These role players include: Civil Society Organisations (CSOs), which are the non-governmental organisations

(NGOs) and Community Based Organisations (CBOs); the traditional authorities who, according to the Municipal Structures Act of 1998, have a role of participating in municipal councils (RSA, 1998:56). The other role players under study are the ward councillors, the ward committees and social facilitators, who are the service providers appointed by the municipality for the purpose of ensuring community involvement in the service delivery projects. The Community Development Workers as other tools for bringing government closer to the people are also presented. The Project Steering Committees (PSCs) are also examined for their role as community representatives.

Chapter 8 - A closer look at case study projects

This chapter looks at community participation at the project level getting into detail of the projects under study. Each project is discussed mainly looking at the role of the community during planning and implementation stages of the project. The factors that hinder effective participation of communities in the projects are presented.

Chapter 9 - Summary and Conclusion

This chapter provides a summary of the findings discussed in the previous chapters and also provides the literary and empirical conclusions of the thesis.

CHAPTER 2

Theory of Community Participation

2.1 Introduction

In Chapter 1 the report provided the background to this study. The country-wide protests around service delivery problems have also been highlighted. Lack of involvement and awareness of communities about the government programmes of service delivery has also been identified as a reason for these protests as people are uninformed. The purpose to the study has also been discussed which is to investigate whether systems are in place in local government (municipalities) to promote community participation in service delivery.

This chapter then seeks to describe the concept of community or citizen participation in relation to service delivery. It provides a background of the apartheid system of government and how it has influenced the access to basic services by all. The legislative framework that relates to community participation is also discussed in detail. The tools and strategies used by municipal staff in promoting community participation are also presented and analysed.

South Africa has a history of an apartheid system of government which means there was unequal treatment and unequal distribution of services between the white or European population and those designated as “non-whites”. The issue of involving people in development came very strongly at the very beginning of a democratic system of government, and seeking to redress the top-down approach to service delivery which was used by the past government. In 1994 the Reconstruction and Development Programme (RDP) was introduced which encouraged the quality of life for all and integrated planning at grassroots and then the Local Government White Paper was introduced in 1998, as discussed in the previous chapter which provided the right to participate.

This chapter examines the meaning and theory of community participation which is discussed in the context of South Africa and outside countries.

2.2 Brief Overview of the Apartheid System of Government in South Africa

The apartheid government which reigned before 1994 was characterised by centralisation of power and separation of the black people from the white people within the boundaries of South Africa. With this separation, the homeland system (Bantustan) was introduced which gave authority to the chiefs or traditional leaders through the Bantu Authorities Act of 1951. These authorities had rights which included owning land, the allocation of lease hold rights (stands) and imposition of levies determined by them (Riekert, 1983:95). They were made formal employees of the state and were also fully dependent on the state for functioning (Bell and Ntsebeza, 2001:109). According to Venter, with this centralisation of power the Governor General was made the paramount chief of all traditional Black tribes in South Africa and therefore gave the government power over the black people. Although the Blacks were separated, they were under strict control and supervision of the provinces. The central government remained in control of schools, hospitals, universities, pass laws and influx control (1989:93,105). There are other consequences of the apartheid regime which range from lack of access to land, access to the labour market, systems of education that were not acceptable, unequal access to resources, unequal access to basic services (Gelb, 2004:4-17) but for the purpose of the study, the focus will be on the issues in relation to community participation.

The home land system subjected the black communities to autocratic ruler-ship of the traditional leaders which was also under dominion of the central government. There were no systems in place that allowed communities to have a say in the affairs of the government as much as the traditional leaders themselves did not have a say in government matters. Development was planned and delivered by the central government. The relevance of the apartheid system to this is that South Africa was divided into separate and unequal spaces and those designs remain imprinted on settlements throughout the country. The Eastern Cape (under which Chris Hani DM falls) and Limpopo provinces have been identified as provinces that struggle the most in reaching service delivery targets. "Poor results for access to refuse

removal services in a number of provinces also reflect the vulnerable socio-economic conditions prevailing particularly in the more rural provinces and especially those regions marked by Bantustan legacies” (Department of Cooperative Governance & Traditional Affairs, 2009:9). This history therefore called for a need to define community participation especially in relation to the new system of local government characterised by decentralisation of power.

2.3 Community Participation Defined

Participation is defined by Hall and Midgley (2004: xii) as a term used to describe any form of beneficiary involvement in development projects and programme activities. Community participation is the act of involving people in decision-making and in all processes towards their development. Burkey (1998:411) describes it as the creation of a democratic system and procedures to enable community members to become actively involved in the institutions and systems that govern their lives and to assume responsibility for their own human development. Roodt says that “by participation we mean people involving themselves to a greater or lesser degree, in organisations indirectly or directly concerned with the decision-making about, and implementation of development” (1996:312). In the Citizen’s Participation Charter of the Province of the Eastern Cape (DHLGTA), it is described as “a democratic process whereby communities are engaged and participate in decision making process with regards to planning, development and provision of municipal services”, and has principles of inclusivity, diversity, transparency, accessibility, accountability, trust, commitment and respect (2008:5,12). “Community participation means some form of involvement of people with similar needs and goals in decisions affecting their lives”⁶.

The above authors commonly describe community participation as active involvement of beneficiary communities in developmental programmes that affect them. According to the Institute for Democracy in Africa (IDASA), citizens are members of the nation, born in the country or naturalized through a formal process and have rights guaranteed by the constitution. Active citizenship and citizenship is a concept that describes an individual and

⁶ www.mcgill.ca/files/mchg/chapter2.pdf accessed on 21/10/2010 at 13:05.

his or her relationship with the state. Citizen participation is vital for a government in touch with its people as it improves the quality of democratic governance by constantly bringing diverse needs, views, concerns, and perspectives into the decision-making process which helps to inform government about what the communities desire about their country (IDASA, 2009).

Community participation has been identified as one of the important elements of service delivery in a Western Cape Sanitation Summit where it was stated that “Communities must be involved, communication and contact with the community is essential” (DWAF, 2008: 22). According to Reid, (2000:2-3), “Active community participation is key to building an empowered community” and “it is a condition for success”.

Although development practitioners like technical people involved in implementation of municipal infrastructure projects acknowledge that community participation is important for development to take place, they agree to this to a certain level. According to them community involvement in decision making is a waste of time as they claim that the people will not understand the technical issues involved and therefore planning can take place without them as they will not have any influence over the programme for project implementation (Stander, 2009⁷). This view is also shared in the article by Scribd⁸ where it is stated that one of the challenges of community participation is that of dissonance between the political (community) and the technical (implementers). The model for levels of community participation is attached as Figure 1.1.

According to Kellerman, “community participation is a complex and ongoing process through which people are enabled to exercise varying degrees of influence over development activities that affect their lives”. He also adds that participation has an advantage of contributing to building the capacity of beneficiaries such that they can sustainably manage and control development activities (Kellerman, 1996:52). This is true in that when you are involved, you get capacitated through information sharing. The participatory tools that are

⁷ Person to person communication with Technical Manager of CHDM, 2009, March

⁸ www.scribd.com/doc/7019124 accessed on 21/10/2010 at 13:00

discussed later in the chapter also indicate that involvement of communities in their development gives them an opportunity to get new information and awareness about issues they did not know about. It makes the people realise their potential because the process of involvement means that they are acknowledged for their indigenous knowledge. Community or Public participation is an approach that argues that people must be involved in the development processes. In the Draft National Policy Framework for Public Participation of 2007, it is defined as a “democratic process of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives” (DPLG, 2007:15).

Cloete and Wissink, describe community participation in development as “the involvement of members of a community in development activities in the community in order to try to influence the outcomes of those activities, and obtain as much benefit as possible from the results of those activities”. He calls it a people centred approach to development which takes place in four ways that include: ‘Ratification’ which refers to a situation where a community is given an opportunity to approve a decision that has already been taken; ‘consultation’ where the community is involved and allowed to take a decision; ‘negotiation’ and ‘execution’ which refers to a situation where the community is directly involved in planning, drafting, implementation and evaluation (Cloete & Wissink 2000:104-106).

In the four ways that are described by Cloete and Wissink above, it can be argued that the most commonly used method is the ratification one. This has been noted by the researcher in the municipal processes of Budget and IDP Review whereby the municipal council would bring and present a “draft” budget for the communities to give input. The processes that I observed as a participant in these road-shows were not allowing any input from the communities. The communities instead brought up their developmental needs and concerns over slow service delivery processes (Engcobo IDP road-show, 02 May 2007)⁹. The IDP processes are discussed here as they are by law and policy a method for allowing communities to participate in the planned development.

⁹ Personal observation as this researcher was part of the team attending this road-show.

Community participation is important for the sustainability of development initiatives because when people are involved in development, they own and take care of such development initiatives. This is confirmed in the Municipal Infrastructure Grant (MIG) booklet, where it is stated that community participation is to ensure amongst other things, that communities are empowered, self-reliant and have a sense of ownership, and that the development programmes are sustainable. The community organizational and management skills are strengthened and can be transferred to other development activities (DPLG, 2004-2007:49).

Public participation, as described by van Jaarsveld, is an ongoing process of decision-making by which the views of all stakeholders who have an interest in or are affected by an issue or project are made part of the decisions regarding that issue or project. Van Jaarsveld adds that this process requires the involvement and commitment of all interested parties including among others the poor and traditionally marginalized groups, especially disadvantaged racial and minorities, and that it “refers to interactions between government and civil society to design, implement and evaluate development policies, projects and programmes” (van Jaarsveld, 2000:2). This is theoretically sound but it may be aligned to specific developments like livelihoods projects other than service delivery projects. In Chapter 6 of the study the three logics of community participation are explained and it can be mentioned that the one that van Jaarsveld refers to here is the funder-beneficiary one because it mentions interested parties, the poor and disadvantaged people. In this case people are participating for a purpose of benefiting, which is different from a service delivery project, which is a basic right.

The importance of community participation is also reflected in the DWAF guidelines for costing household sanitation projects (DWAF, 2007:2&4) where amongst the basic principles it is mentioned that “the sanitation infrastructure must be socially acceptable and serve the needs of the wards. This implies that there must be consultation with the communities at the beginning of each project and their representatives must be included in all decisions regarding the design; and that there should be a participative assessment of the pre-project situation in each community where the specific needs and environmental concerns are identified as defined in the guidelines for a feasibility report”. The guidelines are there to guide but their implementation is not monitored. It is a fact that communities have to choose

for example a toilet structure that they want (brick, movable etc), but the ultimate structure to be built depends on influence by the facilitator. This means that capacity of communities is important for them to be able to be decision-makers.

Community participation is important in that it enhances the sustainability of water services as the process allows for skills development and those skills can be used in other development initiatives and therefore makes communities sustainable (DWAF, 2007:2&4). A people-centred approach according to the Municipal Infrastructure Grant (MIG) booklet ensures that the needs and realities of people are at the centre of all planning and implementation activities. It also ensures that people are empowered through access to information and are therefore able to make informed decisions. In a people-centred approach local knowledge and experience is recognized as the basis upon which to build capacity. People have a sense of ownership for services and therefore take greater responsibility for the services (2004-2007:49). "People centred development shifts the emphasis in development action to people, rather than to objects and production, and to the enhancement of their capacity to participate in the development process" (Kotze & Kellerman, 1996:36). This is also true but capacity on the ground with regards to the number of people involved with communities does not allow for such an approach to be applied. With regard to service delivery projects, the projects have long been identified and are at the point of implementation and therefore the communities have already been left out in planning.

Community or public participation has an advantage of ownership of the development projects by the beneficiary communities as well as an element of sustainability as the communities take care of the things they own. This is discussed in Promotion of Rural Livelihoods (Ruliv) (2001) where the values of PDA including ownership and control are presented. Swanepoel states that "The importance of community participation in development initiatives is crucial for the sustainability of such initiatives. The huge problem of sustaining development and maintaining facilities instituted by local government is resolved if the affected people participate, knowing that they have a stake in the effort and the results" (Swanepoel, 2005:9). Coetzee and Graaff (1996:145), state that real participation takes place when people are consciously involved in development. One of the basic principles of the RDP acknowledges community participation stating that it must be "a people-driven

process.... The RDP is focused on our people's most immediate needs, and it relies, in turn, on their energies to drive the process of meeting these needs" (2007:3).

Commins argues that "Community participation is essential for improvement of service delivery. Effective forms of community participation in service delivery provide both opportunities and incentives for local government officials to respond to community needs". Commins also adds that "mobilization of community members to identify problems and plan and manage projects helps strengthen local capacity for collective action" Commins (2007:1). Whilst the involvement of communities in all the developmental stages of projects and programmes is crucial in democratic practice in South Africa, there is still a gap in the facilitation of this process (Buccus, et al, 2008:5). Again here the issue is on the people to do the work. In post-apartheid South Africa, participation has to have an element of redress for the historical exclusion of the majority at local level. The policies that have been introduced by the new system of government are seeking to counter the top-down approach to development and they are discussed below.

2.4 Legislative Framework on Public Participation

As presented in Chapter 1 of this thesis the post 1994 South African government acknowledges that the communities which are the beneficiaries of the developmental programmes have a role to play in these initiatives and in order for them to play a role, they need to be involved. Madyibi (2009) in his presentation of a strategy for public participation, provides four major senses of public participation and they include participation as voters (to ensure democratic accountability), as citizens (to contribute to policy processes), as consumers and end users (value for money and affordable services), and participation as organised partners engaged in resource mobilisation for objectives.

The Acts of Parliament that have been passed since 1994 are in support of community participation because they have an element of community participation as discussed below. This shows that the government is committed to ensuring that the communities by law are entitled to participate in governmental programmes. The issue is whether these policies, good

as they are, are adhered to, and also the method for ensuring accountability. These policies are discussed and analysed below in the order of years of establishment.

The White Paper on Reconstruction and Development of 1994 came just after the change in the system of government which was characterised by a top-down approach to service delivery. Development at that time did not come as a need identified and prioritised by the communities but as a government programme. They did not have a say on where to put infrastructure. The Paper states that development is not about the delivery of goods to a passive citizenry, (which is what was happening prior 1994) but it is about active involvement and growing empowerment (RSA, 1994: section 1.3.3.). In meeting the basic needs of the people, it also states that people should be involved by being made part of the decision making on where infrastructure is located, by being empowered to manage and administer large scale programmes, (RSA, 1994: sections 1.4.3). The capacity of our communities with regards to knowledge inhibits them from playing a significant role in government affairs. Although there are opportunities for communities to participate, Claassens and van Zyl indicate that capacity is an important factor determining effective utilisation of such opportunities (2005:265). The imbalances of the past have contributed to this weakness.

The Water Supply And Sanitation Policy White Paper Of 1994 aimed at setting out policy for the newly formed department (Water Affairs and Forestry), with regards to water supply and sanitation services and it acknowledges that service provision is to be implemented at the local level (DWAF, 1994). This paper was also published during the same period as the RDP paper. One of the principles of this Paper is that development must be demand driven and therefore communities must accept responsibility for their own development. In practice demand driven would mean that the people have been engaged in a process of needs identification and have prioritised their developmental needs. This process is the Integrated Development Planning (IDP). Ideally the IDP is for that purpose.

Section 11.3 of the *White Paper On The Transformation Of Public Service Of 15 November 1995*, concerning government-community partnerships, states that “communities should be afforded an opportunity to participate in the decision making processes on issues

affecting their welfare, and where feasible should be encouraged to contribute to the delivery of services through community based initiatives” (RSA, 1995: section 11.3). This is also to allow communities to play a role in the process of service delivery but the Paper does not provide the mechanism for involving the communities in these processes.

The Constitution Of The Republic Of South Africa (1996) states that Local Government should provide a democratic and accountable government for local communities as well as encouraging the involvement of communities and community organisations in the matters of local government (RSA, 1996: section 152 (a) and (e)). It implies that local government is accountable to the communities and must involve communities and community organisations in its affairs. The challenge to this element of the Constitution is that the systems for community participation like the ward committees had not yet been established at the time of the Constitution. It is not specific on the areas of accountability to local communities and how it is to be ensured. Section 212 provides for the role of traditional leaders stating that “National legislation may provide for a role for traditional leadership as an institution at local level on matters affecting local communities”. This role only refers to establishment of the house of traditional leaders and council of traditional leaders as institutions at local level for a role in matters affecting communities. This role is not clear and the role of promoting community participation as the traditional leaders used to play before is not catered for. The constitution also provides for the Bill of Rights which has a number of principles one of which is that everyone has the right of access to any information held by the state (section 32).

The White Paper On Transforming Public Service Delivery (Batho Pele White Paper) October 1997 has a purpose of improving delivery of public service with reorientation in the customer’s favour, an approach which puts people first. It also aims to “create a framework for the delivery of public services which treats citizens more like customers and enables the citizens to hold public servants to account for the service they receive” (RSA, 1997: section 1.2.12). It refers to citizens as ‘customers’ which in the business sector come first. The Act also provides eight principles of ‘Batho Pele’ meaning ‘people first’, four of which talk about consulting the customers about services they are to receive; that they be allowed opportunity to choose a service where possible; they be informed about the level and quality of the

service they are to receive; be made aware of what to expect; they be provided with full and accurate information about the public services to which they are entitled; that they be told how national and provincial departments are run and how much they cost, and who is in charge (RSA, 1997: section 3).

The advantage of consultation is that it gives the citizens an opportunity to influence decisions about public services and their objective evidence will determine the service delivery priorities and will foster a more participative and cooperative relationship between the users and providers of the services (RSA, 1997: section 4.1). The Paper provides a clear direction for making people come first in service delivery. These eight principles are simple and comprehensive, but the problem is that it does not provide a guide as to how it must be implemented at the level of the customers, and how often the consultation should take place as well as the timing of the interventions. In CHDM the focus for service delivery currently is to have the backlogs eradicated, and the issue of making people decide and choose what they want is not feasible for basic services like water and sanitation. The consumers are consulted about the services they are to receive through community awareness programmes.

The Paper further recommends that the necessary institutional arrangement at National and Provincial departments should be in place and that a Service Delivery Improvement Programme should be drawn and driven (RSA, 1997: sections 7.1.1 & 7.1.2). The challenge with this Paper is that it actually seeks to be operational at provincial and national level of government whereas service delivery is driven and managed at municipal level. At municipal level there are no structural arrangements provided for by the Paper that would be responsible for making sure that people really come first in public service. The link in the implementation of the Paper is not clear in the three spheres of government. The Paper also does not provide the way to put the Batho Pele principles into practice for example an annual or quarterly programme for community outreach by the officials rather than the politicians who have a fixed programme of Imbizos.

The White Paper on Local Government 1998 in Section B describes developmental local government as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and

improve their quality of lives (RSA, 1998). According to DPLG, the White Paper on Local Government of 1998 states that the object of community participation is based on the principles of ensuring that political leaders remain accountable and work within their mandate; citizens are to have continuous input into local politics, service consumers are allowed to have input on the way services are delivered; and that civil society organisations are afforded the opportunity to enter into partnerships and contracts with local government” (DPLG, 2005:5). The study has shown that the local government does not recognise the civil society organisations, and they are not even represented in the ward committees.

The Municipal Structures Act of 1998 in Chapter 4 sections 72 and 73 state that the purpose of establishing a ward committee is to “enhance participatory democracy in local government”, and that if a local municipality establishes the ward committees, it must also make rules regulating the election procedures. Among these election procedures is the issue of equal representation of women as well as of different interest groups in the ward. In relation to section 32 of this Act, the ward committees serve as a system of delegation that facilitates the effective functioning of local government, and “provide for adequate checks and balances” (RSA, 1998 section 72&73). The Act seeks to address the gap identified in the Constitution above which is that there were no structures in place to put the Policy into practice. The problem here is that there is no clear process for making sure that ward committees are constituted appropriately and as required by the Act. It is up to the municipality to make the rules regulating the procedures. It must also be borne in mind that the municipality that must make these rules comprises the very same ward councillors. The ward committees and their role will be discussed more in the next chapter (3).

The Draft Revised National Sanitation Policy of July 2000, aims at providing the basis for the formulation of implementation strategies for sanitation programmes which will be appropriate to the wide range of situations found in South Africa (DWAF, 2000:3). In emphasising the need to involve people in the development programmes, the policy states that “Government programmes must adopt people-oriented strategies in which community members play an active role in planning and organisation so that local values are incorporated”. This is said to have an end result of a sanitation programme being acceptable, relevant and appropriate. The policy also adds that the involvement of communities in the

stages of construction, operation and maintenance rather than using external contractors, would provide opportunities for delegated responsibility and management functions amongst the local people. The use of participatory approaches in the implementation of the sanitation programmes is also encouraged in the policy (DWAF, 2000:35-37).

Van Vuuren discusses the challenge of lack of community involvement in projects of service delivery despite the policy framework saying that “Government policy dictates that thorough consultation must take place with communities regarding all new services, including water and sanitation”. She quotes Richard Martin saying that “expenditure on housing solutions for the poor is made without consultation with the users”. Richard Martin is Head of the Research Division of Sigodi Marah Martin (SMM) who has developed a tool called SHAPE (*Sanitation and Housing Applied Priorities Enquiry*) funded by the Water Research Commission, which is to assist municipalities to better serve their people and ensure sustainability. Van Vuuren also adds that “this is despite the fact that government advocates the Batho Pele or ‘People First’ principle, which stipulates that citizens should be consulted and given a choice when it comes to service delivery. This is also the case with sanitation services and generally municipalities are not rolling out services in consultation with the communities, but are implementing choices made by decision makers rather than by the receiving households themselves (Van Vuuren, 2009:28). It was already discussed earlier that although the Acts require that people participate, lack of capacity is an issue that hinders effective community participation.

The Municipal Systems Act of 2000 states that the municipality must encourage community participation in local government through providing funds from its budget and allocate resources for the purpose of creating conditions for the communities to participate in the affairs of the municipality, contribute to building the capacity of the local community for it to be able to participate, and contribute to building the capacity of the councillors and staff to foster community participation (Chapter 4 section 16).

Section 17 of the Act allows for mechanisms, processes and procedures for enabling the local community to participate and these include provision for receiving and following up on

community complaints, consultative sessions with locally recognised community organisations and or traditional leaders, and reporting back to the constituents. These must be established taking into account the needs of the women, illiterate, disabled and other disadvantaged groups. The challenge for the municipalities is that there are few people in the sections responsible for this function. This is discussed further in Chapter 6 of the study.

In Section 20 of the Act it is stated that the council must not exclude members of the public from its meetings as they are open, unless for other reasons. In Chapter 5 of the Act, Section 29 links to the processes provided in Section 17 stating that in “drafting its integrated development plan, the municipality must allow for the local community to be consulted on its developmental needs and priorities; the local community to participate in the drafting of the integrated development plan and; organs of state including traditional authorities and other role players to be identified and consulted on the drafting of the integrated development plan” (DPLG, 2000: Sections 20 & 29). As already mentioned above, it is the ward committees who participate in the municipal processes.

While the Act is in favour of community involvement in the affairs of the municipalities, the issue lies in whether or not the communities understand their constitutional rights in order for them to demand what the Act says. The issue of consulting the local community when drafting the IDP may not necessarily mean they become involved, it may mean that they are consulted to input on what is already done and if they are not informed, they may not add anything. The other problem is that of mobilisation of people to participate which at times it can be found to be biased to certain groups within the communities and therefore no maximum community participation is guaranteed.

The Municipal Finance Management Act 56 of 2003 in Chapter 4 (Sections 22 -23) in relation to community participation in municipal budget processes, states that after an annual budget is tabled in a municipal council, the accounting officer of the municipality must make public the annual budget and related documents; invite the local community to submit representations in connection with the budget. When the budget has been tabled the municipal council must consider any views of the local community and National and

Provincial treasury and any organs of state that made submissions and give the mayor an opportunity to respond to those submissions or make amendments and revise if necessary and then table to council for consideration (DPLG, 2003: Sections 22 & 23).

Community Development Workers (CDWs) Programme as described in the Handbook of Community Development Workers is an initiative that was introduced by the former South African President Thabo Mbeki as another tool for community participation to maintain direct contact with the people where the majority of the people live (Department of Local Government, 2004:8 & 18). In the Vukuzenzele issue of February 2006, he is quoted in his State of the Nation Address as saying that as a strategy among others “to meet the development goals there will have to be special attention to strengthening local government through deploying by March 2006 3000 CDWs to help local government especially to meet the needs of the people” (Mbeki, 2006:8). This subject is discussed at length in chapters 3 and 7 of the thesis.

Draft National Policy Framework For Public Participation of 2005 states that the South African government is committed to a form of participation that is empowering, and this involves the creation of democratic representative structures (ward committees), assisting those structures to plan at community level, and making use of the local working groups to implement and monitor those plans and using the Community Development Workers as supporters (DPLG, 2005:1). The policy however does not provide a link or coordination between these groups.

National Policy Framework for Public Participation of 2007 provides a framework for public participation as embedded in the South African Constitution and other Acts of Parliament (discussed above) that address the issue of community participation in government programmes. Section 2.2.1 outlines the benefits or advantages of public participation and five (5) of the eight (8) benefits include: increased level of information in communities, better need identification for communities, improved service delivery, community empowerment as well as greater accountability (DPLG, 2007:17). The

Framework also discusses some of the municipal processes that require community participation which are: Budget processes; Integrated Development Planning; Performance Management System and Performance; Annual Report; Service Delivery as well as assorted complaints (DPLG, 2007:23-24). In terms of consultation and feedback to communities, the Framework outlines a very good system though it is still new and therefore practicality is not yet proven. This Framework can be seen as a way of being specific to community participation as the other acts just had a portion of community participation. The Act is directly concerned with public participation but does not provide for mechanisms or propose systems for municipalities to undertake the exercise.

Having discussed and analysed the government policies on public participation, it can be concluded that community participation and involvement was an issue for attention at the start of the new system of government. Although the policies lacked the mechanisms for implementation and mentoring, at least they are a framework to guide service delivery programmes not to leave communities behind in the development initiatives that affect them. The next section discusses and analyses the tools and strategies that are used in promoting participatory development.

2.5 Tools and Strategies for Community Participation

Participatory methods or tools are based on the assumption that local people are knowledgeable about their developmental situations, opportunities and constraints and that they have the capacity to assess, plan, implement, monitor and adapt developmental projects in meaningful ways regardless of age, gender, socio-economic status and or educational background. According to DWAF, “Development experience over the past two decades has shown that meaningful community participation can be achieved through the use of participatory methods and tools. Participatory methodologies have been developed in response to sustainability problems and involve using processes and tools that allow external agents to work with communities to arrive at sustainable and acceptable solutions to problems. The reason for the increasing popularity of participatory methodologies is the recognition that development projects using participatory methodologies are more sustainable over the long term due to community ownership. Community ownership of projects is greatly

enhanced when people at local level meaningfully assess their problems, design interventions to address these problems, implement their strategies and manage their interventions over time. Real participation empowers and mobilizes people as actors and overseers of their own development” (DWAF, 2004:4&5).

Practical examples of participatory approaches to development are: the Participatory Hygiene and Sanitation Transformation (PHAST), Participatory Rural Appraisal (PRA), Community-Based Planning (CBP), Participatory Development Approach (PDA), Media and Communication, as well as Integrated Development Planning (IDP) processes which I will elaborate on in the next section. These tools are discussed in order to show their usefulness in promoting community involvement and participation in development. However it should also be mentioned that the utilisation of these tools by municipal staff has not been observed throughout the study.

2.5.1 Participatory Hygiene and Sanitation Transformation (PHAST) is a participatory development approach that is used in sanitation programmes. It assists people to identify their own health concerns and to take steps to address them based on principles called Self esteem Associative Strengths, Resourcefulness Action Planning and Responsibility (SARAR). The basic principle to this is that people are capable of solving their problems in participatory group processes (Sizozama Training &Development 2007:6-7). PHAST is based on the principles that communities can and have to define their priorities in preventing diseases; can themselves recognise the methods based on their views and available local resources, which can be used to prevent spreading of disease; change can be brought about through a step by step education process on best sanitation practices; and that awareness creation using this method results in communities demanding information to solve their problems (2007:7). This actually recognises that the communities have indigenous knowledge that they can use to address their health issues. Additional information through education should be introduced step by step and once communities become aware they can start coming upfront to demand information to address their problems. This tool is not fully utilised in the communities due to the management of the District Municipality not appointing sufficient personnel in the relevant departments.

2.5.2 Participatory Rural Appraisal (PRA)

Another important tool that has been used for making the communities understand that they have indigenous knowledge is the Participatory Rural Appraisal (PRA) method. According to SIL International, Participatory Rural Appraisal is defined as one of the techniques used for gathering information on community resources and needs for use in literacy and community development programmes (SIL, 2008). Swanepoel describes PRA as originating from Rapid Rural Appraisal (RRA), a method of community participation that paid little attention to the people side. PRA on the other hand has more emphasis on people. He further says that the objective of using PRA is to gather field data in a simple and yet reliable manner and make use of the local or indigenous knowledge to analyse it (2005:98). PRA can also be used in needs identification. The communities involved in this process are able to list and prioritize their needs. The process involves hands on participation by the communities for example the mapping exercise where the group of participants from the community is made to draw a map of the area. In this exercise the facilitator is able to see the infrastructure that exists in the area.

Another tool is a timeline where the community through this exercise provides the facilitator with information and history of the area and events over the years. The facilitator only guides the process but the actual outcome of the exercise is a product of the community members themselves (Nqwemeshe, 1994¹⁰). This is confirmed by Treunicht where he also says that “the people remain in control, collect information as far as possible and decide what they should do with it” (1997:98). This method can be useful in the processes of developing an integrated development plan as it helps to identify the priority needs of the community and the community itself is involved. According to World Bank, (2008), “participatory rural appraisal is a label given to a growing family of participatory approaches and methods that emphasize local knowledge and enable local people to make their own appraisal, analysis and plans. The purpose of PRA is to enable development practitioners, government officials and local people to work together to plan context appropriate programmes”. The PRA has tools that include semi-structured interviewing, focus group discussions, preference ranking, mapping and modelling as well as seasonal and historical diagramming. The Extension

¹⁰ I was a participant in this workshop, (which was held on 16 to 19 July 2009 at CHDM offices) and participated in the practical as well

Education Institute (EEI), (2008) states that “participatory rural appraisal aims at enabling the rural people to assemble together, analyse their past, examine their present and envisage their future by assessing their socio economic and geographic situation, identifying their problems, exploring locally available resources”.

Techniques used include group dynamics (learning contracts, role reversals, feedback sessions); sampling (transect walks, wealth ranking, social mapping); interviewing (focus group discussions, semi-structure interviews, triangulation); visualisation (Venn diagrams, matrix scoring, timelines). This method is user friendly and has no educational level attached to it as a prerequisite. Active involvement in every stage is guaranteed as opposed to the principle of consultation where consultation can be used for just informing of what has already been decided. It is argued later in the study (Chapter 6) that the municipal staff members that are involved in community development are not knowledgeable about the methods for participatory development. They are therefore not able to utilise them for promoting community participation.

2.5.3 Community Based Planning (CBP)

“Community based planning is a specific form of ward planning involving the public, designed to promote community action and ensure that the integrated development plan is more people centred” (McKenzie and Hetherington, 2009:67). This approach to community participation is based on principles of sustainable livelihoods which are: people focused, participatory and responsive. The key principles of CBP approach are among others, inclusion of poor people, people focused and empowering, mutual accountability as well as commitment by all. The community based planning is useful in planning for a ward and ultimately resulting in an IDP for the municipality. The CBP requires that community members are involved in the planning and where maximum participation cannot be realistic, members of different interest groups participate. This process has an element of community ownership as the community is involved in the planning process. This tool or methodology provides ward committees with a systematic planning and implementation process to perform their roles and responsibilities. The CBP process involves carrying out community feedback processes and mechanisms as a way of improving participation, ownership and representivity.

Feedback is said to increase accountability and transparency and thus ensure improved representation (Khanya, 2003:6-14).

2.5.4 Participatory Development Approach (PDA)

This approach acknowledges that there is no one who knows nothing and that it is good to solve problems collaboratively. It is a tool that assists the development facilitators to understand that the communities out there do have indigenous knowledge that can be useful in development. The PDA is described as a learning approach to develop the individual and organizational capacity of rural people and their livelihoods to be able to deal with the dynamic challenges and changes in development. It facilitates a process of self-organization in rural communities to enable people to better articulate their needs for agricultural and social services and represent themselves to service providers and authorities (Promotion of Rural Livelihoods Programme (Ruliv) 2001:34). The PDA has a principle of a common vision or goal which is development. In the journey towards the goal there is learning to take place and each party involved has to be prepared. The PDA has the values of self-reliance, ownership and control, self-organization of communities, sharing and feedback, unity and co-operation, building on local experiences and skills, and conservation of natural resources (Ruliv, 2001:50). Chinsinga (2003:132) quotes Makumbe, in support of involving communities in development (participatory development), saying that “No development programme, however grand, can succeed unless the local people are willing to accept it and make an effort to participate” (Makumbe, 1996:12). Chinsinga also adds that “When participation is purely instrumental, the participation of the beneficiaries of the proposed development intervention is construed as an operational barrier. Their non-participation is viewed therefore as a technical, educational, administrative or financial barrier needing to be corrected” (Chinsinga (2003:133).

2.5.5 Media and Communication as Tools in Community Participation

The CHDM Executive Mayor, in his welcoming remarks in the CHDM Communication Strategy Review Workshop emphasised the importance of communication as a tool in promoting community participation. He said that “Communication is a tool and is important in bridging the gap between government and communities. It helps strengthen responsiveness to queries raised by citizens, enhances political education and awareness”. He added that riots

that result in demolishing and destroying infrastructure are because of a gap that exists between government and the communities. “Through communication, public participation is enhanced, cohesion and stability within the society is also built. Government programmes and messages are communicated. It is about ensuring that people have a right to know and engage meaningfully in the affairs of government”¹¹.

Mr Sicelo Shiceka, former Minister of the Department of Provincial and Local Government (DPLG), who is now the Minister for the new Department of Cooperative Governance and Traditional Affairs (COGTA), when he was newly appointed as Minister for Department of Local Government (DPLG), was interviewed by *Delivery*, the magazine for local government. He was asked what his advice to mayors and councillors would be over the next six months, and his response was that “the most important thing in local government is communication with the communities. One of the major weaknesses that we experienced over time and which has led to protests is lack of communication. Our people are not unreasonable if you tell them that we are not going to do this, we’ll do it next year or another year. What is important is that when you have ideas on things that affect them that you tell them” (Hetherington and McKenzie, 2008:19). Communication is an important tool for promoting community participation.

According to the legislative requirement each municipality is to have a communication strategy in line with the Constitution that allows everyone a right of access to state information. It plays a major role in public participation techniques. It acts as a scientific support to public participation, provides technical advice to public participation campaigns, assists to broaden community participation, assists to move beyond the idea of public participation, assists with the sustainability of public participation processes and programmes, and strengthens the impact of public participation (Chris Hani District Municipality (CHDM), 2007:6). This study reveals that lack of staff in the relevant department and sections of communication in the municipalities is contributing to lack of awareness in communities as

¹¹ CHDM Executive Mayor, M. Sigabi’s welcoming remarks in CHDM Communication Strategy Review Workshop held on 26/08/2010 at Queens Hotel, Queenstown.

there is no communication taking place on matters of interest to the communities. The municipalities as government have an obligation to provide the public with open access to information about policies, programmes, services and initiatives (CHDM, 2007:2). Burton also agrees that “perhaps it is the role of the state in providing a policy platform for information and communication strategies that establishes the state as the most important actor when it comes to the issue of the information infrastructure of a society and the rights of the citizens to be both informed and have access to the means of communication” (2001:441).

Themba Maseko, former CEO for Government Communication and Information System who is now the RSA Government Spokesperson, is quoted in the newsletter *Consolidation of Municipal Transformation Programme (CMTP) News* saying that “Communication is to be practiced as a strategic function in policy and programme implementation in local government to ensure that the communities are better able to hold local government accountable and to participate more effectively in the business of the municipality. He adds that “there should be intensification of outreach campaigns and more use of platforms as *izimbizos*, ward committees, and community development workers and that it is critical for local government leadership to remain in touch with the people, to understand their concerns and address their needs” (CMTP, 2007:7).

Communication as an instrument for community or public participation is cited in the Municipal System Act Chapter 4 Section 18 where it is stated that the municipality must communicate to its communities information regarding community participation which includes: the matters that need community participation, the rights and duties of members of the local community as well as the available mechanisms to procedures and processes that facilitate community participation (RSA, 2000: Section 18). Section 32(1) (a) of the Constitution provides that everyone has the right of access to any information held by the state (Acts online, 2008).

The Promotion of Access to Information Act aims at fostering “a culture of transparency and accountability in private and public bodies by giving effect to the right of access to information and actively promote a society in which the people of South Africa have

effective access to information to enable them to more fully exercise and protect all of their rights” (RSA, 2000:2). Access to information is essential for communication. Communication therefore is a way of providing information as well as a way of encouraging input or response to the information provided. The above discussions are putting more flavour to importance of the aspect of communication as an instrument for community participation. The study in Chapter 6 reveals the structural arrangements in the municipalities as instruments of service delivery.

2.5.6 Integrated Development Planning and Budget Processes

“The IDP is the principal strategic planning instrument that guides and informs all planning, budgeting, management and decision-making in the municipality. Municipalities develop IDPs to assist them in preparing a strategic plan for a five year period” (CMTP) 2007:4). Mkhwanazi states that IDP is a plan that sets out all the different things that should be done to develop an area and that it is the ordinary people who can help government through the IDP. Mkhwanazi adds that “It is the mayor’s responsibility to make sure that community members are fully involved in the Integrated Development Plan” (Mkhwanazi, 2007).

In the CHDM IDP Review of 2009/2010 it is acknowledged that community participation is essential for the sustainability of the entire IDP review and implementation process (CHDM, 2009/10). The document also provides participation mechanisms that will be used which are: IDP Representative Forum to verify data and add additional data as well as to ensure that community priorities are reflected in the IDP; use of Councillors to call meetings to keep communities informed on the IDP progress; publishing of annual reports on municipal progress; newspaper advertisements to inform communities of the process; pamphlets/summaries on IDPs; making the IDP available for public comment; making the IDP document accessible to all members of the public; as well as IDP road shows in all local municipalities.

The IDP Rep Forum is chaired by the Executive Mayor (CHDM IDP Review, 2008-2009:163) and it consists of representatives from the Secretariat and members of the IDP steering committee; mayoral committee members; ward committee members; traditional

leaders; chambers of business; youth groups; ratepayers; Agricultural Unions; Farmers' Associations; members of women's associations; HIV and AIDS councils; NGO's and CBOs; community development workers and all sector departments. The purpose of the IDP forum is to represent the interests of various constituencies in the IDP planning process; providing an organizational platform and mechanism for discussion, negotiation and decision making between stakeholders; providing a communication mechanism for the exchange of ideas and opinions among the various stakeholder interest groups; participate in the setting up of key performance indicators including the monitoring thereof in line with the Performance Management Framework; monitor the performance of the planning and implementation process (CHDM IDP Review, 2009/2010:25).

The Municipal Systems Act 32 of 2000 requires that municipalities must prepare and adopt an Integrated Development Plan (IDP) for the purposes of linking, integrating and coordinating plans and proposals for development within the Municipality (Uphuhliso, undated: 7). The Municipal Systems Act, as discussed in section 2.2.7 above states that the process towards drafting, development and review of IDP calls for participation by communities. The Chris Hani District Municipality Executive Mayor, in his State of the District Address (SODA) and Budget Presentation of 31 May 2006, also stated that the Municipal Finance Management Act (MFMA) requires that a draft budget must be tabled to the council before the end of March and finally adopted 30 days before the end of the financial year (at the end of June). The draft is then presented to local municipalities from the 2nd to the 5th of May, for adoption by the end of May (CHDM 2006:4). The presentation to local municipalities also includes community members in these local municipalities.

Bekker and Lielde, discussing the South African government policies on democracy and public participation, also make mention of the Integrated Development Planning (IDP), saying that it was planned as an instrument for identifying and prioritising the basic needs of the communities. The IDP would also enable municipalities to manage both horizontally and vertically the programmes aimed at social and economic development, and that it also implies participative planning, in particular planning with a range of institutions in civil society (Bekker and Lielde 2003:146-147).

2.5.7 Imbizos and Outreach Campaigns

Community participation can also be through *izimbizos* which is a way of bringing the government leaders into direct communication with the communities, to respond to their complaints, service delivery issues as well as the challenges (Imbizo Junction, 2007:14). According to the CHDM newsletter, *Uphuhliso*, Imbizo “is a style of interactive governance and communication that was adopted by the Cabinet in 2000, the intention is to promote and increase dialogue between the government and people without mediation” (CHDM *Uphuhliso*, undated: 10). Although suitable sanitation infrastructure is an answer to the problem of poor sanitation service, an integrated approach that includes community awareness campaigns has shown to be effective in bringing about behavioural change to communities with regards to promotion of awareness on health and hygiene issues (DWAF, 2006-2007:73).

2.5.8 Community Meetings

Community meetings are one of the strategies or tools used for encouraging community participation. Their purpose is to make the communities aware of the planned developments in the area as well as provide them with feedback on existing developments. They allow a two way communication because the community is able to interact with the leaders at the same time on the matters presented.¹²

2.6 Conclusion

In this chapter community participation has been defined and can be summarised as a people centred approach to development and an act of involving communities in development through empowering them and creating a sense of ownership for sustainable socio-economic benefits. The different areas of citizen participation have also been discussed.

¹² Interview with Bulelwa Dyobiso of Kungawo Development (ISD Consultant) on 11 March 2009 at CHDM Offices

The different tools and methods that enhance community participation have also been discussed and they are an indication that there are strategies that can be adopted for the purpose of ensuring effective community participation and involvement in development.

The policies that support community participation in service delivery have also been presented. These policies acknowledge the need to involve communities in all the processes of development and also that the conditions for community participation need to be created through the provision of funding. The establishment of the ward committee system and the introduction of the Community Development Worker Programme is also to enhance community participation in municipal programmes including Integrated Development Planning and Budget processes.

CHAPTER 3

Overview of Role Players in Participatory Development

3.1 Introduction

In the previous chapter I have looked at the different aspects of community participation, explored its meaning as well as the legislation that deals with community participation in service delivery and development in general. The tools that are used for promoting community participation were also discussed at length. This chapter looks at the role players active in development in South Africa, their role in promoting community participation as well as the challenges that these role players face. The main role players that are discussed in the chapter are municipal staff, ward councillors, ward committees, traditional authorities, Community Development Workers (CDWs), social facilitators as well as the Civil Society Organizations (CSOs). It will also be necessary to understand the relationship that exists between these role players in pursuing the common goal of promotion of community participation, and the problems that lead to a less than desirable outcome with regard to the implementation of the participatory paradigm. These role players are discussed and analysed further in chapters 6 and 7.

3.2 Municipal Staff

The municipality has dedicated staff for promoting community participation in development who are located in the different departments within the municipality. These include communication staff, Public Participation staff, IDP Officials as well as ISD Officials. Although they are based in different offices and departments, their main function is that of encouraging community participation in the affairs of the municipality.

The Communications Officials deal with development of municipal communication strategy which is a legal requirement (Municipal System Act Chapter 4 section 18, and Section 32(1) (a) of the Constitution) as discussed in Chapter 2 of this thesis. The Communications Officials therefore carry this mandate. The IDP Officials on the other hand are responsible for facilitating effective participation of communities in the development and review of the IDP. This may involve implementation of capacity building programmes to make communities able to effectively participate in the municipal processes. The Public Participation Officials are based at the Speakers Office and are responsible for providing support to the ward councillors ward committees and Community Development Workers in their function of linking with the municipality on behalf of the communities they represent. They have to meet regularly with ward councillors to ensure appropriate communication with the communities through the ward committees (Department of Housing Local Government and Traditional Affairs (DHLG&TA), 2008:16).

The Institutional and Social Development (ISD) Officials are based in the Engineering Department of the institution. They are responsible for promoting community participation in projects of service delivery. They do this function themselves or through service providers called Social Facilitators or ISD Consultants. The ISD Concept is an initiative of the Department of Water Affairs and Forestry (DWAF) and has legal basis. DWAF within the Water Services Directorate had a sub-directorate: Institutional and Social Development (ISD). This Directorate produced a document called “ISD Package for Water Supply Projects” in 1999, which is aimed at promoting sustainability of water services through ensuring that institutional and social issues are incorporated into water supply projects and these issues include sustainable governance (community participation and governance); integrated social development (sanitation health and hygiene) (DWAF, 2001:11). This document has as its focus on the ISD components of water supply projects whose objective is sustainable water service provision. It provides a framework for sustainability as well as guidelines for achieving sustainability (DWAF, 1999:1).

Since the DWAF function of Water Service Authority was given over to the DMs, this function was also introduced to the municipalities. The introduction of this concept to the CHDM brought a number of challenges. According to the CHDM ISD Report, when the

CHDM took over as the Water Services Authority (WSA) and WSP, the ISD section faced a problem of managing social consultants as there was no system in place. There was no clear system of performance management, monitoring, and evaluation of ISD work. The other problem was that of lack of sustainable coordinated developmental communication strategy to convey information with regard to project-related issues within the Department. The report also states that “Technical people are also not compatible or cooperating with social people” (CHDM, 2004:1-2).

Community Development Workers (CDWs) as already presented in Chapter 2 were introduced during the Presidency of Thabo Mbeki as another tool for community participation to maintain direct contact with the people. One of their responsibilities is to promote the principle of Batho Pele and community participation (DPLG, 2004:8&18). According to a report by Ruliv and Nova Africa (2006:5-6), Community Development Workers are community based resource persons who collaborate with other cadres to help fellow community members obtain information and resources from service providers to help meet the developmental need of the communities and achieve developmental goals (2004:10). Van Rooyen also agrees, saying that they are community based resource persons who collaborate with other community developers to help community members obtain information and resources from service providers for meeting their needs and maintaining their well-being (2008:2).

The aim of having Community Development Workers is “to close the gap that exists between government services and access by people to those services especially the poor, they are a new level of public servants who directly serve the people in their area” (Nelson Mandela Bay, 2008:6). The involvement of the CDWs is for purposes of raising awareness amongst community members on developmental issues, promotion of community participation, making the communities self-reliant, promotion of bottom up approach to development through community involvement, community driven development activities, ownership of local problems, as well as development of innovative solutions (Mbeki, 2006:6).

Their duties according to their handbook require them to work with almost all the sector departments which are responsible for the implementation of projects and programmes at local level. They relate to service delivery and development in general. These are the Departments of Health, Trade and Industry, Water Affairs, Housing, Agriculture and Land Affairs, Social Development, Transport as well as Provincial and Local Government (for the Local Economic Development (LED), Urban Renewal Programme (URP) and Integrated Sustainable Rural Development Programme (ISRDP) programmes) (DPLG, 2004:15).

One of the problems according to Ruliv and Nova Africa is that some municipal staff, government sector department officials, councillors and ward committees are not clear about the CDW concept, and this has created confusion and lack of cooperation (2006:18). There is also no clear line for reporting on the side of the CDWs who are based at local level but are accountable to the Provincial Department of Local Government (DHLGTA). Over and above these challenges, the CDWs are not well resourced to fulfil their role at the ward level as they do not have transport or office space and equipment of their own, and but share with the other municipal officials. This subject is discussed further in Chapter 7 where more findings of the research are presented.

3.3 Social Facilitators / ISD Consultants

Social Facilitation according to Yellen and Associates is a customised individualised approach to help increase understanding of social situations and modify responses of participants (2008:1). It is a method of simplifying developmental terms and processes for the understanding of ordinary people. In the context of service delivery, the social facilitators are the service providers that the municipality appoints for the purpose of promoting community participation in projects of service delivery. According to Setplan, facilitation provides mechanisms to maximise and channel “energy” in a constructive way (Setplan, 2008:1).

The role of the ISD is to engage the community and ensure community participation by making the community aware of the project, discussing the involvement of the community and informing the community of the requirements of the Municipality. The ISD consultant

has a responsibility of ensuring that the representation on the Project Steering Committee (PSC) is fair and that the various communities are equally represented (EThekwini Municipality, 2003:39).

From a global point of view, facilitation is also observed in Zambia and New Zealand. The Economic Expansion in Outlying Areas Programme (EEOAP), a rural Development Programme in Zambia, acknowledges that there is a need to facilitate participation by communities in development and is aimed to “help people (farmers) to become sufficiently self-confident and self-reliant to create their own development and improve incomes” (2008:5). EEOAP also states that “facilitation involves working directly with people, helping them develop through their own efforts” (Economic Expansion in Outlying Areas Programme (EEOAP) 2008:1, 5).

The New Zealand Ministry of Agriculture and Forestry (MAF), 2002:1 states that facilitation involves engaging an outside agent in a development project to assist the communities to access information, skills and resources. Kellerman explains the role of facilitators as being that of “participation in projects in order to enhance the role of communities in projects; resource persons and interpreters of community-needed knowledge; they uphold communication during project implementation; and are involved in iterative process of information dissemination” (1997:58). Kotze and Kotze state that facilitation as “a process of interaction in a community may be seen as an enabling setting which may play a decisive role in the success or failure of a development project” (1997:76). DWAF, also states that “the facilitator is the most important part of a successful facilitation of participatory methods” (DWAF, 2004:9).

In service delivery projects the function of the Social Facilitator is only project specific in that they are responsible for mobilizing, institutionalising and capacitating the communities that are benefiting directly from the project under implementation. Areas that are not affected by the project, even if they are within the same ward boundaries are not catered for in the ISD

programmes¹³. The Social Facilitators' activities are also budget-oriented and their purpose is to ensure that these communities participate effectively in the processes of project implementation (CHDM, 2006). Other social issues affecting the community with which they work are outside their scope although they may have an impact in project implementation, either positively or negatively. These social issues include differences within the community members caused by different political affiliations with which the social facilitator does not interfere.

The differences among the community members are noticed during meetings where there are consistent oppositions and arguments that are not constructive to the project. These are arguments pertaining to procedures for recruitment of labour¹⁴. The ISD Consultants in their facilitation do not focus on the socio-economic upliftment of the communities they work with as they do not even go to the level of encouraging establishment of livelihood projects. This is due to the fact that their scope is also limited to working on a specified number of days on a specified budget and this therefore does not allow them to go beyond that¹⁵. They are to work in an area until the project is completed. There is no follow up or monitoring after exiting.

3.4 Ward Councillors And Ward Committees

The Municipal Structures Act of 1998 (sections 72 & 73) provides for the establishment of a ward committee for each ward that must consist of the councillor, who will serve as a chairperson of the committee; and a committee consisting of not more than 10 people (DPLG, 1998: sections 72-73); (DHLG&TA, 2008:7). The ward councillors are community political leaders elected democratically by the community in line with the requirements of the Municipal Structures Act of 1998 (Section 19-26). The role of the ward councillor is mainly to serve as the chairperson of the ward committee, call ward committee meetings and ensure that the ward committee reports in accordance with the requirements of the municipality. The ward councillor is also responsible for handling complaints and queries in the ward, and to

¹³ Interview with CHDM ISD Officer, on 04/02/2009 at CHDM Offices

¹⁴ Interview with CHDM ISD Officer, on 04/02/2009 at CHDM Offices

¹⁵ Interview with CHDM ISD Officer, on 04/02/2009 at CHDM Offices

solve conflicts or refer them to the municipality if unresolved. He or she must also be fully involved in the community activities with which ward committees engage (DPLG & GTZ South Africa, 2005:13).

The ward councillor's role of representation is both formal through council processes but also informal through a process of lobbying and consultation through the ward committee system. Since a ward councillor is directly elected to represent and serve the people in a specific ward, the ward councillor should ensure that the interests of the people in the ward are properly represented. The ward councillor should be in touch with the issues in the area, understand the key problems and monitor development and service delivery. In committees, caucus and council meetings, the ward councillor should act as a spokesperson for the people in the ward. The ward councillor "is an institutional link between the council and the ward committees" (De Visser, 2007:7). As the ward councillor is the direct link between the council and the community in the ward he/she should ensure that the community is consulted and kept informed about council decisions, development and budget plans that affect them. The ward councillor must also assist the community in solving any municipal problems they may be experiencing, by bringing these to the attention of the municipal officials through the established channels of communication (Department of Local Government, 2007:75).

The role of ward committees on the other hand as discussed in the previous chapter is described as that of "enhancing participatory democracy in local government" (RSA, 1998: section 72 & 73). They work closely with the ward councillor in solving problems, dispute resolutions, providing information about municipal operations as well as consultation and giving feedback to the communities. They are described as "community driven structures established to enhance public participation in local government issues" (Consolidation of Municipal Transformation Programme (CMTP) 2007:6).

The objective of a ward committee is to enhance participatory democracy (DPLG & GTZ South Africa, 2005:11), (DPLG, 2005:7). The Municipal Manager of New Castle municipality in KZN made a statement at a launch of ward committees saying that "it would help promote better understanding and participation by communities in the issues of the

municipal governance, as well as ensuring that the municipality complies with the law. They would also reduce the need for access to ward councillors by community members especially in rural areas where distances are vast” (Consolidation of Municipal Transformation Programme (CMTP) News 2007:6). In the conference report of the Eastern Cape Department of Local Government and Traditional Authorities EC DLGTA, (2007:4), the ward committees are described as instruments of democracy to make sure that there is active participation and they are important vehicles for resident participation, which should be used to mobilize the broadest interests of the communities.

The ward committees also have the role of making sure that voters are involved in and informed of council decisions that will affect their lives, therefore ongoing consultation with communities must be maintained. The ward committees are the proper channel for communities to lodge their complaints (Nelson Mandela Bay Municipality, 2008:10).

The challenges with ward committees and councillors as role players in community participation include mainly the political bias which has been identified by Piper and Deacon. They state that the ward committees are mostly partisan in character which undermines their role as community representatives in holding the municipal leaders accountable to the community. Piper and Deacon argue that it is “unrealistic to expect ward committees to be non-partisan given the dominance of parties in politics” (2008:41). This is also true in line with the fact that the ward committees are in practice party representatives. This statement has been confirmed in a recent case where a water committee member of the Machibini water project was not allowed to make a presentation in the national Women’s Month celebrations as was originally planned¹⁶. Mrs Loni, a water committee member who is also a ward committee member was asked to speak on behalf of the water committee members in a Women’s Month celebration in the village of Machibini in Lukhanji Local Municipality of Chris Hani District Municipality. This function was hosted by the Department of Water Affairs (DWA) and was in honour of the women involved in water provision services. On the day of the celebration (31 August 2009)¹⁷, it was another face that appeared and spoke on behalf of the water committees. When the original person was asked later why she did not participate, it was reported that the other ward committee members suspected that she was supporting another political party being in close contact with a relative affiliated to this other

¹⁶ I was part of the organizing team for this national event representing CHDM.

¹⁷ Personal observation as was part of the organising team in the event.

party. Therefore the ward committees influenced the ward councillor not to allow her to speak at this event whose guest speaker was the DWA Minister Buyelwa Sonjica.

The establishment of ward committees within party specific meetings has often resulted in exclusion of interest groups. This will be discussed in Chapter 7. As discussed in the previous chapter, the process of establishing the ward committees depends on the particular municipality. The Municipal Structures Act just provides the framework. In service delivery other problems are that some ward councillors are not educated, but have been voted for because of their political involvement; the legislation has to be translated in order for the ward councillors to be able to present it back to the communities.

The problem of lack of programme coordination between the local municipality and the district municipality results in councillors, most of the time, being misinformed as to the processes. This was observed at imbizos in which councillors would be unable to respond to questions around projects that had been delayed¹⁸.

3.5 Traditional Leaders

Traditional leadership is described by Meer and Campbell as “an ancient institution prevalent across the entire African continent” (2007:2). The background to traditional leadership in South Africa, as discussed in Chapter 2 of the study, is that it is said to have emerged from the apartheid system of government which introduced the homeland system and which, via the Bantu Authorities Act No 68 of 1951, accorded authority to traditional leaders in the rural areas. The rule of these traditional authorities was based on customary law. These structures were dominated by chiefs, headmen and their appointees. They were unaccountable to the local people, undemocratic and despotic and were imposed on unwilling rural residents (Malzbender, et al, 2005:2; Ntsebeza, 2005:1). As authorities at local level, service delivery programmes from the central government were channelled through them. They had powers

¹⁸ I was part of the Imbizo programmes of 02/05/2007 at Engcobo local municipality.

that included leasing land and issuing of land rights, as already discussed in Chapter 2 of the thesis.

After 1994, with the first democratic elections and the establishment of municipalities consisting of elected representatives (Ntsebeza, 2001:317), the homeland areas were re-incorporated into post-apartheid South Africa (Malzbender, et al, 2005:2). Contrary to the authoritarian system of rural local governance that prevailed during Apartheid, the post -1994 South African state committed itself to the establishment of an accountable, democratic and effective form of governance throughout the country, including rural areas falling under the jurisdiction of traditional authorities (Ntsebeza, 2005:1). The status of the traditional authorities has been reduced to an “interest group”... (Ntsebeza, 2001:322), meaning that they no longer have authority over the communities.

In order to clarify the future role of the traditional authorities in the new South Africa, the Council of Traditional Leaders Act of 1994 & 1997 was passed, along with Chapter 12 of the Constitution of the Republic Of South Africa, 1996. These sought to give these former rulers a space in the democratic system of government. Section 212 of the Constitution of the Republic of South Africa, in reference to the role of traditional leaders, is not specific about this role in local government but says that the “National Legislation may provide for a role of traditional leadership as an institution at local level on matters affecting local communities” and that national or provincial legislation should provide for the establishment of houses of traditional leaders to deal with matters relating to traditional leadership, the role of traditional leaders, customary law and the customs of communities observing a system of customary law (RSA, 1996: section 212). This role is too general and the matters affecting local communities referred to are not specified. This therefore may result in conflicts with the councillors at ward level who see themselves as stewards of municipal or government developmental programmes.

Chapter 5: section 19 of Traditional Leadership and Governance Framework Bill - (B58B-2003) gives functions of traditional leaders as those provided for in terms of customary law and customs of the traditional community concerned, and in applicable legislation. Section 20

states that “National government or a provincial government may, through legislative or other measures, provide a role for traditional councils or traditional leaders in respect of: agriculture, health, welfare, including dissemination of information relating to government policies and programmes. In Chapter 5 of the Municipal Systems Act, Section 29 describes the role of the traditional authorities in the Integrated Development Plan (IDP) as being involved through a consultative session as a way of enabling the communities to participate (section 17).

In Chapter 4 section 81 of the Municipal Structures Act of 1998 it is stated that “the traditional authorities that traditionally observe a system of customary law in the area of a municipality may participate through their leader... in the proceedings of the council of that municipality and those traditional leaders must be allowed to attend and participate in any meeting of the council” and must make 10% of the total municipal councillors (RSA, 1998: section 81). This percentage is relatively small when looking at the broader view of the municipal area and the spread of these leaders in the area and therefore their participation in municipal programmes may not be significant.

According to DPLG, “the traditional leadership should be part of the IDP forum, and ward committees must establish relationships with traditional leadership and their councils in terms negotiated at local level, subject to any formal agreement between government and houses of traditional leadership at provincial or national level. In this respect it is recommended that the traditional leadership in a ward, or at least one representative from each traditional council which falls in a ward, sit *ex officio* on the ward committee” (2007:66). There remains the question of how they fit into this democratic form of government as by nature of their appointment they are autocratic and their rule is hereditary. Although government legislation does try to accommodate them, their function is not clear. The former President of the Republic of South Africa, Thabo Mbeki was not clear on the role of traditional leaders and stated that the “institution of traditional leadership occupies a unique and important place in South Africa as it is a critical player in construction and development of the country” (Mbeki, 2006). The current system of government (democracy) recognises the traditional leadership as much as the ward committee system at the local area level. Venter says that although the ANC as the ruling party in South Africa respects and recognises the cultural position of

traditional leaders, it does not allow them a role that is contrary to modern democracy, for example that the political representation has to be elected by the people. They therefore play a cultural role of assisting a democratically elected government and its officials in developing their communities (2006:8).

It is clear that traditional leaders have played an influential role prior to the apartheid system of government and community participation in development was often implemented through them. In this new government there are ward committees (ward councillors included) who are the government close to the people. In practice, according to the research findings, there is a conflict between the traditional leaders and the ward committees and this is the result of neither wanting to be subject to the authority of the other. At community level there are divisions among community members, one group following the ward councillor and the other following the traditional leader. In a meeting held in Dekerts Hill Cofimvaba¹⁹ organising a venue for a project meeting became a problem when the followers of the traditional leader did not want to attend a community meeting that was to be held at the ward councillor's place.

Although the Acts of Parliament try to accommodate them, their role is not explicit and not practical on the ground. Sithole (2008) argues that "traditional leadership is no longer effective since the state apparatus took over every element of work that traditional leaders once performed". Meer and Campbell (2007:4) talk about the confusion over the scope and degree of traditional authority which remained with traditional law and practices, often coming into conflict with those of our new democracy. This is in spite of the Acts passed, like the Council of Traditional Leaders Act of 1994, which was later replaced in 1997. From the discussion above it is clear that the change in the system of government in South Africa has affected the role played by the traditional authorities in development.

Keulder on the other hand argues against the unclear role of traditional leaders in the new South Africa saying that the institution of traditional leaders must be retained, as they have a

¹⁹ Personal observation I was responsible for organising this meeting with Dekerts Hill community on 24 February 2008

crucial role to play enhancing the state's social control and legitimacy, especially in the rural areas. Keulder makes a comparison between the traditional leadership and the democratic system of government and shows that both systems have some advantages. This comparison states that in the traditional system leadership positions are inherited and leaders cannot be removed easily and on a regular basis whilst in a democratic system leaders are elected through popular elections. In the traditional system decisions are reached through consensus rather than through popular vote. The institution is male-dominated, something that is related to the past where women did not have equal rights and this is something which the new system of government has prioritized to redress (1998:10, 11, 306).

With regards to promotion of community participation and involvement, Keulder states that “the traditionalists believe that their system of government is more accessible because it is closer to the subjects than any other system of government, subjects have more direct access to their leaders because they live in the same village and an individual can approach the leader and ask him or her to call a meeting in the tribal meeting place to discuss urgent matters. It is transparent and participatory because most people may attend tribal meetings and express their views directly, not through representatives”. This system also improves harmony and unity because the interest of the tribal unit rather than the individual or group of individuals is pursued and expressed (Keulder, 1998:10, 11, 306). In a recent workshop conducted by the Mvula Trust, the issue was raised of traditional leaders still being recognized by communities even in this new system of government and this was related to the communities of Vhembe District Municipality²⁰. This indicates that the role of traditional leaders is still recognised in other areas of the country.

3.6 Civil Society Organisations (CSOs)

Civil society organizations are defined by many authors in different ways but a common element describes them as groups of people voluntarily organizing themselves parallel and autonomous to the state and not aligned to politics, with a common goal of representing and lobbying for the developmental interests of the communities. This is shown in the discussions

²⁰Personal observation as researcher was participant in this workshop of 21 October 2009 by Mvula Trust

that follow. Gebre-Egziabher, quotes White (undated:178-219), on his discussion on civil society arguing that “the term ‘civil society’ is that of an intermediate associational realm between state and family populated by organizations which are separate from the state, enjoy autonomy in relation to the state and are formed voluntarily by members of the society to protect or advance their interests and values” (2002:4), and Ranchod (2007:5) provides a more specific definition stating that they are all institutions and organizations outside government which include trade unions, consumer organizations, non-governmental organizations (NGOs) and community based organizations (CBOs), as well as religious organizations delivering welfare services, corporate social investment and employee assistance programmes”. AREDA also agrees with the above adding that they are “a complementary space for citizens to express themselves, and their goal is to monitor the activity of the government and resist any unlawful, dangerous or abusive government activity” (2008:1).

As discussed in Chapter 2, Section 17 (2d) of the Municipal Systems Act of 2000 allows for mechanisms, processes and procedures to enable the local community to participate and these are: provision for receiving and following up on community complaints, consultative sessions with locally recognised community organisations and/or traditional leaders, and reporting back to the constituents (DPLG, 2000: section 17). The White Paper on Batho Pele also refers to establishment of partnerships within the wider community including CBOs and NGOs which can play a role of spreading information about the government services available and where they can be accessed (RSA, 1997: section 6.2). Masibambane states that “the South African government has made a clear commitment to promote the meaningful involvement of civil society in the delivery of services and that a strong civil society sector is important for the strengthening of democracy (Masibambane, 2008:12).

From a global point of view the role of CSOs is hereby presented. In his address about the role that civil society can play in the implementation of New Partnership for Africa’s Development (NEPAD) in South Africa, Bishop Njongonkulu Ndungane said that he celebrates that there is recognition that civil society is an important role player within the NEPAD agenda. He identifies three main roles that the CSOs can play in NEPAD which are capacity building at community level to transfer the skills that are necessary for people to

participate effectively in the economy; to serve as providers of expertise as well as to play a role as an independent voice to monitor implementation of the NEPAD priorities and ensure their effectiveness (African Monitor, 2007).

Togola and Gerber (2007:1) view the role of civil society in decentralized and democratic governance as having four major functions which include advocating for representing the interests of their constituencies; service delivery in education, health and other sectors; as a partner with government in developing, planning, in promoting understanding of the decentralization system and in other areas; and as a watchdog over government. The Agar Khan Development Network (AKDN) sees the role of CSOs as being that of providing services and a voice to poor populations in developing countries. Referring to the NGO resource centre in Zanzibar as an example of a CSO, its five year strategic agenda focuses on four main areas, two of which refer to “increasing access to development information for community members, helping establish mutually beneficial partnerships between government, civil society and the business sector on matters of local government” (AKDN, 2007:1).

The role of CSOs has also been identified in the agricultural sector as influencing policy formulation and implementation. “CSOs provide a basis for collective action and are often considered to play a part in making government work better for the poor. They also play a significant role in ensuring a participatory process takes place through increasing sharing of information and generating examples of good participatory practice” (DFID, 2004: 4,21). The CSOs are faced with a number of challenges which makes them ineffective in their perceived roles. These challenges range from lack of recognition (due to the fact that they are not organised legal bodies), lack of resources as well as the lack of capacity at their different levels. Muloongo, et al, bring us to the current scenario and challenges that the CSOs are faced with saying that, in South Africa, after the change from the apartheid system of government to the democratic one, “western donors shifted their funding priorities by redirecting their aid from CSOs to the new democratic state and government resources also tend to be channelled to civil society organizations that support government policy”. Muloongo adds that this left many CSOs disadvantaged and ultimately inactive (2007:18).

Muloongo, et al, (2007:8) state that the CSOs face challenges that relate to lack of human, technical and financial resources for a more proactive society: “they also need to achieve financial autonomy (sustainability) that would allow the recruitment of technical staff that can analyse and produce sound opinions about the government’s policies over a long term. They need to be empowered with knowledge for the correct interpretation and application of their rights and obligations. The other challenge in policy formulation is lack of political will at high levels to engage with civil society, limited capacity and skills to engage and influence the state as well as insufficient funding for this kind of work”. Ranchod also confirms the challenge of lack of financial resources especially with the new political arrangement that caused many international donors seeing the role of CSOs as being limited now that there is a legitimate government in place. The constant scraping for funding has limited the time and capacity available to many CSOs, and several have closed as a result (2007:7).

In the Southern Africa Trust Report (2007:19) the CSO challenges at a global level include factors such as “lack of legitimacy, accountability, capacity; a perceived shallow understanding of the context they operate in”, which affects their acceptability. According to DFID (2004: 24, 29) some of the challenges of CSOs include non-inclusiveness which means that poor CSOs who lack minimum assets may not belong to formal groups. Molefe (2007) & Mthembu (2008) also share the same views as the above authors, stating that the role of CSOs in the water services sector is that of advocacy, technical input, capacity building and service delivery. The role that the CSOs can play in developmental initiatives has been discussed and it is clear that once they are engaged, they can be effective in making the government policies and developmental strategies clear to the people and that they can make the voice of the communities heard by government.

This study however only focuses on the CSOs that play a role in service delivery including Water Sector programmes.

The problems facing the CSOs and which were presented in the summit report on National Civil Society Summit Resolutions are the same as above. In addition there is a lack or no

interest and willingness to take part in volunteer activities; the CSO sector lost highly qualified and experienced personnel to the government and private sector; procurement systems of local government (municipalities) are not friendly to CSOs (Masibambane, 2006:4-6). At local level the problem is that only the NGOs are better positioned to acquire the jobs from the municipalities. The Community Based Organizations (CBOs) lack the necessary skills or qualifications. There is no database available and so the CSOs still have a problem of organizing themselves and present themselves to the municipality as a united body²¹.

The CSOs can be a very useful asset in service delivery if acknowledged, capacitated, financed and then utilised. The main advantage in using the Community Based Organisations is that they are based at community level and so understand the dynamics that exist within their communities. This can be used as an opportunity for strategic planning. Making use of the CBOs can minimize costs as they are already in the local area. Although capacity is a problem, the cost of capacitating them can be out-weighed by the service they can deliver over a long-term period. The issue of partnerships between the government and CSOs is not yet visible and the reason could be linked to the non-existence of the CSO database at the municipalities and government.

In view of the importance of CSOs in service delivery, the former Department of Water Affairs and Forestry (DWAF), (now called the Department of Water Affairs (DWA)) as the water sector leader established the CSSP (Civil Society Support Programme) to support the promotion of meaningful involvement of civil society so as to engender democratic and people-centred development in the water and sanitation sector. Some of the strategic objectives of the CSSP are: to create strong awareness of and participation in water and sanitation planning and delivery processes by communities and CBOs; to increase numbers of NGOs, CBOs and community members actively engaged in the local level planning processes for water and sanitation service delivery (DWAF, 2006/7:36).

²¹ I was part of deliberations in the CSO Summit held on 18-20/06/ 2008 at the Savoy Hotel, Mthatha

3.7 Conclusion

This chapter has looked at the role players in participatory development and the problems that each role player has in relation to fulfilling this function. The role played by the municipal staff including Public Participation Officials, ISD officials, communication officials and CDWs is significant in that it brings the government closer to the people and creates an opportunity for the people to interact with their government. The other municipal personnel with the exception of CDWs, have limited capacity with regards to numbers, education and experience in the field of community development, which impacts on effectiveness of community participation in developmental programmes of the municipalities. These have been discussed more in Chapter 6 where research findings are presented.

The CDWs were introduced over and above the ward committees that are said to be the government closer to the people and a means of deepening democracy. This is an indication that the government realised that the purpose of improving community involvement in development had not been achieved. The problem that the CDWs face in promoting community participation is that they lack resources such as transport, office space and equipment, whilst their role demands them to have such. At the time of their introduction there were conflicts as their role was not clear especially with the existence of the ward committees as community participation structures. The ward councillors play a significant role as political heads and drivers of developmental processes. Their main challenge is that they and their ward committees are aligned to political parties and this result in some members of the community not being informed of municipal programmes.

The traditional leaders continue to be recognised for their role in the society and in particular development. The major challenge with the traditional leaders is that their role is not clear in the new system of government and they no longer play the same leadership role especially with the introduction of democratically elected ward councillors and their ward committees at the local level. The study recognises them as role players in participatory development as they have been playing this role for decades during the apartheid system of government. The Acts of parliament, as already discussed, also show that the council has to have a relationship with the traditional leaders in order to make sure that the community at large has participated

in municipal issues. The divisions that exist among communities because of these two different systems have also been discussed in view of the fact that they contribute to ineffective community participation. Information dissemination is biased as the ward committees in these cases provide information only to those on their side.

The social facilitators also play a role in creating community participation especially in the implementation of service delivery projects. The main challenge facing the social facilitators is the lack of proper qualification and experience in the field, which makes their community participation programmes ineffective. They are undermined by other service providers with whom they are supposed to team up. The CSOs role has been discussed from both the global and local context and problems have been identified. It is mainly the non-recognition and lack of financial support that contributes to non-effectiveness and no-visibility of the CSOs in the different sectors. Findings from the field research are discussed and analysed in Chapter 7 of this study.

It can be concluded that without the involvement of these elements (role players) in service delivery, community involvement is not guaranteed and therefore sustainability of development initiatives cannot be achieved. The problem with which role players in participatory development are faced means that they are hindered in performing this important function.

The next chapter looks at the research methodology that has been followed to gather information on which the thesis is based.

CHAPTER 4

Research Design and Methodology

4.1 Introduction

This chapter discusses the methodology that has been followed during the research process starting from the design of the research, the tools used, the method of analysing the data collected up to the measurement of its validity and reliability. The goal of the research is to discover if adequate systems are in place to promote citizen participation in projects of basic service delivery. The study includes analysis of both the local and the district municipality (as instruments of service delivery); their institutional arrangements and, whether or not they are conducive to promoting community participation. The simple qualitative data collection approaches and how the data collected is analyzed in accordance with the research problem are discussed in the study.

This chapter provides a brief overview of the Chris Hani District Municipality which is the study area. The problems experienced during the research are presented in this chapter.

4.2 The Study Area

As discussed in Chapter 1 of this thesis the study was undertaken in the Chris Hani District Municipality (CHDM) area, located in the north-eastern sector of the Eastern Cape Province (CHDM, 2007:8). The CHDM consists of eight local municipalities. The study was conducted in two of these municipalities, namely, Emalahleni which covers areas of Lady Frere, Indwe and Dordrecht; and Intsika Yethu, which covers Cofimvaba and Tsomo areas. This area of the CHDM is mostly rural (the four municipalities situated on the eastern side) and partly urban (the four municipalities situated on the western side). A map of CHDM

showing the eight local municipalities is attached as Appendix 1. The study area is discussed in detail in the next chapter.

The CHDM has been chosen for the study because it is a Water Services Authority (WSA) since July 2003. This means that the responsibility of making sure that the CHDM communities have access to basic services such as water and sanitation is now that of the CHDM. The CHDM annual report of 2002/2003 states that prior to July 2003, the function of water services (water and sanitation) provision in the CHDM area was performed by the old TLCs (Transitional Local Councils) in the urban area and by the Department of Water Affairs and Forestry (DWAF) in the rural areas. After the then Minister of Water Affairs and Forestry (Ronnie Kasrils) published the final authorization and revocation notices for water and sanitation services on the 3rd January 2003, the CHDM was authorized as a Water Service Authority (WSA) on the 1st of July 2003 over the eight local municipalities under its jurisdiction. This was authorised in terms of section 84 of the Municipal Structures Act, 1998 (Act No. 117 of 1998) as amended by the Local Government Laws Amendment Act, 2002 Act No 51 of 2002 (CHDM, 2002/2003:37).

According to Section 78 of the Municipal Systems Act of 2000, (RSA, 2000: section 78) the municipalities are given an opportunity to choose a mechanism for water services provision (internal or external). The Chris Hani District Municipality, was also authorized to act as both water services (water and sanitation) provider (WSP) responsible for ensuring sustainable supply of water services to households, and water services authority (WSA) (responsible for ensuring access to water services) for the four local municipalities on the eastern side because their rural nature meant they did not have the capacity to be water service providers (Atkinson 2001:554); (RSA, 1997: sections 9 & 10). These four municipalities are inclusive of the two that the study covers.

4.3 Research Design

4.3.1 Case Study Approach

The study has been undertaken through a case study approach in two local municipalities out of eight in the Chris Hani District Municipality. Within the two local municipalities both water and sanitation projects have been studied. A total of seven projects (three of sanitation and four of water) have been studied. This approach “involves collecting in depth information in a limited area and usually includes tools such as surveys and demographic information” (NOAA: 2008). According to Stake (2000:19), “the significance of using a case study is to be able to draw attention to what can be learned from each case, the specificity of the object of study and its uniqueness”. The choice of case studies, Stake (2000:20) also adds, leads to a better understanding of even theorizing to a larger collection of cases. Through this case study of a sample of projects in a sample of municipalities a better understanding of the issues in the CHDM area as a whole was gained.

4.3.2 Sampling

In these two local municipalities, from the readily available list of projects on CHDM capital projects, the water and sanitation projects that appear in the 2003/2004 financial year funding plan have been chosen for the study. This period is significant in that as stated in Chapter 1 of this thesis, the Chris Hani District Municipality was given a constitutional mandate to be a water services authority by the Minister of Water Affairs and Forestry as from 1 July 2003 (CHDM, 2002/2003:37). In each of the two local municipalities’ projects list, sanitation and water projects have been selected.

4.3.3 Target Group

Through purposive sampling, known as the strategic informant sample, the municipal staff in the relevant departments of service delivery in both the district municipality and the two local municipalities (technical services, integrated planning and development, office of the mayor / speaker and communications unit were identified as suitable. These are the ISD officials, technical managers, public participation officials, Community Development Workers (CDWs) as well as communication officials. The social facilitators as community

development practitioners responsible for promoting community participation in service delivery projects were also interviewed as part of the study.

At community and project area level the research participants were the project steering committee (PSC) members, the ward councillors, ward committees, traditional leaders and civil society organisations.

4.4 Research Methodology

The research was completed mostly using participatory research methods for collecting data and they are discussed below.

4.4.1 Participatory Action Research. According to Wood (2001:534), “is a process by which the researcher seeks not only to record, but also to facilitate. Research is not only about the gathering of knowledge, but also seeking to make a material contribution to the well-being of the subjects of the research. PAR is a fundamentally democratic approach to social research involving an ongoing dialogue as opposed to simply collecting “snapshots of information”. Common Action (2008) describes it as “a method of engaging people in research in order to create positive social change and it is a collective self-reflective enquiry undertaken by participants in social situations in order to improve the rationality and justice of their own socialpractices”. In PAR, researchers and research participants enter into a partnership and identify the best way to look into a problem and make sure that the subjects of research benefit from the research (Beach Centre (2008:1). This method of research has an element of ensuring that life is improved and that both researchers and participants are equal partners and work together collaboratively to solve a problem (Stringer 1996:62; Calhoun 1993:62).

Participatory action research (PAR) has been used during field work including meetings with the communities and role players as the researcher is professionally involved in the area and focus of the study. The participants were involved during the discussions in focus groups; it was not just about asking questions and gathering the information as the researcher asked open-ended questions allowing the participants to deliberate freely.

The use of the PAR method for research has benefited the participants in other projects such as the Ward 1 Sanitation of Emalahleni local municipality. This project has a history of being left incomplete (since 2004) and the community never received any report from the District Municipality on what is to happen. The contractor that was involved was doing all three functions (Engineering Consultant, Contractor and Social Facilitator (details are provided in Chapter 8 which provides report of findings). This project at the time of the research was reported to be at the stage of resuming construction. During the process of PAR the researcher explained to the participants that they did not know anything about the project because there was no independent facilitator who was delegated to support the communities during the project. The issue of having the facilitator as part of the project team for promoting community participation in the project was explained. This particular group was made aware of their role in the project, which is something they were not aware about as they were never trained for effective participation in the project. At the end of the session the participants expressed their appreciation for this information and said they would utilise it when the construction starts again.

4.4.2 Participant Observation similar to PAR has been used during attendance of meetings with the communities or community representatives in the project areas. In the focus groups, the participants were observed during their deliberations and interaction with the questions that were asked. According to Turner (2006:432), “participant observation is a technique used by adherents of interpretative methods in sociology in which the researcher participates in the practical activities of institutions, social groups or communities in order to ground observations in naturally occurring practices. The observer may become a full participant in the practical action or he or she may be unable to participate as a full participant”. The researcher has been part of the municipal processes such as the IDP and Budget road shows and this provided the opportunity for observation.

In order to minimize subjectivity the researcher also attended special meetings such as site meetings and Project Steering Committee (PSC) meetings in order to allow for comparative analysis.

4.4.3 Documentary Research

Information has been gathered through library research from books, newspapers, published and unpublished reports, journals, municipal newsletters, government reports and other literature such as promotional material being utilised as well as from the Internet (web) (secondary data). Government bulletins, municipal reports, minutes of meetings and other developmental planning documents were also used as a source of information.

The company profiles of service providers involved in promoting community participation (social facilitators) have been assessed for capacity and expertise in this field. The agendas and minutes for Imbizos, Integrated Development Plans (IDP) and Budget processes, and awareness campaigns have also been used. The project files were viewed to check reports and minutes to see the level of community involvement and participation in the processes. The information was gathered from the progress report or site meetings and Project Steering Committee (PSC) meetings minutes. The minutes obtained were listed according to dates of meetings and were analysed to check the attendance and community representation.

The other information that was gathered from the project reports was the number of villages to benefit versus representation in the stakeholder meetings; the input of community representatives in the meetings as well as representation of local municipality and their input. The progress report or site meetings have also been checked in this regard. The number of villages to benefit versus representation in the PSC meetings as well as the input of community representatives in the meeting was checked in the minutes to determine whether or not there was effective participation.

4.4.4 Focus Groups

The focus group was also used as a method of data collection whereby the researcher sat with a group of participants in an organised venue or place and opened discussions on the questions that were prepared for the interviews. In each of the two Local Municipalities, focus group sessions were conducted with each of the Project Steering Committee members

of each of the projects under study and they were inclusive of ward councillors, traditional leaders and ward committees.

A focus group is a discussion interview which involves six to twelve individuals present at the same place and time. The interviewer, referred to as a moderator, poses questions and stimulates discussion of topics which pertain to the research question. It is one of the most commonly used qualitative research techniques and it allows a small group of people to come together and share their views under the guidance of the researcher (Zondi, 2007:1). According to Ruliv and Nova Africa, “this method is used to collect general information, clarify details or gather opinions about issues from small groups of selected people who represent different views. It is also used to check if there is consensus around certain issues and as well as allowing people to share different views” (2006:7). During the focus group process, appreciative enquiry has been used as a tool. This method was used during the interviews and focus groups to stimulate positive attitudes from the participants. Cooperrider and Whitney (2008:1), state that appreciative enquiry “is about a co-evolutionary search for the best in people, their organization and the relevant world around them. It involves the art and practice of asking questions that strengthen a system’s capacity to apprehend, anticipate, and heighten positive potential”. Appreciative enquiry is good in that it looks at the positive side of people and leverages them to correct the negative (White, 1996). Cooperrider (2001:12) says that it seeks to discover peoples’ exceptionality, their unique gifts, strengths and qualities; it also searches and recognizes people for their specialties, their essential contributions and achievements. “It seeks to know what the people regard as their best and value most” (Goh, et al, 2003). The question around the solutions to the challenges of community participation stimulated positive responses from the participants at the local municipalities. This showed that they see the opportunity and a potential for making things better with regards to improving community participation.

4.4.5 Interviews

Interviews were conducted with the municipal staff at both district and municipal level which included the communications officials, technicians, ISD officials, community participation officials, technical managers and CDWs. This was done by means of a questionnaire. A qualitative study of the perceptions of the District Municipality and Local Municipalities

personnel who are responsible for making community participation in developmental processes a reality has been undertaken through conducting interviews with the research participants listed above. According to Synovate, (2007:1) “...in-depth interviews are ideal for investigating personal, sensitive or confidential information which is unsuitable to cover in a group format and are valuable for researching people with busy lifestyles who are unlikely to attend a focus group”.

4.4.6 Questionnaire Design

The questionnaires were designed and used as a method for qualitative data collection. The questionnaire is defined by QuickMBA (2008) as “a structured technique for collecting primary data, it is a series of written or verbal questions for which the respondent provides answers. A well designed questionnaire motivates the respondents to provide complete and accurate information”. Snap Surveys (2008:1) state that when designing a questionnaire it is important to ensure that survey objectives are met; wording is clear, sequencing is correct and that the length of the questionnaires is appropriate. The following steps as discussed by FAO (2008:1) have been followed in the design of the questionnaires which provide a guide on the information required: defining the target respondents; choosing the method of reaching target respondents; decide on questionnaire content, wording and length; as well as pre-testing before developing final survey form. Zarinpoush & Gumulka (2008) also provide three steps in designing a questionnaire as identifying topics about which to gather information, deciding on the format of questions, as well as testing and finalising the questionnaire. The questions were derived from the main research questions to ensure that the information provided gives answers to the research problem.

4.5 Data Analysis Methods

Data analysis according to Churchill is about analyzing the research results in line with the research problem. It involves scanning of the data collection forms in order to make sure that they are in order, complete and consistent (1995:83-84). As stated by Terre Blanche & Durrheim, 1999:47, after the data had been collected, it was organized and summarized and themes and relationships identified in order to do thematic analysis. These themes are presented as sub-topics in chapters 6, 7 and 8. The commonalities on issues discussed have

also been identified. The issue of lack of personnel in the relevant departments has been identified as being common in the district and the two local municipalities on which the report is based. The research topic, and the theoretical framework developed has been used as a basis for data analysis.

A comparative analysis of the selected case studies has also been done and is presented in Chapter 8 of this study. In some projects there were Institutional and Social Development (ISD) consultants appointed and in some there were none. In some projects the ISD was part of the technical consultant's team and in some the ISD was independent.

Interpretative analysis has also been used throughout the study. Data used on literature review (secondary data) and data obtained through interviews and focus groups discussions (primary), was combined for analysis of findings and discussions.

4.6 Reliability and Validity

Neuman, in Zondi (2007:38) says that "validity is the extent to which the results obtained reflect the true perceptions and experiences of respondents. This is obtained through authenticity which occurs when respondents freely share their true experiences and perceptions in an environment of trust". Mouton states that the validity of the data collection process can be influenced either positively or negatively by the reactivity and extent of participants' motivation. Mouton also discusses some ways to assist in minimizing the effects of the threats to validity. These are as follows: triangulation (use of multiple methods of data collection); ensuring anonymity; and establishing a rapport with the respondents (Mouton, 1996:154-156). In order to ensure reliability and validity of the data in this research, triangulation has been used, as data has been obtained from both primary and secondary sources. A rapport was also established with the respondents.

The fact that personal and social biases exists is acknowledged and according to Wood, the best that can be hoped for is to be as conscious of the existence of these biases as possible,

“recognizing that they will invariably shape any conclusions reached, whether quantitative or qualitative research tools are used” (Wood, 2001:533).

4.7 Summary of Challenges Experienced During Fieldwork

The field work was undertaken following a pre-arranged schedule of meetings with the identified participants in the municipalities. At Emalahleni local municipality interviews were conducted with the municipal officials (technical manager and the community participation officer instead of the communication officer who was not available) and the questions are attached. Due to time constraints on the side of the interviewees, in some cases the answers to the questions were written by the researcher on a separate paper as the respondent was giving answers - this was done in order to allow interaction with the respondent and to save time as people were not interested in filling in information claiming that it was too time consuming. After the questions were asked the researcher read the captured responses out to the respondent to ensure that it was well captured and this gave an opportunity for the respondent to add more comments on the questions being asked. More information could have been obtained from the respondents had there been enough time.

At community level the meetings were organised with the ward councillors of Ward 1 Sanitation Project area for meeting with the project steering committee members, the traditional leaders and the community development workers (schedule attached). A focus group session was held with this group at a different venue than was planned. Here the researcher asked pre-organised questions (questions and attendance registers are attached). The focus group for Ward 1 Sanitation was not easy as the group was concerned about the project which has not been completed and wanted to know the time frames especially as the interviewer was from the Chris Hani District Municipality. This problem initially affected the process and interaction with the group. I was not seen as an independent researcher or student but as a CHDM employee who was accountable because the ward councillor knew that I was from the section responsible for water and sanitation. With this problem more time was spent on trying to explain to the people what could have gone wrong. The focus group atmosphere was then compromised, although the participants cooperated and engaged themselves in the

session at a later stage. It also became necessary for me to commit to following up on the progress of the project as far as its implementation was concerned.

The focus group for Cacadu Regional Water Supply Project was not successful as it became apparent that there was no Project Steering Committee (PSC), and the ward councillor had been replaced and therefore an interview was conducted with the person who was identified as having been involved in the project. The information therefore was obtained from only one person and no other different views were obtained.

For the Ward 3 Sanitation Project, it was difficult to get hold of the ward councillor who was active at the time of the projects in order to organise the focus group. In this case secondary data through document research has been collected. A field visit was then undertaken and an interview was held with a PSC member (Mr Ndika) who related the same story about the project being incomplete in 2004, and only resuming now (September 2009) without even being informed of what was happening. Municipal reports were also used to gather information on community participation in this project. This is discussed in Chapter 8 of this report.

For Thembelihle Water Supply Projects the contacts of the PSCs were not available especially the executive members who also formed part of the broader stakeholder meetings which are the site meetings. Only one PSC member has been interviewed and she did not report any queries on participation claiming that all was well, except for an issue of a farmer wanting a pipe to his farm and which the DM was unable to assist. Data that has been used here is mainly secondary, obtained from reports and minutes.

At Intsika Yethu interviews were conducted with the communications officer and the technical manager as per the attached schedule. As already mentioned above these officials were not provided with questionnaires to complete but were asked questions and the researcher wrote down the responses at the same time. This helped with the interaction between the researcher and the respondent. It can be mentioned here as well that with more

time available from the side of the respondents, more views could have been obtained on the subject of community participation.

At the community level the meetings were also organised with the ward councillors for Gcibhala Ward 16 Sanitation and Cofimvaba Ward 15 water supply. The focus groups were attended by the ward councillor, the Community Development Workers, the Project Steering Committee members but members from the traditional authority could not participate as the one for the area was away on personal business. A telephonic interview was conducted with the headman.

At Chris Hani District Municipality, the interviews were conducted with the communications manager (office of the municipal manager), the technician, the ISD officer (both from the engineering department) as well as the community development officer from the Integrated Planning and Economic Development (IPED) section. The same procedure of asking questions and writing down responses was undertaken with the CHDM staff as with the Local Municipality staff in conducting the interviews.

It was challenging to interview the ISD officials as I am also carrying out the same duties. The fact that I am senior to them, also posed a challenge with regard to asking questions that would reveal their understanding of issues pertaining to their work. This demanded that I not disclose the purpose of asking certain questions, for example when asking about their understanding of the participatory research tools; I had to link the question to a programme that we were planning. The interviews were also conducted with the service providers who are involved as social facilitators in these projects. This was difficult as well since the answers revealed their understanding of their role in promoting community participation. Although it has not been observed from the responses, it could be that the kinds of responses that I received were determined by who I am in relation to the respondents. The questions that ask *'what is your understanding of community participation?'* and *'how do you ensure maximum community participation in these projects?'* might have received an ambitious answer to impress me and to indicate to me that the official, as an ISD person does know

about community participation. It would be embarrassing for a person involved in community participation not to know what community participation is about.

Telephonic interviews were conducted with two of six CHDM Civil Society Organisations (CSOs) that are on the DWAF list as the other four could not be reached. Interviews were also conducted with two other CSOs that are not on the DWAF list. These two CSOs are based in three of the CHDM local municipalities, namely, Lukhanji, Sakhisizwe and Emalahleni. Although the CSO data has recently been developed (2008), it does not contain all the CSOs that exist in the CHDM area. The study therefore has been disadvantaged with regards to obtaining a realistic overview of the CSOs that are in the CHDM and their specific fields. The CSOs as role players in participatory development are discussed further in Chapter 7 of the report.

4.8 Conclusion

In this chapter the researcher has discussed how the research process has been undertaken. The methods that have been used for collecting data are participatory in nature and seek to make sure that at the end the participants are capacitated. There were other problems during the research process. The researcher had identified eight projects for the study (four from each of the local municipalities, two for sanitation and another two for water). During the research process difficulties were experienced in accessing information and contacting the people that were involved e.g. the ward councillors and project steering committee members who have now been replaced. Information was gathered from the CHDM colleagues who were interviewed.

The next chapter presents the socio-economic profile of Chris Hani District Municipality and the two local municipalities under study.

CHAPTER 5

Socio-Economic Background of Chris Hani District Municipality

5.1 Introduction

In the previous chapter the methods that were used for data collection were presented. The area of study was also introduced. This chapter provides the socio-economic background of the district including its local municipalities. As discussed in Chapter 3, the study has been undertaken in the Chris Hani District Municipality and in the two local municipalities of Emalahleni and Intsika Yethu, within its jurisdiction. The Chris Hani District Municipality was established in terms of the Municipal Structures Act 107 of 1998, Section 12 which states that the MEC for Local Government through a gazette must establish a municipality in the municipal area which the Demarcation Board demarcates in accordance with the Act. In terms of Section 155 of the Constitution of the Republic of South Africa, 1996 (the Constitution) and in terms of Section 10 of the Local Government Municipal Structures Act, No. 117 of 1998 (the Structures Act), it is a Category C municipality, which is a category of a municipality that has municipal executive and legislative authority in the area that includes more than one municipality, and Chris Hani District Municipality has legislative authority over the eight local municipalities inclusive of Intsika Yethu and Emalahleni.

5.2 Locality and Population

The Chris Hani District Municipality is situated on the north-eastern sector of the Eastern Cape and is characterized by both rural and urban settlements. The rural part is the former Transkei area that consists of the magisterial districts of Engcobo, Cala, Cofimvaba, Tsomo and Lady Frere. The urban area is made up of former RSA magisterial districts and these are areas that include the commercial farming districts of Elliot, Molteno, Sterkstroom, Hofmeyr,

Cradock, Tarkastad, Queenstown and Wodehouse (CHDM IDP 2008-09:14). It is the second largest district municipality in the province covering an area of 37 111 km². It comprises eight local municipalities which are Lukhanji; Inxuba Yethemba; Intsika Yethu; Emalahleni; Sakhisizwe; Engcobo; Inkwanca and Tsolwana. Its population numbers about 823 000 giving it a low population density of 22 per square kilometre.

According to the CHDM IDP review of 2009/10, the majority of CHDM people speak isiXhosa. Its boundaries stretch between Ukhahlamba District (now known as Joe Gqabi DM) in the north, OR Tambo district in the east, Amathole in the south, Cacadu in the south-west and a small stretch of the Northern Cape Province to the north-west. The CHDM is based in Queenstown. The key towns of this district are Cradock, Middelburg, Queenstown, Elliot and Cofimvaba. The CHDM is known for its tourist attractions. These include game farms featuring animals such as zebra, exotic flora such as aloes and agricultural products such as mohair²². The following diagram shows the CHDM population, urban versus rural. It confirms that this district is mostly rural.

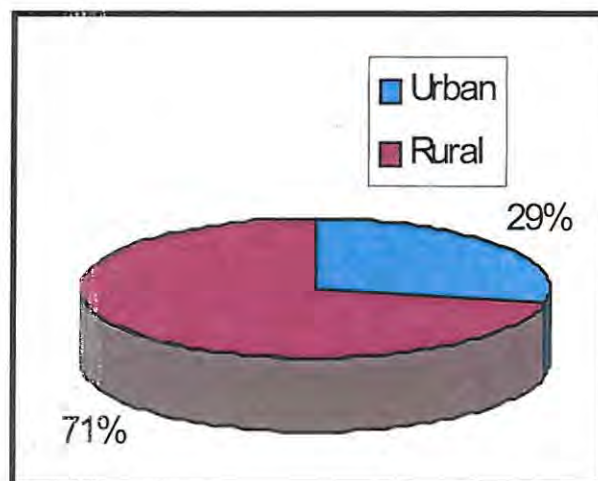


Figure 1.1 Population Distribution: Urban / Rural Split (Source: CHDM IDP 2008/2009:30)

The Population in the CHDM municipalities is attached as Figure 1.1 above. (Source: CHDM IDP 2008-2009, p84).

²² www.ectourism.co.za/districts_eastern_cape.asp. accessed on 05 October 2009 @ 12:37 pm

5.3 Geographical Background

The Chris Hani District Municipality is located in the north-eastern sector of the Eastern Cape (See Map no. 1). It includes one District Management Area (DMA) (Mountain Zebra Park) and eight Local Municipalities, namely, Lukhanji, Inxuba Yethemba, Tsolwana, Inkwanca, Emalahleni, Intsika Yethu, Sakhisizwe and Engcobo (CHDM IDP, 2008/2009).

The area of Chris Hani geographically is characterised by irregular topography, moving towards the south down from the Drakensburg Mountains in the North. The south western areas are mostly covered by Karoo bush whilst the remaining section is composed mostly of the eastern grassland area with extensive drainage basins in the areas of Emalahleni and Intsika Yethu. The geographical area of the district is large with Inxuba Yethemba being the biggest municipal area occupying 48% of the Chris Hani territory followed by Lukhanji (21%). The District Municipality Area consists only of one urban area (Queenstown-Lukhanji) and large rural areas with their associated townships as well as very small towns with large farming areas. Furthermore, the Chris Hani District is considered to be a rural district since 71% of the total population is rural. The rural areas are inaccessible due to the poor conditions of the roads²³.

Emalahleni Local Municipality is situated on the eastern side of the Chris Hani District. It has three main towns, Lady Frere, Dordrecht and Indwe. It is the municipality with the fourth largest population (14% of the district) in the Chris Hani district and extends over an area of

²³<http://www.doh.gov.za/facts/eusites/chrishani01> District Management Team of Chris Hani District Municipality HST/ISDS/ RDHSP/ISRDP. 2002

approximately 3 840 square kilometres, which includes more than 200 rural villages. Emalahleni local municipality is composed of sixteen (16) wards and its offices are based in Lady Frere (Emalahleni, 2009:27). Intsika Yethu Local Municipality is based in Cofimvaba. This area is characterised by dispersed settlement pattern: pockets of developed urban centres surrounded by scattered undeveloped rural villages, which implies great costs to fulfil every basic human right to basic infrastructure and services (Intsika Yethu IDP, 2009).

5.4 Brief History of CHDM

The history of CHDM in this report is traced back to before the 1994 national elections which mark the beginning of the democratic era in South Africa. According to CHDM, (undated), the Chris Hani District Municipality evolve from Divisional Councils that were established by the Cape Colony in accordance with the Divisional Council Act No 5 of 1855. In 1980 these Divisional Councils were amalgamated by the Cape Provincial Administration which gave rise to the establishment of the Stormberg Divisional Council. This council was further transformed into the Regional Services Council (RSC) in 1985 and it was made up of the areas of Queenstown, Molteno, Sterkstroom, Whittlesea, and all the farm areas around these towns. Some parts of the Midlands Regional Services Council (Cradock and Middelburg in particular) were joined with the Stormberg Regional Services Council. The amalgamation established the Stormberg District Council (CHDM, 2010), (CHDM, undated).

After the 1994 elections the administration of the provinces was placed under administrators in accordance with the Local Government Transition Act 209 of 1993, whose aim was “to provide for revised interim measures with a view to promoting the restructuring of local government, for that purpose to provide for the establishment of Provincial committees for local government in respect of the various provinces, for the establishment of appointed transitional councils in the pre-interim phase”²⁴. These were referred to as Transitional Local Councils (in the urban areas) and Transitional Rural Councils in the rural areas. The District Council which was called Stormberg, administered these transitional councils with regard to

²⁴ <http://www.info.gov.za/view/DownloadFileAction?id=71082>

managing delivery of services and infrastructure development²⁵. It was the Stormberg District Council that had to work on the establishment of a united TLC & TRC Council. Section 21 Notice states that “Every citizen who is qualified to vote for a particular municipal council has the right to stand as a candidate in an election for that council...., and if elected, to become and remain a councillor”, (RSA, 1998: Section 21).

After the elections the Local Government Transition Act Amendment Act 1995 was passed, which, among other objectives, aimed at regulating the holding of local government elections as well as to provide for the re-establishment of a transitional council or the transitional metropolitan substructure²⁶. After the December 2000 local government elections the TRCs and TLCs were dissolved and the then Stormberg District Council was replaced by the Chris Hani District Municipality (CHDM, 2004). This was in line with the Municipal Structures Act of 1998 as mentioned earlier.

5.5 Poverty Levels

According to the CHDM Water Services Development Plans (WSDP), the CHDM has not yet developed an official definition of poverty to assist in developing the policy and prioritising assistance. In the absence of a policy a household monthly income below R1600.00 per month is used. The levels of household income and affordability are low, and therefore CHDM needs to formulate strategies for providing free basic services to its community. (CHDM WSDP, 2008:46-47). The CHDM as a rural and underdeveloped municipality was identified as one nodal point of the 13 municipalities countrywide, and among the four in the Eastern Cape to benefit from the Integrated Sustainable Rural Development Programme initiated by the former President, Thabo Mbeki (Department of Cooperative Governance and Traditional Affairs, 2009:90).

²⁵ www.dispatch.co.za/1997/12/11

²⁶ <http://www.info.gov.za/acts/1995/a61-95.pdf>

5.6 Local Economic Development

It was mentioned earlier that the Chris Hani district is highly rural and the main economic development activity taking place is livestock farming. The CHDM is composed of both the farming districts of the former Cape Provincial Administration and former homeland areas of the Ciskei and the Transkei. This shows the dual character in spatial settlement with large tracks of commercial agricultural land on the one hand, and sprawling rural settlement characteristics of former homeland villages on the other²⁷.

Livestock farming is the predominant activity in the Chris Hani district followed by the economic sectors of tourism, forestry, mining, agri-processing, brick-making, real estate and retail. Queenstown – originally a military outpost – is the commercial, administrative and educational centre of a prosperous farming district dominated by cattle. Farms around Middelburg and Cradock sell mohair, mutton and wool while commercial black farmers are concentrated around Cofimvaba and Ngcobo²⁸.

Queenstown is also a manufacturing centre producing furniture, wood and processed dairy products. The district is rich in Aloe Ferox from which commercial skincare products are made and food processing occurs around Cradock and Middelburg. Stop over tourism is serviced by guesthouses and farm stays²⁹. As a tourist attraction, the district is named after the assassinated freedom fighter Chris Hani who was originally from the Cofimvaba area (Intsika Yethu) of the district. The second largest of the districts, Chris Hani, is largely rural with one urban area around Queenstown: Lukhanji.

²⁷ http://www.idt.org.za/index.php?option=com_content&task

²⁸ www.ectourism.co.za/districts_eastern_cape.asp. accessed on 05 October 2009 @ 12:37 pm

²⁹ www.ectourism.co.za/districts_eastern_cape.asp. accessed on 05 October 2009 @ 12:37 pm

5.7 Socio-Political and Socio-Cultural Aspects

The CHDM is characterised by a diversified community which has more than one language. The western side of the district which has been described in the CHDM IDP as being semi-urban, is dominated by Afrikaans as a language for communication. These are the areas of Middelburg and Cradock (Inxuba Yethemba); Molteno and Hofmeyr (Inkwanca); and Tarkastad (Tsolwana). The eastern side (Engcobo, Emalahleni, Intsika Yethu and Sakhisizwe local municipalities) which is said to be rural is dominated by isiXhosa speaking people³⁰.

The CHDM community is mostly dominated by isiXhosa speaking people. There are mixed cultures which include white, black and coloured people. The other part of Tsolwana Municipality which is Ntabethemba has Sesotho speaking people, who have migrated from Hershel due to politics of the former Bantustan states. The rural side of the CHDM has been under the administration of the traditional leaders during the homeland system of government whilst the semi-urban side was administered by the republican government³¹. This has had a significant effect on the socio-economic development of these two different areas. The eastern / rural area is characterised by a high backlog in basic services that includes water and sanitation whilst the other side has had well developed infrastructure which has now aged and is dilapidated.

The reason for the differences is that the homeland system which was introduced by the apartheid government and which affected the rural areas of Chris Hani District Municipality resulted in unequal distribution and access to services. The black people under the Bantu Authorities depended on the central government for resources including revenue as they did not have a revenue base. According to Venter (1989:93), "Black homeland authorities were created with a small tax base with the result that all Black homeland governments largely relied on central government transfer for their revenue". The homeland system (Bantustan) was introduced which gave authority to the chiefs or traditional leaders through the Bantu Authorities Act of 1951 as also discussed in Chapter 2, section 2.2 of this thesis.

³⁰ Interview with CHDM councillor, Bikwana Portfolio Head Infrastructure at CHDM Offices on 18/10/09

³¹ Interview with CHDM councillor, Bikwana Portfolio Head Infrastructure at CHDM Offices on 18/10/09

5.8 Service Delivery Profile

According to Shweni, 2009³², when the CHDM was established in the year 2000, taking over from the Stormberg District Council, it took over assets and liabilities that included debts and incomplete projects. It has already been said that the CHDM area as a rural district is characterised by high backlog in basic services due to the administration of services prior 1994. As discussed above, the different systems of government and service administration resulted in different levels of service. This difference, according to Robbins (2009), was caused by the fact that “most of the then white local governments offered standards equal to those in developed countries, whilst in the rural areas there were generally no services.

In providing the service delivery profile of the CHDM, it is necessary to look back on the historical background that led to CHDM having responsibility of providing services. In 1994 the new system of government was born in South Africa and therefore new departments were formed in order to implement the objectives of the Reconstruction and Development Programme (RDP). The Water Supply and Sanitation Policy White Paper (WSSP) was developed in 1994 by the newly formed Department of Water Affairs and Forestry (DWAF) and had an aim of setting out the policy for the new Department with specific regard to water and sanitation services (DWAF, 1994). So at this time it was DWAF who was responsible for providing water services to the communities.

The Water Services Act of 1997 came into effect and it aimed at providing the rights of access to basic water supply and basic sanitation, as discussed in Chapter 2. In 1998 came the Municipal Structures Act which provided for the “establishment of the municipalities in accordance with the requirements relating to categories and types of municipality” (RSA, 1998:2). The Municipal Systems Act No 32 of 2000 came into effect and at this time the CHDM had been established as discussed in 5.4 above. The significance of this Act to the CHDM and water service provision is that at this time the CHDM as a municipality was given responsibility for service delivery at local level. The Act therefore “provides core

³² Participant observation as was part of the meeting on 08/10/09 at Emalahleni LM

principles, processes and mechanisms that are necessary to enable municipalities to move progressively towards social and economic upliftment of local communities and ensure universal access to services that are affordable to all” (RSA, 2000:1).

According to Section 78 of the Act, the municipality is allowed to choose a mechanism by which to provide the service to the municipality in its area, and it could be through an external or internal mechanism depending on the assessed capacity of the particular municipality. As allowed by section 9&10 of the Water Services Act, the Norms and Regulations were developed in 2002, for implementation in 2003 as discussed in Chapter 1 of the thesis and they are aimed at regulating the supply of potable water and sanitation services to consumers.

The Water Services Act and its regulations mainly stipulate the level of service that should be provided to the consumers, the quality to be provided, the tariffs to be applied to those services as well as rights of connection to municipal infrastructure. In 2003, the CHDM was given authority to be a Water Service Authority (WSA) over municipalities in its area, meaning that the responsibility of ensuring access to water services would no longer be the responsibility of DWAF, but rather of the CHDM. The projects at the time were funded through a programme called Consolidated Municipal Infrastructure Programme (CMIP). The projects that were funded were basic services of water and sanitation and SMME development (Gateway, 2001:3).

In 2003 the Municipal Infrastructure Grant (MIG) was introduced after approval by Cabinet³³. The MIG is described as a new infrastructure funding arrangement that combines all the existing capital grants for municipal infrastructure into a single consolidated grant (DPLG, 2004-2007). At the time of the MIG there were a number of incomplete projects from the CMIP. As the CHDM was now the WSA, the projects that were previously managed by DWAF were transferred to the CHDM with funding. The CHDM received those projects in their early stages - some were still at Business Plan stage and some had just started

³³ www.dplg.gov.za/subwebsites/igr/docs/MIG_POLICY.doc

construction. The basic services backlog details of the Chris Hani District Municipality are tabled below:

LOCAL MUNICIPALITY	NO OF HOUSEHOLDS	% UNSERVED WITH WATER	% UNSERVED WITH SANITATION
Emalahleni	29 365	9	59
Engcobo	31 541	55	76
Inkwanca	5 111	0	34
Intsika Yethu	38 577	49	61
Inxuba Yethemba	45 661	0	0
Lukhanji	15 206	14	73
Sakhisizwe	15 176	23	71
Tsolwana	8 220	0	28

Table 5.1 Details of CHDM water services backlogs

Source-CHDM Water Services Development Plans (2008)

The above table shows that the municipalities that are in the rural areas are characterised by high levels of backlog in water and sanitation as opposed to those on the western side. According to Sigabi, when the newly established council took office, all of the CHDM “rural areas did not have clean running tap water, sanitation was a luxury, electricity was non-existent, and the bucket system was an unacceptable form of sanitation in the townships and rural towns in the former Transkei and Ciskei. Development in general was implemented through a top down approach” (CHDM, 2010).

With the responsibility of eradicating the backlog in basic services, the council established committees to conduct oversight and debate issues and they are the Governance Standing Committee, Finance Committee, Infrastructure, Integrated Planning and Economic Development as well as Health and community Services (*ibid*). The Institution has a set of developmental objectives aligned to the Local Government’s Five Year Strategic Agenda amongst which is Good Governance and Public Participation. “The District is in the process of consolidating its strategies around the issue of ensuring adequate public participation”. (CHDM, 2008:133). This means that the institution realises the importance of public participation in matters of local government including service delivery.

5.9 Description of Study Area

The local municipalities that have been chosen for the study (Intsika Yethu and Emalahleni) both fall under the former Transkei area, which is a former Bantustan state, rural in nature and which has been under the rule and administration of traditional authorities. These are the areas where there is more back-log in terms of delivery of basic services such as water and sanitation. The Emalahleni Local Municipality has a population of 115 948 and Intsika Yethu has a population of 194 260 respectively (see Figure 1.1). The Emalahleni Local Municipality is comprised of 16 wards and includes the small towns of Lady Frere, Dordrecht and Indwe. The Intsika Yethu Local Municipality consists of 23 wards. The landscape in most parts of the municipality is mountainous and the density of the houses is low, hence most areas are classified as deep rural areas. It includes the small towns of Tsomo and Cofimvaba.

5.10 Criteria for Selecting the Site/Projects for Study

This research has been motivated by the problems that the researcher has come across as a community participation official. These problems were obvious during imbizos where the communities would use these as platforms for raising their unhappiness on service delivery projects. This has shown that the communities seem not to have access to projects or to have a say during the process of implementation of service delivery projects. This then developed into an interest to study community involvement in service delivery projects. The study has identified projects that appear in the list of capital projects for the 2003 / 2004 financial year which is the first financial year after the Chris Hani District Municipality was given responsibility as Water Services Authority, taking over from the then Department of Water Affairs and Forestry (DWAF). As already mentioned in the previous chapter, in each of the two local municipalities, water and sanitation projects have been randomly selected from the project list. This gives a total of seven projects under study. At Emalahleni Local Municipality they are: Ward 1 Sanitation; Ward 3 Sanitation; Cacadu Regional Water Supply Scheme and Thembelihle Water Supply. At Intsika Yethu Local Municipality they are: Cofimvaba EU Sanitation; Cofimvaba Ward 15 Water Supply and Gcibhala Ward 16 Sanitation.

5.11 Conclusion

The above discussions give an indication that the Chris Hani District Municipality is characterised by a high level of underdevelopment. This is determined by the historical effects of the apartheid system that segregated the South African areas into urban and rural. This resulted in unequal distribution of resources including infrastructure. The evolving of the CHDM since the collapse of the homeland system of government up to its establishment in the year 2000 in line with the Municipal Structures Act of 1998 has been discussed. The next three chapters present the findings of the research starting from the municipal environment, then the analysis of the role players involved in promoting community participation and lastly the extent of community participation at project level. It looks deep into CHDM as a sphere of government closer to the people and how it is structured to ensure that communities participate in matters of the municipality.

CHAPTER 6

The Municipal Environment in Promoting Community Participation

6.1 Introduction

In the previous chapter the historical background and the socio-economic status of the Chris Hani District municipality was discussed in relation to the consequences of the apartheid system of government which considered the CHDM area as a rural area, and it became disadvantaged as far as infrastructure development is concerned. This chapter presents the institutional environment within the municipalities under study and how it contributes to the level of participation by communities in the affairs of the municipality.

The municipality as a sphere of government that is closest to the people has a responsibility for ensuring that the communities participate in service delivery in accordance with the requirements of the Municipal Systems Act No 32 of 2000. As discussed in Chapter 3, the municipality has dedicated staff to carry out this responsibility. The main hypothesis of the study is that effective community participation in service delivery is positively related to the institutional arrangements in the municipalities and the effectiveness of the role players responsible for promoting community participation in projects of service delivery. Therefore the converse is also true: if the institutional arrangements and the role players are ineffective, community participation will also suffer.

This chapter is concerned with the institutional arrangements of the Chris Hani District Municipality, Intsika Yethu and Emalahleni Local Municipalities focusing on the relevant departments. Here in particular the report provides details of how the municipalities are structured specifically in the relevant departments that have been identified for the study. The gaps that exist in the organogram are identified as well as their significance to the ultimate achievement of the function of community participation in service delivery. The chapter also

looks at the effectiveness and relevance of the strategies that the municipalities engage in as an effort to promote community participation. These strategies include Integrated Development Plans and Budget Review Processes, communication strategies, imbizos and community feedback meetings.

Cooperative governance is also discussed in relation to the policy requirements (the Constitution of the Republic of South Africa of 1996, Municipal Structures Act No 117 of 1998 as well as the Intergovernmental Relations Act of 2005) that the three spheres of government should work together to fulfil the policies and the legislation of the Republic of South Africa. The linkages and coordination of district and local municipal programmes are also part of this discussion. The intergovernmental relations, the challenge of programme coordination within the DM departments, and its significance for effective community participation are also analysed as their ultimate aim is to have a coordinated approach to service delivery.

6.2 The CHDM and Local Municipalities' Perspective of Public Participation

The importance of community participation is acknowledged at both the district and local municipality level. In his State of the District Address and Budget Presentation of 30 May 2007, the CHDM Executive Mayor put community participation at the centre of all developmental projects, and added that “mechanisms and strategies such as Community Development Workers and other foot-soldiers such as Ward Councillors and committees must be fully utilized in order to realize the ideals of the people’s Charter and strengthen our IDPs” (CHDM, 2007:5-6).

The CHDM priorities for 2009 do not have the component of promoting community participation in service delivery. As stated in the CHDM State of the District Address (SODA) and Budget Presentation of 31 May 2006, the Municipal Finance Management Act (MFMA) requires that a draft budget be tabled to council before end of March and finally adopted 30 days before the financial year end (end June). This draft is then to be presented to local municipalities from the 2nd to the 5th of May, for adoption at the end of May (CHDM,

2006:4). This clearly shows that the process is a compliance issue in accordance with the specified Act.

Public participation is described by the CHDM Executive Mayor as one of the focus areas which is key to developmental local government but does not elaborate how important it is and how the municipality plans to promote it (*Op cit*:22). The CHDM IDP acknowledges the need to educate communities regarding their rights, as an approach towards good governance. It does not elaborate much on community participation as part of the strategies for promoting good governance. (CHDM IDP, 2008-9:129). In his address of 2006, the Executive Mayor, having listed all the strategies for successful service delivery and in line with the national and provincial fundamental objectives, acknowledges that public participation is the key to developmental local governance and that it is at the centre of all, but he is not explicit as to how this works. Also in his State of the District Address and Budget Presentation 30 May 2007, the CHDM Executive Mayor is not clear on public participation but just states “at the centre of all, is community participation” (CHDM, 2007:5-6). The CHDM annual report of 2007/8 provides a report on Good Governance and Public Participation, but this report dwells mostly on the audit report, intergovernmental relations, and only talks about the Imbizo Action Plan that has been prepared and monitored (CHDM 2007/8:13). From the above it is therefore possible to conclude that the DM acknowledges that community participation should feature in municipal plans but it does not specify how.

6.3 Institutional Arrangements within the Municipalities under Study

The institutional arrangements within the municipalities as already stated above are positively related to the level and effectiveness of community participation in the municipalities. This section discusses the departments of the municipalities under study, which have a common element of community participation as part of their service delivery programmes. These are: Office of the Municipal Manager; Engineering Department; as well as Integrated Planning and Economic Development (IPED). These departments and their structural arrangements are discussed below in order to present their significance to the effectiveness of community participation in service delivery. The first problem is that community participation is not well

institutionalised and is actually not prioritised. The Organisational Structure of the CHDM is attached as Annexure A.

In the Chris Hani District Municipality, the Engineering Department is divided into three sections namely: Roads, Water Services and Project Management Unit (PMU). The latter is the unit that is responsible for implementation of capital projects which include water and sanitation and is therefore important for the study. In order to ensure equal attention in service provision in the eight local municipalities, the PMU section is subdivided into three management areas which are the eight local municipalities grouped together according to geographical proximity, as follows: Area 1 responsible for Intsika Yethu and Engcobo local municipalities; Area 2 responsible for Sakhisizwe and Emalahleni local municipalities as well as Area 3 responsible for Lukhanji, Tsolwana, Inkwanca and Inxuba Yethemba local municipalities³⁴. A map of CHDM showing these local municipalities is attached as Appendix 1. The significance of this detail for the study is that there are Institutional and Social Development (ISD) officials allocated to each management area respectively and their role is to ensure community participation in these service delivery projects of the DM³⁵. Area 2 is characterised by a high backlog of basic services and therefore has many projects that are being implemented. The problem here is that only one ISD Official is responsible for promoting community participation in these projects. In spite of several motivations submitted by the Area Manager to request a second ISD Official, this has never received priority from the municipality³⁶.

The organogram of the Engineering Department (attached as Annexure B) is such that the Institutional and Social Development (ISD) Officers including their Manager are at the lower level compared to other technical staff. The ISD Manager is shared among the PMU and Water Services sections. The social facilitation function is at a lower level and therefore rarely included in decision-making. The qualifications for this specialty are not clear to the technical people although they are the ones who do all the recruitment processes for ISD

³⁴ Interview with CHDM Technical Manager, T. Stander at CHDM Offices on 04/02/2009

³⁵ Interview with CHDM technician, M. Lingela, at CHDM Offices on 04/02/2009

³⁶ Personal Observation as author is supervising ISD Officers in CHDM

positions³⁷. This has resulted in recruitment of ISD Officials who do not necessarily have the experience of working in the field of community development. They are not even familiar with the Tools for Participatory development that are cited in Chapter 2 of this thesis³⁸.

The ISD Manager is at the lowest level of all other managers not only in the Engineering Department but in the institution as a whole. This has a negative connotation in that people who are working with communities are seen to be of less value and of lower status than the technical people. Even the vague requirements for post of ISD Officer indicate the lack of understanding of the importance of this field by the municipal staff in senior positions³⁹. According to DWAF, EC, 2004, the organograms of most municipalities do not show that the ISD function is taken seriously by councils. “Challenges range from lack of sufficient recognition of the ISD discipline and / or ISD personnel in municipalities to the very little attention given to ISD issues in project and programme” (DWAF, EC, 2004).

The bias towards technical people versus community development practitioners has been observed by the researcher. When a motivation was made by the ISD officials to the head of the department requesting that they be put at the same salary level as technicians, who at a higher one, (judging from the fact that their post qualifications and responsibilities are the same with even more responsibilities for the ISD Officials), the response was not in favour of the ISDs and the reason was that technical people are a scarce resource⁴⁰.

This bias was also noted when Mr Shiceka (Minister of Cooperative Governance and Traditional Affairs) addressed the issue of capacity in the municipalities as quoted by McKenzie (2010:13). McKenzie states that Shiceka says that he had identified six top posts to focus on as part of local government turnaround strategy and they include municipal managers, chief financial officers, town engineers, town planners, human resources and communication. The Minister provides reasons for focusing on these top posts highlighting

³⁷ Personal Observation - specification for post

³⁸ Informal Interview with the CHDM ISD Officers 15/09/ 2010 at CHDM Offices

³⁹ CHDM, 2008, advert for vacancy - ISD Officer

⁴⁰ Interview with the CHDM ISD Officer, 04/02/2009 at CHDM Offices

the challenges in each. For human resources in particular he states that the problem is that people are employed without following the procedures and by employing friends, but for the communication office he does not provide any challenges. Further his focus on bringing capacity to the municipality is on the engineering side and even states the number of engineers deployed (2010:13).

The other institutional limitation for the ISD personnel is that they are not participating or represented in the DM platforms or meetings that discuss project support in detail. The management area sessions which are also information sharing platforms are sometimes skipped due to technicians and area managers being deployed in other urgent tasks (CHDM, 2005:11). The ISDs then remain uninformed about project-related issues and are therefore unable to reach out to communities and implement awareness campaigns.

The Integrated Planning and Economic Development (IPED) department hosts the Integrated Development Planning (IDP) unit, which is responsible for facilitating IDP processes. The IDP is one of the tools used for community participation in service delivery. This unit is composed of only one person who is responsible for all the IDP related functions⁴¹. The problem that can be identified from this is the lack of capacity in personnel resources, which has a significant limiting impact on effective community participation. The implications of limited capacity are such that the quality of what is supposed to be done is compromised and as a result development of the communities is unsustainable and less community ownership which often results in community conflicts (CHDM, 2004).

The communications unit which is placed at the office of the municipal manager also has a role to play in promoting community participation. As mentioned earlier, the communications office is among the top six positions that the Minister of Cooperative Governance and Traditional Affairs wants to focus on as part of the Local Government Turnaround Strategy. Hetherington states that “if, as national government says, a major cause for service delivery protests is inadequate communication, then it is clear that skilled and experienced

⁴¹ Interview with CHDM LED Officer, on 05/02/2009 at CHDM LED Offices

communications capacity at senior level is a priority” (2010:50). The problem of lack of capacity in this office both at local and district level has been observed by the researcher and poor communication is linked to the shortage of staff in the relevant offices. The fact that inadequate communication results in service delivery protests, shows the important role that communication plays in service delivery. Hetherington (2009:12) quotes Elroy Africa, Acting Director General of the Department of Co-operative Governance and Traditional Affairs (COGTA) saying that communication is not getting the strategic importance it deserves in the municipalities, judging from the high vacancy levels in the communications units.

At the time of the interview with the head of communications of CHDM this division was composed of the communications manager, the administrator and the marketing and events officer. The communications officer had just been promoted to management after the resignation of the manager of communications early in 2008⁴². The issue of limited personnel in this section also has implications for effective community participation. If there is a shortage of staff, then the focus will be on priority activities compromising others which are also important. This has been confirmed by Pinyana, who is the Director in the Eastern Cape Provincial Department of Government Communications and Information Systems (GCIS)⁴³, who even encouraged the integration of communication programmes by the sector departments to ensure effective use of the scarce resources including personnel⁴⁴. The Chris Hani DM Annual Report indicates that the unit is understaffed, comprising the media relations manager, a communications officer and a website content author, hence the plea on the report “clearly the unit is understaffed and the need for more capacity is imperative” (CHDM, 2007/8:16).

This problem of capacity in this unit has continued hence it is further reflected in the CHDM Annual Report of 2008-9 as one of the challenges that the unit faces. The report states that the unit is understaffed and has no established customer care desk, which results in uncoordinated dealing with queries. Mechanisms to encourage community participation are

⁴² Interview with CHDM Communications Manager on 04/02/2009 at CHDM Offices

⁴³ Pinyana was presenting in the CHDM Communication Strategy Review Workshop, 26 August 2010 at Queens Hotel, Queenstown

⁴⁴ Presentation by Pinyana CHDM Communication Strategy Review Workshop, 26 August 2010 at Queens Hotel, Queenstown

minimal. Integrated communication activities are lacking within the district. Resources are lacking which compels the unit to use service providers for minor productions” (CHDM, 2008/9:73-74). In terms of the ideal organogram, there are six positions still to be filled⁴⁵. It may therefore be surmised, given the skeleton staff and the unfilled positions indicated on the organogram, that this section cannot operate effectively.

The community participation unit according to information gathered during the interviews of municipal staff regarding promotion of community participation is the unit that bears this responsibility⁴⁶. This unit is but solely focusing on giving support to ward councillors and ward committees. “The speaker is responsible for overseeing the functioning of the political arm at local government and essentially public participation is connected to this function” (DHLGTA, 2008:16), whilst the mayor on the other hand represents local government to the community. “The office of the speaker also has the responsibility of facilitating public participation in council processes” (Baatjies & de Visser, 2007:5); hence the public participation officer is placed in this office. The office of the mayor and speaker is composed of the mayor and the personal assistant to the mayor and the speaker. Both the support clerk and the public participation officer positions are vacant⁴⁷. In the case where this office is not fully occupied as is the case with the CHDM, then the function is not performed and therefore coordination of community participation is minimal if happening at all.

The capacity problems in relation to community participation officers as discussed above are also visible in the local municipalities. At Intsika Yethu Local Municipality the technical services department at the time of the interview with the technical manager consisted of the technical manager, a technician and an administrator. There are no ISD officials or social facilitators. The social facilitation is done by the technical people. The public participation official is based at the office of the speaker and is not involved in social facilitation in the projects, but only provides support to ward councillors and their ward committees. The communications office on the other hand is composed of the communications officer only⁴⁸.

⁴⁵ Presentation by CHDM Communications Manager, Communication Strategy Review Workshop held on 30 October 2008, Aloe Grove, Queenstown

⁴⁶ Interview with Emalahleni Community Participation Officer at Emalahleni Municipality on 03/02/2009

⁴⁷ Telephonic Interview with Admin Officer in Office of the Mayor, 21/10/2010

⁴⁸ Interview with Intsika Yethu Technical Manager at Intsika Yethu Municipality on 02/02/2009

Again here the problem of limited personnel means that the necessary duties and functions are not executed.

At Emalahleni Local Municipality the technical services department, at the time of interview, was composed of the technical services manager and the secretary. The situation is the same as in Intsika Yethu Municipality above. The communications office also consists of the communications officer only. There is also a public participation officer who is placed at the office of the mayor but only focusing on ward committee support and not directly involved in service delivery projects⁴⁹. The local municipality, as opposed to the district is therefore not hands-on as far as community support in the projects is concerned. This also means that the local municipality and its communities rely on the district for project related information.

Lack of personnel capacity is one of the problems affecting the level at which communities participate in municipal programmes. The capacity problems relate to insufficient staff as well as lack of experience and knowledge in the field of community development. Researchers from the Centre of Applied Legal Studies (CALs), the Centre on Housing Rights and Evictions and the Norwegian Centre for Human Rights have released a report (from a study of 15 municipalities in South Africa) identifying key fault lines in water and sanitation policy implementation. The report states that “although South Africa has one of the most progressive legislative and policy frameworks for water services in the world, when it comes to implementation at the local government level, where actual water service provision is located, the reality is quite different” (Bare, 2009:4). Many municipalities cited a fundamental lack of capacity both financial and technical as a major problem. The report also states that with the national government devolving this responsibility to local government, financial and technical support has also decreased.

The other issue is that the municipalities are found to vary in their policies and most of them were not in line with the national guidelines (Bare, 2009:4). Poor institutional capacity in municipalities is caused by “lack of critical skills within the administration, limited know-

⁴⁹ Interview with Emalahleni Technical Manager at Emalahleni Municipality on 03/02/2009

how on recruiting critical skills, lack of systems to allow the efficient running of municipalities; lack of policies and difficulty in recruiting and retaining critical skills, particularly in municipalities away from the urban areas” (IMPSA, 2007:24). Lombard, et al, quote Briscoe, (1977:182), saying that community development workers come from a variety of fields (some have a degree in sociology or political science, housing and planning programmes), others are without education or experiential preparation (Lombard, 1991:57-59). The study has revealed that the social facilitators of the CHDM do not have the necessary qualifications and experience. This is shown in Figure 1.3 where the skills and experience of social facilitators is reflected. The level of community participation is compromised because the very people that are supposed to equip communities with skills for effective community participation do not have the skills themselves.

Former RSA President Thabo Mbeki in his State of the Nation Address, 11 February 2005, said “we need massively to improve the management, organisational technical and other capacities of government so that it meets its objectives” and this is in relation to the item on the programme of action for 2005 which is Batho Pele and is about serving all people. This element of the programme of action involves the improvement of government capacity, bringing government closer to the people and government that puts people first (Imbizo Junction, 2005:9). Klipin sees coaching as another way of helping local government improve performance in service delivery. Klipin says that “coaching empowers people to take control of the changes they want to make in order to improve their performance and their quality of life at work and home. Klipin argues that “working in unsupportive and volatile surroundings often results in the development of limiting beliefs about our own personal abilities and those of the organizations we work within”⁵⁰.

From the above discussions it is clear that the municipalities under study do have a component of community participation but that it is accommodated in different sections according to the needs of a particular department. This brings us to the issue of coordination of municipal programmes. The problem of lack of coordination of departmental activities has been identified as also contributing to the problems of ineffective community participation.

⁵⁰ Klipin J. on Page 16 of the Institute of Municipal Personnel Practitioners (IMPSA) Seminar Report of 19 to 22 August 2007. The Seminar was held in Richards Bay KwaZulu-Natal

This causes confusion at community level when it comes to participation. The example here is in the sanitation projects; where there are health and hygiene awareness programmes to be undertaken. The Engineering Department (ISD section) appoints and monitors service providers to do Health and Hygiene awareness promotion in the areas where toilets have been constructed. This process involves the establishment of people called the village health workers (VHW) who do house-to-house visits to create awareness on health and hygiene issues.

The Municipal Health Services Department on the other hand has Environmental Health Practitioners (EHPs), who are responsible for promoting health and hygiene awareness in the communities of the CHDM. Due to lack of coordination of activities within the departments the EHPS at community level have their own programmes and have established their own VHW⁵¹.

The next section presents the views and understanding of municipal staff about this aspect of community participation in service delivery.

6.4 Perception of Municipal Staff about Community Participation

In studying the role played by municipal staff in promoting community participation it has been necessary to investigate how municipal personnel perceive community participation. Interviews were conducted with municipal staff in the departments identified as relevant for the study. The perception of municipal staff about community participation is that it is important. From the responses received, it is evident that the municipal officials acknowledge that community participation is important for ownership and the relationship between the municipality and community. It is a must and is essential in service delivery. Some of the responses received from municipal staff as to their perception of community participation are as follows: "It is good because you get indigenous views, you can impose but if people do not

⁵¹ Interview with CHDM ISD Officer Tshonti on 04/02/2009 at CHDM Offices

want, then it's a problem"⁵². "It is important in that if people are not involved they will not provide support, community develops confidence in DM, community ensures success of the project as they play watchdog role acknowledging that the funds for the project are taxpayer's monies"⁵³. Thobeka Mqamelo, the Communications Manager gives no choice but that it has to be done, "you cannot do without, it is essential, it is a must, and communities need to be given an opportunity to talk on issues that affect them"⁵⁴.

The Intsika Yethu technical manager stated that although they do not have a practitioner (social facilitator), in realisation of the importance of this bridge between community and municipality, they as technicians do it themselves through the Project Steering Committee, ward councillor and ward committees to whom they give responsibility to go to the communities. He also stated that the community participation officer in the municipality mostly deals with the ward committees and ward councillors⁵⁵. Community participation is important when taking any decision or bringing services for people to own the initiative. This is the view of the LED Officer relating to their challenges of shearing sheds which they have installed in the local municipalities and which are now white elephants and are not being utilised. This is because the process was done with a minority and not with the community at large⁵⁶.

The importance of community participation is acknowledged by municipal staff as presented above. However, the approach is different in the various departments of the CHDM. In the engineering department for example the focus is only on the community affected or benefiting from the project that is being implemented. This kind of participation, according to Munnik (who is Head of Policy Unit at The Mvula Trust Head office, Johannesburg) is very selective as it looks only at the project as against broader participation which involves participation in governance and economic policy development. Munnik presented the policy history of people centred development and made mention of three logics of participation. The first one is participation that is confined to the project (beneficiary participation) which is the

⁵² Interview with CHDM Technician, Lingela, on 04/02/ 2009 at CHDM Offices

⁵³ Interview with CHDM ISD Officer, Tshonti, on 04/02/2009 at CHDM Offices

⁵⁴ Interview with CHDM Communications Manager, Mqamelo, on 04/02/2009 at CHDM offices

⁵⁵ Interview with Intsika Yethu LM Technical Manager, on 02/02/2009 at Intsika Yethu LM offices

⁵⁶ Interview with LED Officer CHDM, 05/02/2009 at CHDM offices

case with CHDM service delivery or capital projects. The second one is the funder-beneficiary participation where people participate because it is a requirement by the funder. This kind of participation takes place in the funded livelihood projects. The last one is the activism kind of participation where people voluntarily participate because of a social issue that affects them⁵⁷. This kind of participation can be linked to the Project Steering Committees (PSCs) who participate voluntarily as community representatives in the CHDM projects.

In the engineering department of Chris Hani District Municipality, community participation is also measured in the form of number of households that have benefitted from the project as well as the number of people that have been employed during project construction. This is in accordance with the reporting template for the Municipal Infrastructure Grant (MIG), where on the Institutional and Social Development (ISD) side of reporting, the only report needed is the number of Small, Medium and Micro Enterprises (SMMEs) developed, and number of jobs created and this ISD report is termed socio economic impact assessment (DPLGTA, 2010). The fact that the government measures community participation by number of jobs created or number of people employed is a problem in that there is no link between labour employed and community participation. In the Gcibhala Sanitation project for example, labour was recruited from other villages⁵⁸ as it was claimed that the youth did not want to work in the project.

In the Office of the Mayor, community participation is measured through active involvement of the ward committees in the municipal programmes and processes. The problems associated with this kind of community participation are discussed in the next chapter.

⁵⁷ Munnik was presenting at an Mvula Trust Workshop held in East London Resource Centre on 21/10/ 2009

⁵⁸ Focus Group Gcibhala Sanitation at Gcibhala village on 19 February 2009

6.5 Community Participation Strategies of the Municipalities

In line with section 16 and 17 of the Municipal Systems Act, the municipalities have developed strategies to encourage communities to participate in affairs of the municipality. This section seeks to present and analyse them.

The municipal officials which have been identified as relevant to this study are the ones working closely with the communities in the delivery of services. They are: technical managers, ISD officers, communication officials, community development workers (CDWs), community participation officials and service providers. There are strategies that municipal staff engage in to promote community participation. They are discussed below.

6.5.1 The Integrated Development Plan (IDP) and Budget Review Processes was discussed in Chapter 2 as one of the tools for community participation and as a strategic planning instrument that guides developmental planning processes of the municipality. The Integrated Development Planning (IDP) process is participatory in nature and requires the input of various role players such as municipal officials, councillors, communities and other municipal stakeholders (GTZ and DPLG, 2004). The IDP is termed the “bible” of the municipality meaning that it is supposed to guide all developments within the municipality⁵⁹. It has also been mentioned that it is a document that is reviewed after every five years. Important for this study is community participation during drafting, development and review of the IDP, which is in accordance with the Municipal Systems Act of 2000. In theory the IDP Representative Forum is meant to ensure that all interest groups are represented. In practice not all of these groups participate in the meetings⁶⁰.

The CHDM conducts the IDP and Budget Review road shows in the local municipalities in the month of May each year. In these meetings it is the ward committees that represent the communities. This has been confirmed by the speaker of Inxuba Yethemba Municipality

⁵⁹ Interview with CHDM LED officer, on 05/02/2009 at CHDM offices

⁶⁰ Interview with CHDM IDP officer, on 20/10/2010

during the IDP review of the 06 May 2009, saying to those present at the meeting, “you are here representing the larger community which is not here”⁶¹. Although the process is for the purpose of getting community input on the budget, the process does not really allow for any changes and is also called a budget presentation. This is also understood by the communities as they do not make any input or changes to the budget itself but rather raise problems of lack of service delivery. This has been observed during the IDP review of May 2007 at Engcobo Local Municipality town hall⁶².

In a road show that was held at Inkwanca Local Municipality, the participants (community) who were present made it clear that this exercise to them is just a game as there was nothing new with regard to budget allocations for projects. It is rather an issue of compliance with the legislation⁶³. The communities are represented by the ward committees⁶⁴ who also do not make any input but receive what is being presented to them. This kind of participation is described as *ratification*, whereby the community approves a decision that has already been taken (Cloete & Wissink 2000:104-106). The study shows that the IDP processes target the ward committees as community representatives. However, representation of the different interest groups in the community in the ward committees is questionable⁶⁵. There is no allowance for communicating back to communities for their input as the process is done once in each local municipality. According to McKenzie “Public participation is done for compliance rather than with intention to draw on public perspectives, ideas and opinions to enrich public policy making or implementation” (McKenzie, 2009:4).

6.5.2 Imbizos are said to be a way of bringing the government leaders into direct communication with the communities, to respond to their complaints, service delivery issues as well as the challenges (Imbizo Junction, 2007:14). In his State of the District Address, the Executive Mayor of the CHDM stated that the CHDM is working closely with other spheres of government in the coordination of the imbizos. This relationship with the communities has led the CHDM to engage a service provider to train the ward committees. The Mayor further

⁶¹ Personal observation in Inxuba Yethemba Road show, 06/05/ 2009 at Middelburg

⁶² My observation as part of the CHDM team in this road show on 02/05/2007

⁶³ Member of community Inkwanca LM road show, 05/05/ 2009 at Molteno

⁶⁴ Statement by Inxuba Yethemba LM Speaker in road show, 06/05/2009 at Middelburg

⁶⁵ Interview with Mrs Kapiyana who is staff member of Ezibeleni CBO Endulo Bafazi on 12/03 /2009

states that “the intention is to allow the communities to know the operations of government from the level of finance, project identification and approval, etc” (CHDM State of the District Address, 2004:8). As confirmed by Mqamelo, the imbizos are not effective as there is no feedback mechanism on issues raised by the community⁶⁶. Mqamelo makes an example of a promise that was made by a high profile person, the former Eastern Cape Premier in a provincial imbizo, that the community of Inxuba Yethemba was to be built a *thuso* centre (community help centre) but that never happened.

According to Government Communication Information System (GCIS) an assessment of the effectiveness of the imbizos was undertaken by government and a number of shortcomings were identified which include the fact that the citizens use them as platforms for raising their complaints, and further there is no feedback to communities even though issues raised are documented. As a result a new outreach initiative has been approved by Cabinet. “This approach seeks to reinforce accountability to citizens through continuous public participation events throughout the year, instead of limiting this interaction for just two weeks in a year. The proposal is now to have 10 public participation engagements per annum, at district level there should be a district wide Public Participation committee” (GCIS, 2010).

6.5.3 Communication Strategy is a legislative requirement in line with section 32 of the Constitution of the Republic of South Africa that states that “everyone has the right of access to any information held by the state”. The Municipal Systems Act 32 of 2000 section 16 states that the municipality must encourage community participation in local government through providing funds from its budget and allocate resources for the purpose of creating conditions for the communities to participate in the affairs of the municipality. The Promotion of Access to Information Act 14 of 2000 gives effect to the right of access to information and “actively promotes a society in which the people of South Africa have effective access to information to enable them to more fully exercise and protect all of their rights” (RSA, 2000:2). It acts as a scientific support to public participation, provides technical advice to public participation campaigns and assists in broadening community participation (Chris Hani District Municipality, 2007:6). Communication strategy, in line with the above,

⁶⁶ Interview with CHDM Communications Manager 04/02/2009 at CHDM offices

is discussed and analysed as a municipal tool for promoting community participation in municipal affairs including service delivery.

In the CHDM, the communication strategy is in place and is reviewed annually. It is meant to deal with both the internal (DM staff), and external (with communities) communication issues. On the external side, this strategy outlines the manner in which communication of service delivery should be implemented and it also provides the channels for communication of developmental programmes which include, ward committees, ward councillors, Community Development Workers, civil society organisations and other developmental structures (CHDM, 2009).

The strategy document presents more problems and challenges than opportunities and achievements. In one of the CHDM Communication Strategy Workshops, a number of shortcomings in the communications unit were presented which include: minimal personnel in the unit; shortage of communications personnel in the local municipalities within the Chris Hani District Municipality jurisdiction and lack of programme coordination within the departments (CHDM, 2007). A shortage of staff hinders effectiveness in implementation of programmes for community participation. The communication strategy is in place but the problem is that it cannot be implemented effectively as a tool for promoting community participation due to staffing problems. Pinyana, who is Director of the Eastern Cape Provincial Department of Government Communication and Information Systems, stated that the other challenge to effective communication is use of only one media for communicating. He further encouraged the use of other communication tools such as information days, service delivery days, and also added that the platforms need to be diversified and also that simple communication needs to be used⁶⁷.

6.5.4 Community Awareness and Feedback Meetings are a way of making the communities aware of developments in their areas. These meetings are organised and chaired by the ward

⁶⁷ Presentation by Pinyana, Director, EC Provincial Department of Government Communication and Information Systems in a CHDM Communication Strategy Review workshop, held on 26 August 2010, at Queens Hotel, Queenstown

councillors in liaison with the ward committees⁶⁸. They are also convened by the social facilitators. These meetings are usually held to introduce a project to the community when a contractor has been appointed⁶⁹. During project construction, the social facilitator holds meetings with the Project Steering Committee members (PSC) where each member is given an opportunity to present social issues or project-related problems in their specific villages that they represent. These PSCs in turn have a responsibility to provide their communities with feedback or answers for problems they were asked to raise in these PSC meetings⁷⁰.

Although the community awareness and feedback meetings are conducted as a way of involving the communities in development, the challenge is on the level of representation in these meetings. It comes later in the study that due to timeframes attached to projects, some steps in community mobilisation are skipped such that only ward committees become members of the PSC. These are usually the people who are close to the ward councillors⁷¹. The focus group of Emalahleni ward 1 Sanitation Project was composed of the members of the ward committee. The ward councillor who was the point of contact for the focus group was requested to organise the PSC members of this project. It became apparent that the PSC in this project was formed from the ward committees. This shows and confirms the point that community representation is mainly through the ward committees⁷². The shortcomings of this are also discussed later in the study in relation to the election of the ward committees where the respondent stated that the ward committees themselves are not inclusive of the various interest groups in the community because they are party aligned⁷³. In the early discussions lack of feedback mechanism and reporting back in the form of meetings has been identified. This is due to the fact that even the people who are representing the community have not been elected by the community but nominated by the ward councillor. They are therefore not accountable to the community.

⁶⁸ Focus Group ward 1 Sanitation on 09/03/2009 at Gqebenya village Community Hall

⁶⁹ Interview with CHDM ISD officer 04/02/2009 at CHDM offices

⁷⁰ Interview with Thembelihle Water Project ISD consultant on 11/03/2009 at CHDM offices

⁷¹ Interview with Gcibhala Sanitation Focus Group at Gcibhala village on 19 February 2009

⁷² Interview with Cofimvaba Ward 15 CDW on 17 February 2009 at Dekerts Hill village

⁷³ Telephonic interview with Mrs Kapiyana who is staff member of Ezibeleni CBO, Endulo Bafazi on 12/03/2009

The people who are at the forefront and who know about development processes in the wards are the ward councillors and ward committees. The community meetings are only called when there is a crisis and when there is an issue that the community has to solve⁷⁴.

Regular forums where the community gets the opportunity to meet with the media, civil society organisations, business and labour, to discuss issues of local government, service delivery and local economic development, are a means of promoting community participation on municipal issues (The Consolidation of Municipal Support Programme 2003-2008:24).

Another strategy for improving public participation according to Cacadu DM Executive Mayor as quoted by Hetherington and Moodley is to “strengthen the ward committees by giving ward councillors offices and equipment so that they can be a point of interaction” (2009:48). “Community Development Workers must also be used to communicate and the municipality must establish a relationship with community radio and local newspapers and publicise public participation” (Hetherington and Moodley, 2009:48). Moodley states that the Makhado Municipality in partnership with Venda University and WK Kellogg Foundation initiated a project called Amplifying Community Voices in Makhado which aims at educating and encouraging communities to play a more active role in municipal affairs. Through this project, community members who are volunteers have been trained in participatory development facilitation tools and techniques for facilitating community engagements. They in turn encourage other community members “to participate in and vote on municipal issues that affect them” (Moodley, 2008:63). The focus here is on the community at large, not just on a few individuals. Schmidt provides a variety of community participation strategies that can be used to promote community participation. They include area-based planning committees, development of much more differentiated approaches to participation that acknowledge the different needs, more participation tools, establishment of a coalition of interest groups (Schmidt, 2008:13).

Thusong service centres can also be used as strategies for community participation. A Thusong centre as described by Coetzer “is a one stop centre providing government information and services in an integrated manner. They bring government closer to the people

⁷⁴ Interview with Cofimvaba Ward 15 CDW on 17/02/2009 at Dekerts Hill village

to promote access to opportunities to better the lives of communities and speed up service delivery. In these centres the three spheres of government work together to ensure that the communities are serviced in a way that better their lives” (Coetzer, 2009:26). In CHDM these centres are in existence although they are used as community halls, and are utilised by the municipalities when there are information days⁷⁵.

A review of public participation and ward committee system are amongst a list of governance aspects to be taken into consideration as part of the municipal Turnaround Strategy (TAS). As part of the TAS, Mangqangwana stated that “municipalities must develop further opportunities for public participation e.g. developers’ forums and other opportunities for discussions and input” (2010:7). In order to encourage and promote community participation, capacity building is essential. Van Vuuren states that “In order for engagement and participation by civil society and communities to take place it is essential to ensure accountability by local government and to maximise service delivery. It is essential to understand the budget processes of municipalities and how these processes affect service delivery. This requires an understanding of the rights of access to information and to public participation as well as basic understanding of law, economics and financial accounting” (van Vuuren, 2010:6).

6.6. Co-operative Governance

Chapter 3 of the constitution is dedicated to co-operative governance and provides a framework for the three spheres of government to adhere to such. This section presents and analyses cooperative governance in relation to how the three spheres of government work in implementation of policy and legislation governing programmes of service delivery including promotion of public participation. This section also aims at analysing the effectiveness of the IGRs at district level. The Constitution of the Republic of South Africa states that “in the republic, government is constituted as national, provincial and local spheres which are distinctive, interdependent and interrelated”. It also provides for principles that “all these spheres of government..... must secure the well-being of the people of the republic and must

⁷⁵ Short interview with ISD officer, on 03 May 2011 at CHDM offices

cooperate with one another in mutual trust and good faith by co-ordinating their actions and legislating with one another” (RSA, 1996: Section 40 and 41).

In 2001, the former President of the Republic of South Africa, Thabo Mbeki, introduced the Urban Renewal Programme (URP) and Integrated Sustainable Rural Development Programme (ISRDP) coordinated by the DPLG, as a strategy for a coordinated approach to development. The aim was to conduct “a sustainable campaign against rural and urban poverty and under development, bringing in the resources of all three spheres of government in a coordinated manner”. This is also presented as “working together with communities and other partners to alleviate poverty and improve the quality of life in rural areas through improved coordination and viable institutions that address social, economic, environmental and governance needs, in an integrated manner” (Department of Cooperative Governance and Traditional Affairs, 2009:84-90). This is quoted as a strategy that can be used in the coordination of service delivery which has been identified by the researcher as a problem issue.

6.6.1 Provincial Perspective of Public Participation

In discussing community participation in service delivery, it is necessary to look at what the provincial government is doing in relation to its supportive role, formulation of policy guidelines and regulation. This is in line with the principles as stated in the Constitution of the Republic of South Africa. In 2009 a seminar on Public Participation was held in Mthatha, Eastern Cape and its purpose was to encourage involvement of citizens in all government activities as well as encourage dissemination of information to the citizens. The report shows that the department has a clear mandate on community participation. This has been noticed in the presentations that were made where all the legislations that deal with community participation were presented⁷⁶. The ward committees and the Community Development Workers were presented as the instruments for promoting participation of communities in municipal affairs and development⁷⁷. The emphasis was on capacitating and equipping them

⁷⁶ Presentation by Madyibi in a seminar on Municipal Public Participation, held in Mthatha on 15-18 February 2009

⁷⁷ Presentation by Madyibi in a seminar on Municipal Public Participation, held in Mthatha on 15-18 February 2009

for this function. The problems to community development worker programme that were raised in this seminar have already been discussed in the previous chapters of this study.

The hindrances to effective community participation were also presented⁷⁸. The recommendations were also made but the problem is that they can only be implemented through the municipalities⁷⁹. The problem of capacity of municipalities as discussed earlier remains. In the same department, the section responsible for municipal infrastructure (Municipal Infrastructure Services) established a unit called Social Impact Assessment Unit in early 2007. This unit, according to Linganiso seeks to give attention to and support the ISD units of the municipalities in carrying out their mandate of promoting community participation in projects of service delivery⁸⁰. A workshop was held on 14 July 2010 as a strategy towards developing guidelines for Institutional and Social Development (ISD) in the province. This is in the light of problems of lack of participation observed by the province in its monitoring visits to the projects funded by Municipal Infrastructure Grant (MIG)⁸¹.

In this workshop, presentations showed that there are still problems in involvement of communities in the developmental projects in spite the initiative by former Department of Water Affairs and Forestry (DWAF) of developing ISD guidelines. Seti, in presenting the role of ISD in infrastructure development projects, mentioned that the current status of ISD indicates that there is no change or improvement. He said that the developmental initiatives are not informed by communities, not community-driven, and not creating employment or community ownership. Institutional and social development is not always given due recognition in planning and implementing infrastructure projects (Seti, 2010).

⁷⁸ Presentation by Mangcotywa, (DPLG DDG) in a seminar on Municipal Public Participation, held on 15-18 February 2009 in Mthatha

⁷⁹ Presentation by DPLG DDG, Mangcotywa, seminar on Municipal Public Participation, 15-18 February 2009

⁸⁰ Presentation by Linganiso, P in the DPLG ISD workshop held on 14 July 2010 at Osner Hotel, East London

⁸¹ Presentation by N. Mdedetyana in an ISD Task Team meeting held on 08 July 2010, in Bhishe

In this workshop it was presented that community participation is approached differently by the different municipalities of the Eastern Cape Province.⁸² The personnel responsible for promoting community participation are placed in different sections of the municipalities with different functions, for example, local economic development officers, public participation officers, community liaison officers, ISD officers, and so on⁸³. This then calls for coordination of community participation programmes within these sections of the municipalities. The provincial department has a responsibility of providing a standard approach to community participation in all the municipalities it supports with funding (MIG). The approach is to come with funding for additional personnel to carry out the mandate⁸⁴. This Social Impact Assessment unit, according to Majavu, is still in its teething stages⁸⁵. This means that the municipalities still have to wait before the ideal situation with regards to well established ISD units for effective community participation comes onto effect. The problem of lack of interaction between government's departments discussed in Chapter 6 can also be highlighted here.

Having presented the above discussion, it can also be noticed that even at provincial level community participation is approached differently. On one side it is focusing on supporting community participation in projects of service delivery. On the other hand it is focusing on ward committees.

6.6.2 Intergovernmental Relations (IGRs)

The Intergovernmental Relations Act of 2005, "aims at providing within the context of cooperative government set out in Chapter 3 of the constitution, a framework for the national, provincial and local governments and all organs of state within those governments to facilitate coordination in the implementation of policy and legislation –including: coherent

⁸² Report back, commission 2, Provincial DPLG ISD workshop held on 14 July 2010, at Osner Hotel East London

⁸³ Report back commission 2 , Provincial DPLG ISD workshop held on 14 July 2010, at Osner Hotel East London

⁸⁴ Recommendations made in plenary session in the DPLG ISD workshop, 14 July 2010, at Osner Hotel, East London

⁸⁵ Remarks by Manager, Provincial Project Management Unit in the provincial DPLG ISD workshop held on 14 July 2010, at Osner Hotel, East London

government, effective provision of services, monitoring implementation of policy and legislation and realisation of national priorities” (RSA, 2005).

The Act provides for the establishment of the IGR forums at four levels of which the fourth is the Municipal IGR at district level. “The role of a district intergovernmental forum is to serve as a consultative forum for the district municipality and the local municipalities in the district to discuss and consult each other on matters of mutual interest, including, (a) draft national and provincial policy and legislation relating to matters affecting local government interests in the district; the forum must promote and facilitate intergovernmental relations between the district municipality and local municipalities in the district” (RSA, 2005). Section 27 of the Intergovernmental Relations Act states that “this forum must meet at least once per year with the service providers and other role players concerned with development in the district to coordinate effective provision of services and planning in the district” (RSA, 2005: section 27). Co-operation as detailed in Chapter 3 of the constitution is the guiding principle of intergovernmental relations (Kirkby, 2006:15). According to Radebe, IGR facilitates the achievement of shared developmental outcomes in the context of the three spheres of government⁸⁶. Mbete (from the Office of The Premier, Eastern Cape) speaking at the Eastern Cape Sanitation Seminar stated that at provincial level the IGR functioning is hindered by a number of factors. These include poor integration of planning, non-alignment of plans, lack of capacity, poor communication and poor coordination. National government’s role is primarily a regulatory one. Province and municipalities deliver services to the public within the framework of national policy with the authority⁸⁷. These problems at the higher levels of government impact on functioning of IGRs at the local spheres of government. This impact is discussed below.

District IGRs have a role of strengthening the alignment of the IDP, enhancing planning, integration and coordination for positive impact in the society (CHDM 2007:12). The meetings are held on a quarterly basis at the last week of March, June, October and December⁸⁸. In the DM there are other forums like the District Communicators Forum

⁸⁶ Radebe was presenting in a Sanitation Seminar held in Osner Hotel East London on 18/09/2008

⁸⁷ Mbete was presenting in a Sanitation Seminar held in Osner Hotel East London on 18/09/2008

⁸⁸ Telephonic interview with Admin Officer in office of the Municipal Manager on 18/10/2009

(DCF), which aims at bringing together all communicators in the eight local municipalities within the CHDM jurisdiction. The problem that this forum has according to Mqamelo⁸⁹ is lack of participation by local municipalities. The District Sanitation Task Team (DSTT) which brings together all stakeholders involved in sanitation for coordination of services has also proved to be non-effective.

The District IGRs are supposed to play a role of coordination of development programmes between Local and District, but during the IDP / Budget road shows, the concerns that came from the local municipalities did not indicate that there was a forum of this kind. According to the CHDM SODA, 2009:15, the IGR structures continue to be a problem, and strengthening them is one of the CHDM's key priority areas for the 2009/2010 financial year. The IGR issues at DM level have still been reflected in the State of the District Address of 2010: "The functioning of Intergovernmental Relations structures continues to be a challenge and we hope that the introduction of the new Ministry for Performance Monitoring and Evaluation will improve the situation" (CHDM State of the District Address, 2010:36).

"The shortcomings of IGR include inadequate awareness at an individual level around IGR. In many organisations it is viewed as attending meetings and not as a way of working across the spheres. There is inadequate institutionalisation of the IGR within the sector departments. There is a lack of planning across the three spheres of government. The Act is voluntary and therefore provides for limited accountability for IGR" (McKenzie & Hetherington, 2009:64). The duplication of programmes causes confusion at the community level as the different government departments bring similar projects and programmes. An example of this is the programme on poverty eradication which was from different departments, namely the Department of Agriculture, Municipalities (LED sections), Department of Rural Development and Land Reform and the Department of Social Development. This resulted in a special workshop to try and coordinate these programmes. This workshop was organised by the Department of Social Development where all these stakeholders were invited⁹⁰. One of the resolutions of this workshop was that "the three leading departments on poverty

⁸⁹ Presentation by Mqamelo at CHDM Communication Strategy Review workshop, August 26, 2010, at Queens Hotel, Queenstown

⁹⁰ Report from Mr. Tshonti who represented the CHDM in this meeting on 12/10/ 2009

eradication programmes, (Social Development, Agriculture and Rural Development) should meet and clarify their mandates so that when they deliver services to the communities, they do that in a co-ordinated and integrated approach to avoid future duplication of service delivery offered by government” (Tshonti, 2009:2).

There is a need to strengthen the IGRs as issues discussed above indicate. Successes of URP and ISRDP may be used as a model for improving intergovernmental relations.

6.6.3 Linkages and Coordination in Service Delivery - DM and LMs

The Municipal Structures Act provides the powers and functions of the district and local municipality (section 84) and also states that they “must cooperate with one another by assisting and supporting each” (section 88). Section 83 (3) also provides the responsibility of the district municipality over the local municipality as that of ensuring integrated planning, building capacity of local municipalities, promoting development of bulk infrastructure services as well as promoting equal share of resources between the municipalities to ensure appropriate levels of services in the area (RSA, 1998).

The Chris Hani District Municipality, as discussed in Chapter 1 has been granted authority over Water Services, taking over the responsibility of the former Department of Water Affairs and Forestry (DWAF). This means a responsibility of making sure that the communities in CHDM area of jurisdiction have access to basic water and sanitation. The projects of water and sanitation are therefore implemented by the District Municipality on behalf of the Local Municipality. On the other hand the local municipality is responsible as a water services provider (where capacity is available). This is in accordance with section 78 of the Municipal Systems Act of 2000, where the municipalities who are Water Services Authorities (WSAs) are given an opportunity to choose a mechanism for water services provision (internal or external).

The CHDM annual report states that a lack of coordination and integration of district activities is a problem, and there is a need to strengthen communication amongst the three

spheres of government (CHDM, 2005/2006:25). There is an obligation for the district municipality to coordinate programmes of service delivery with the local municipalities within its jurisdiction. As stated in the Municipal Structures Act section 83 (3), “a district municipality must seek to achieve an integrated sustainable and equitable social and economic development of its area as a whole, ensuring Integrated Development Planning of the district as a whole, promoting bulk infrastructure development and services of the district as a whole, building capacity of local municipalities to be able to perform their duties effectively, and exercise their powers where capacity is lacking, promote equitable sharing of resources between the local municipalities in its area and ensure appropriate levels of municipal services within the area” (RSA, 1998: section 83). Section 84 states that it must provide the framework for IDPs taking into consideration IDPs of the municipalities.

According to Moodley and Jooste, the local and district municipalities need to support each other in delivery of services either financially, technically, or administratively. They also add that the legislation also gives opportunity for any stronger municipality, whether a local or district to play a leading role in providing this support (2007:13). The research results have shown that this coordinated and integrated approach is not happening, judging from the appeal by the speaker of Inxuba Yethemba local municipality that the IDPs of the district and local municipalities are not integrated, resulting in duplication and the blame was also put on the lack of cooperation by other sector departments when information on their programmes is requested from them⁹¹.

The problem of the district municipality not involving the local municipality when bringing water and sanitation services to the communities in the local municipality has been observed by the researcher. The interviews with the technical managers clearly indicated that the LMs are not aware of the projects of service delivery from the DM. The biggest problem is that of lack of alignment of these developments with the ones that exist in the LMs, which the DM is not aware of. According to Koyo⁹², problems of infrastructure demolishing through pipe bursts have been experienced in Intsika Yethu municipality where the DM implemented a

⁹¹ Personal Observation as was part of CHDM budget and IDP processes at Inxuba Yethemba Local Municipality on 06 May 2009

⁹² Interview with Intsika Yethu Technical Manager, on 02/02/2009 at Intsika Yethu Municipal offices

project of sewer reticulation in Cofimvaba town. The planning of this project did not take into consideration the existing water pipes underground. This resulted in money being spent on repair of these damages, which could have been avoided if there had been consultation⁹³. On the other hand, according to Stander⁹⁴, the DM sees the LMs as showing no interest in the developments brought by the DM. This has been observed in the lack of representation of the LM in the project progress report meetings for the projects implemented by the DM. The other reason put forward is that there are not enough personnel at the local municipalities to attend to all these project progress report meetings of the DM⁹⁵.

The Mayor of CHDM in his State of the District Address also touched on the need to improve communication between the service delivery departments (Engineering) and local municipalities (LMs). This need was identified during the road shows held in the local municipalities (CHDM SODA, 2009:15). It was mentioned in section 6.3 above that at the district level there are ISD officials who are responsible for monitoring and ensuring participation by communities in projects implemented by the DM at the local municipality level. This structure is non-existent at the local municipality level. There is no person dedicated to ensure community participation at projects level; instead the technicians deal with both the soft and the technical issues. At the local municipality level, instead, there are public participation officials who are mainly responsible for working with and supporting the ward committees. Again here the different targets for community participation are evident between the DM and the LMs.

The lack of programme coordination has resulted in tensions between the LM and DM staff, further resulting in LM staff losing interest in the projects implemented by the DM. This has had bad end results because when a project is completed, it is supposed to be handed over to the LM which takes responsibility of operation and maintenance of the project. It happens that the LM is given a project that becomes operational only for a short period and then becomes non-operational. An example of this as provided by Koyo, Technical Manager of Intsika Yethu Local Municipality, is the sewer project that was implemented by the DM which had

⁹³ Interview with Intsika Yethu Technical Manager, on 02/02/2009 at Intsika Yethu Municipal offices

⁹⁴ Interview with CHDM Project Manager, on 04/02/2009 at CHDM offices

⁹⁵ Interview with Intsika Yethu Technical Manager, on 02/02/2009 at Intsika Yethu Municipal offices

operational challenges. This then demands that the LM make means to make sure that communities receive services and therefore the LM bears the costs of repairing a non-operational scheme that has been handed over by the DM⁹⁶.

The problem of lack of programme integration has been identified as a risk to CHDM as an institution. “Lack of integrated planning and communication between departments dealing with cross-cutting issues”⁹⁷ has been presented by the CHDM internal audit. The district directorates operate in silos. At district level uncoordinated development contributes to non-effective community participation. An example of this is taken from a case where two different developers were to implement the same programme which was the construction of toilets in the same community in ward 23 of the Intsika Yethu local municipality. The results were that the community got confused and the municipality as the client had to intervene and provide clarity to the community⁹⁸.

As putting an emphasis on the importance of effective IGRs, DPLG states that “infrastructure development, service delivery, municipal financial viability and local economic development are not mutually exclusive concepts. They are interdependent and government (municipalities in particular) should develop strategies and management practices that take on a holistic and integrated approach. Coordinated structural planning within the context of the IDP process offers the potential to link local economies and accelerate growth directly by public-private sector investment and through facilitating the strategic development of competitive advantage. To facilitate this, a more rigorous long range planning through cooperative governance (IGR Framework Act of 2005) ...is required” (2006:20).

The municipalities of the Central Karoo District, Laingsburg, Prince Albert and Beaufort West Local municipalities are presented in this section as a model for cooperative governance. These municipalities, according to Moodley and Jooste are characterised by communities with high rates of unemployment, limited economic development, service

⁹⁶ Interview with Intsika Yethu Technical Manager, on 02/02/2009 at Intsika Yethu Municipal offices

⁹⁷ Presentation by CHDM Internal Auditor in business risk identification workshop, October 2007,

⁹⁸ Interview with ISD Officer on 04/02/2009 at CHDM offices

delivery backlogs and inefficiencies, joined forces for effective service delivery. These municipalities have common problems of lack of resources to employ more staff, which resulted in utilisation of staff in more than one function. As a solution to this problem, a shared service centre (SSC) is being implemented which will give opportunity for these four municipalities to share resources in the form of skilled staff in fields of finance, human resource, planning and engineering (Moodley and Jooste, 2006:20-21). This is a model that can be copied as it will help to make service delivery effective.

6.7 Conclusion

From the above discussion it has come out clearly that in the municipalities the offices that are responsible for community participation are not fully staffed to carry out the required function. It has been found that the municipalities have no capacity and there is lack of programme coordination within the departments of the municipality. Although the strategies to promote community participation are in place, there are no personnel to put those strategies into action. This function seems not to be a priority to the municipality as the organograms have not been filled over a period of years. The ISD positions at the infrastructure department (Engineering) are relatively low compared to positions of technical staff within the same department with similar responsibilities. Low positions mean non-decision makers.

It has also been apparent in this chapter that municipal personnel do acknowledge that community participation is vital in service delivery. The problem that has been identified is that the departments within the same institution do not have the same focus or target as far as community participation is concerned. In the engineering department the focus is only on communities that are project beneficiaries, in order to ensure full participation during project implementation. In the other departments the focus is on ward committees.

The strategies by municipal staff have been shown to be ineffective. The communication strategy of CHDM has also been found to have gaps, which therefore affects community participation negatively. The problem of personnel shortages also affects the implementation

of the strategy. As already discussed, their ineffectiveness has also been confirmed by the national government hence a new approach has been adopted. The ineffective strategies of the municipalities that include *imbizos*, IDP processes and community feedback or awareness meetings have also been discussed and were seen to be influencing the level of community participation in municipal matters.

In the next chapter the findings on role players involved in community participation are presented and analysed.

CHAPTER 7

Critical Analysis of Different Role Players Involved In Community Participation

7.1 Introduction

In the previous chapter the researcher has presented the municipal institutional environment with reference to the staff component and the strategies that the municipal personnel use as a way of promoting community participation in service delivery projects. The problems of capacity of staff and lack of coordination of programmes have been identified as contributing to the level of participation by communities in municipal programmes.

This chapter presents and critically analyses the different role players involved in community participation both at municipal and community level. These role players are the ward councillors, the ward committees, the traditional leaders, the Community Development Workers (CDWs), the Civil Society Organisations, as well as the social facilitators. The effectiveness of the ward committee system as a method of community participation is discussed and analysed. In Chapter 3 the problem of ward committees not being neutral community representatives has been revealed and this chapter looks at these representative bodies in a more in-depth way. The role that the Civil Society Organisations (CSOs) can play and their level of current involvement by the municipality is presented and analysed. Traditional authorities play a role in promoting community participation and the problems they face in this new system of government. For purposes of the study the role of traditional authorities is only discussed at the community and project level. The social facilitators' role and the factors that affect their effectiveness in performing this function are discussed.

7.2 The Ward Councillor

The ward councillors' role and the challenges they face in fulfilling the mandate of promoting community participation in municipal affairs has been discussed in Chapter 3 of this study. They are a link between the municipality and the community. Their role is to bring service delivery programmes of the municipality to the communities and to organise community meetings. They serve in the Project Steering Committee (PSC) but due to ward-based commitments they are not able to attend every individual project meeting. They play a role mainly when the project is at the handover stage which is when the contractor responsible for implementation is being introduced to the community. This is an exciting time for the ward councillor as it shows that service delivery promises are becoming a reality. After this time it is the ward committee that becomes visible in the PSC on behalf of the councillor⁹⁹.

Section 8.1 (b) of the Generic Policy on the Establishment of and Operation of Ward Committees refers to constituency meetings that the ward councillor must convene with the constituents. These meetings are supposed to be set in advance as part of an annual meeting schedule decided by the municipal council. The meetings are useful because they assist the ward councillor and ward committees to understand the needs of the community and also provide opportunities to municipal officials or political leadership to address the constituents on community matters, and to provide information on municipal operations (DHLGTA, 2008:10). The focus group in the Gcibhala sanitation project indicated that the ward committees (which are also the PSCs members), are not informed of the municipal issues because the ward councillor who is supposed to bring them the information is not visible in the ward and that ward committee meetings have not been convened for few months.

The other problem with ward councillors as community leaders is the rate of illiteracy and inability of leaders to understand developmental issues. The capacity of the ward councillors has an influence on the communication and dissemination of developmental information. Illiterate councillors are not able to understand the policies because they are never available in the local language. Although the study did not focus on the ward councillors to determine

⁹⁹ Interview with ISD officer 04 February 2009 at CHDM offices

their literacy, observations and working with them has shown that some councillors have no basic education. Some councillors have even confessed that they were elected through votes and not because of any educational qualifications¹⁰⁰. This is in fact what democracy is all about. The issue of low educational levels of ward councillors will always be a problem in understanding developmental issues and procedures which they have to communicate back to their communities.

A number of strategies to support councillors have been observed from other municipalities. According to McKenzie and Hetherington, interviews were conducted with municipal officials who work closely with the councillors to find out what support they give to the ward councillors in order to assist them to improve service delivery. The problems of capacity, inadequate resources (personnel and office space) and lack of integration and coordination of functions were amongst the reasons for ineffective community service from councillors. The other problems relate to lack of understanding of legislation and council policies. The managers who were interviewed responded as follows: “councillors need support and capacitation in order for them to be independent. There is a need to explore innovative mechanisms that will enhance councillors' roles in the ward participatory system and community-based planning; councillor support through computer literacy, understanding legislation and council policies; assistance with writing reports and public speaking; need to have more staff and more resources (office equipment) so as to help councillors to govern effectively and responsibly. They need empowerment and capacity building through training” (McKenzie and Hetherington, 2009: 62-64).

According to Ndawonde, “The South African Local Government Association (SALGA) and Local Government Sector Education and Training Authority (LGSETA) commissioned a study to determine the education levels of councillors” (2008:69). Ndawonde quotes Mogodiri (SALGA Spokesperson) saying that the councillors need to be trained in a variety of fields including Adult Basic Education and Training, leadership development, communication skills, HIV/Aids, disaster management, municipal service delivery, municipal finance management, and other areas (2008:69).

¹⁰⁰ Statement by CHDM Portfolio Head Infrastructure, at CHDM offices on 18/10/2010

7.3 The Ward Committees

Ward committees mainly represent the ward councillor in the PSC and also serve as ex-officio members. It has been discovered during the research that the PSC members are mainly the ward committees. The ward committees, as discussed earlier in the study, are the only method of community participation and involvement¹⁰¹. Information from the municipalities is received by the communities through them. According to de Visser, a concern has been raised on how to make the community participation in development processes more effective. This is due to the fact that even though there are structures like the ward committees at community level, communities still choose to show their unhappiness with service delivery by means of protest. The focus on ward committees according to de Visser could be the source of the problem (2007:3). This is a concern as most of the time the ward committees are not neutral, but are aligned to a political party which then causes a bias in terms of sharing of information. It has also been gathered during the interviews that it is the ward committees that inform the communities about IDP reviews¹⁰². The question was asked as to what guarantee there was that all interest groups were informed, inclusive of the traditional authorities who are usually seen as opposition to the ward councillors. The CDW admitted, laughing, that “this is a difficult question which I cannot answer”,¹⁰³.

Although all interest groups are supposed to be part of the developmental processes, it is clear that only the ward committees attend meetings to discuss development plans. The ward councillors and ward committees have influence over the majority of communities because developmental programmes are introduced to the communities through them. They tend to own the development process and even want to give opportunities to people they prefer¹⁰⁴. This has been observed by the researcher in a case where information on recruitment of

¹⁰¹ Interview with Intsika Yethu Communications official at Intsika Yethu LM offices on 02/02/2009

¹⁰² Focus group Cofimvaba Water Supply at Dekerts Hill on 17/02/2009

¹⁰³ Interview with Intsika Yethu LM CDW at Intsika Yethu offices on 18/02/2009

¹⁰⁴ Telephonic interview with Noluthando Boklani of a Community Based Organisation known as Lady Frere Advice Centre on 12/03/2009.

Community Liaison Officer (CLOs) was not well disseminated and it was found that the councillor reserved the information and only informed a few people of his choice¹⁰⁵.

Ward committees are usually viewed as highly partisan structures aligned to party political agendas. Smith states that with regard to representation, a very important question is ‘to what extent are ward committee members representative of the communities and interest groups in their wards’? In most of the cases studied, it is questionable whether representation is inclusive and meaningful. While attempts were made in the course of nomination and election to ensure some level of representation of key sectors and geographical areas in the composition of the committees, the process of representation in most cases appears to be structurally inadequate (2008:13-14). Everatt and Gwagwa argue that ward committees often operate as extensions of local government rather than as independent community structures (2005:23-24).

This analysis therefore confirms that ward committees do not necessarily play the role of community representation because a wide range of interest groups are not represented in the ward committee structures. Mr Sicelo Shiceka, who was Minister of the former Department of Provincial and Local Government and (DPLG), and also former Minister of the Department of Cooperative Governance and Traditional Affairs, believes that government will achieve community participation through the utilisation of ward committees. This is gathered in his statement of response to a question of what his advice would be to mayors and councillors-to-be over the next six months, where he says that municipalities must use the ward committees and utilize the community development workers to ensure that democracy is enhanced. He also adds that the other advice that he would give would be that of building ward committees and street committees which are the highest form of democracy because through them each and every household is represented in decision making (McKenzie and Hetherington, 2009:15). When asked what his top three things on his ‘to do’ list are, Shiceka stated that he has a programme of visiting the provincial governments and meet with the ward committees, traditional leaders and faith organizations and this is aimed at inspiring and

¹⁰⁵ Personal observation in Cofimvaba Water Supply Project

giving hope to the people (*ibid*). The ward committees again feature in the Minister's priority list of activities.

The use of ward committees means that the communities are not informed or involved because the ward committees are only nine people in a ward and a ward may consist of more than ten villages. Tissington, commenting on the free basic services that are not being accessed by the poor and deserving (who are not even aware of such and are not registered as required by the Indigent Policy), states that "Public participation is a key tenet of democratic governance and is part and parcel of the legal and policy framework for post apartheid water services". She adds that the current structures for public participation which are the ward committees and IDP processes fail to ensure community buy-in and fail to incorporate input from the poor and marginalised communities. There is a need therefore to promote inclusive participation and actively incorporate public input on such vital services (Tissington, K, 2009:11). The reasons for this failure as stated by the Kapiyana¹⁰⁶ are that the ward committees belong to a certain political party and so is their interest. They are not representing the different groups in the community.

7.4 The Traditional Authorities

The chiefs and headmen are supposed to serve as ex-officio members of the PSC according to the DWAF ISD Guide. However they do not always participate as they are not recognised by the communities and are not involved in the processes of service delivery¹⁰⁷. The public participation policy of the DM aims to put into practice the requirements of the legislative framework with regards to community involvement in municipal affairs. It allows for the public to participate in by-laws and policy formulation processes, to attend meetings called by the council, to submit petitions to the municipality as well as to have access to municipal records. This policy is explicit on the role of the traditional leadership as it states that "the traditional council may assist the municipality in identifying community needs and participate in the development of the Local Economic Development Programmes of the

¹⁰⁶ Telephonic interview with Mrs. Kapiyana of Nonesi Development and Legal Advise (Endulo Bafazi) interviewed on 12 March 2009

¹⁰⁷ Focus Group Cofimvaba Water Supply on 17/02/2009 at Dekerts Hill village

municipality". It also mentions that the municipality shall consult with the traditional councils in the development and implementation of the municipality's (IDP) (CHDM, 2006). The implementation of this policy has not been observed by the researcher especially with regards to the role of traditional leaders in identifying community needs and participating in development of LED plans of the municipality. The lack of participation by the traditional leaders has been discussed in Chapter 3 section 3.2.4 and it is in spite of the acts and policies that are in place.

A complaint was lodged by the chief from the area of Mncuncuzo in Cofimvaba that they have not been informed of a community input-seeking meeting for the development of the Municipal Consumer Charter. Although correspondence of the CHDM to the particular Local Municipality had provided a list of who should participate in this meeting, in which the members of the Traditional Authority were also included. All other specified groups were represented in these meetings except for the members from the Traditional Authority (attendance register meeting of the 03 March 2009)¹⁰⁸.

The responsibility of promoting community participation used to be that of traditional leaders who were the primary recipients of service delivery initiatives. Since 1994 things have changed with the new system of government taking over and their role has now been taken over by the ward councillors. According to the policy framework the traditional leaders are supposed to be consulted in processes of the municipality which include the IDP review, but it is not clarified what role they must play, and what guarantees that they have been consulted. The ward committees are the ones who have been given the mandate by the municipalities to disseminate information to the communities including interest groups like the traditional authorities, but there is no line of accountability to ensure that this does in fact happen.

The complaint by traditional leaders that they are not involved in development was up for discussion in one of the focus groups. Here it was made clear by the participants that the

¹⁰⁸ Telephonic communication with chief Matanzima (Ah! Gwazinamba) of Mncuncuzo area 24 March 2009

traditional authorities themselves need to renew their mentality of not recognising the new system of government whereby development no longer comes through them but from democratically elected structures who are the ward councillors. It has come out clearly that it could be that the traditional leaders themselves are undermining the councillors as these councillors are now suddenly their heads or leaders¹⁰⁹.

There is resistance from both sides but the traditional leader's side loses as there is nothing that the communities expect to benefit from them. In other areas the traditional leaders are recognised and they work hand in gloves with the ward councillors. An example of this is in one focus group where it was mentioned that project reports are presented by the PSCs in the "*inqila*", which is a meeting at the traditional leader's (chief or headman) place¹¹⁰. These differences among communities resulting from the above have been identified as barriers to effective community participation. These differences interfere with the programmes of community involvement and the messages of development do not go through to the communities because the political differences are resistant to conflict resolution¹¹¹.

These divisions where the projects are being implemented result in unequal information dissemination, because the leaders inform only those they prefer in the community. Maximum participation by communities is therefore not achieved. On the other hand the social facilitators, who are involved at project level, as discussed earlier, do not interfere with such issues because of budget limitations. For them as long as the conflict does not affect progress in the project, all is well.

The unclear role of traditional leaders in municipal affairs is acknowledged by the Ministry of Cooperative Governance and as such, as quoted by McKenzie and Hetherington, the Deputy Minister of Co-operative Governance and Traditional Affairs Yunus Carrim stated that "there is a need to overhaul the traditional leadership and affairs legislation to simplify and clarify it and fill in certain gaps. The main aim is to provide for a more effective role for traditional

¹⁰⁹ Focus Group Cofimvaba Water Supply on 17/02/2009 at Dekerts Hill village

¹¹⁰ Focus Group Gcibhala Sanitation on 19/02/2009 at Gcibhala village

¹¹¹ Personal observation of the Cofimvaba ward 15 conflict resolution

leaders in service delivery and development and more effective cooperation between traditional leaders and public representatives. Among the issues to be addressed in the Bill are.... the relationship between the provincial houses of the traditional leaders and the National House of Traditional and the possible establishment of local houses of traditional leaders in local municipalities rather than districts” (McKenzie & Hetherington, 2008:42).

Since the change in the system of government into a democratic one, traditional authorities are no longer recognised as leaders in the communities. They are now ordinary citizens and they play a role in municipal affairs just like other interest groups. Their role is now played by the ward councillor and the ward committees although they are still recognised in other areas. The CHDM Executive Mayor, in his State of the District Address, 2004:9 makes mention that the Bill on traditional leaders requires that a House of Traditional Leaders be established where there is more than one clan with traditional leaders; and that CHDM needs to budget for this possibility with the assistance from the Provincial Department of Local Government (DHLGTA). The recent complaints by traditional authorities for not being involved in municipal affairs indicate that they are not accommodated as yet in council business.

In the Municipal Public Participation Seminar held in Mthatha, a speaker that was representing the House of Traditional Leaders, did not say much on the role played by traditional authorities, but just asked a question, “where are we as traditional authorities in relation to the above powerful presentations on Public Participation. We are not informed or involved but are just puppets, we are puppets, sidelined and not even empowered”¹¹². This was a direct statement to the provincial department that claims to be having programmes to accommodate the traditional authorities.

¹¹² Representative from EC House Of Traditional Leaders in DHLG &TA Seminar on Municipal Public Participation, 15-18 February 2009 held in Mthatha

7.5 The Community Development Workers

In Chapters 2 and 3 the reason for establishing the Community Development Worker programme was discussed and is to promote community participation in government matters. According to Mdukiswa, (2009:1) the CDW programme is based on legislation which includes the White Paper on Local Government (1998), Municipal Structures (1998), Municipal Systems (2000) Act, Public Service Act of 1994 and Intergovernmental Relations Framework of 2005 which refer to coordination of service delivery and community participation in municipal affairs. The reasons for the establishment of a Community Development Workers programme is to “speed up the dissemination of information which disadvantaged people need to access programmes designed for their benefit” (DPLG, 2004:11).

The role of CDWs is to “disseminate government and other information to community members in a timely and equitable manner; assist communities in understanding, developing and submitting IDPs to municipalities and other spheres of government or donors; promote the principle of Batho Pele (people first) and community participation; alert communities and other service providers to problems and delays in the delivery of basic services; liaise and advocate on behalf of communities with government, parastatals, NGOs and private sector donors” (DPLG, 2004:18). The major issue with the CDW is that they have a very broad scope of work which even requires them to interact with higher levels of authority (DPLG, 2004). This scope also includes assisting with implementation of government programmes, coordination of interdepartmental programmes, and even assisting the local communities in dealing with HIV and AIDS pandemic by intensifying education and awareness on HIV related matters (Province of the Eastern Cape DHLGTA, 2008:29-30). Their scope is very broad in relation to the resources to which they have access¹¹³.

The role of the Community Development Worker is not clear to the councillors; they are made to do work over and above their official duties, which is aligned to political

¹¹³ Madyibi in DHLG &TA Seminar on Municipal Public Participation, 15-18/02/2009 held in Mthatha

affiliations¹¹⁴. A report on a workshop on community participation held at Mthatha shows that there was a strong discussion on the role that the CDWs are supposed to play. The officials themselves admitted that they are utilised wrongfully work is expected of them whilst they do not have the resources to undertake those tasks (DHLGTA, 2009).

The other problem is that of competition with the ward committees who have also been established as instruments for bringing government closer to the people. At the time of introduction of the CDWs there was tension between the two. According to the CDW that was interviewed, the competition arose because the duties of CDWs are over and above those of the ward committees and at the same time the CDW is closer to service delivery issues than the ward committees who have to wait for information from the ward councillor¹¹⁵. The CDWs are paid a salary whilst the ward committees are volunteering. The CDWs are based at the local municipalities but report directly to the provincial office. There is no system of accountability for them at the local level, which poses a challenge to the municipalities as they have no control over them (Madyibi, 2009). With these issues and challenges the effectiveness of the CDWs in their role of closing the gap between government services and access by people to those services, cannot be guaranteed.

7.6 The service providers for community participation (social facilitators):

The service providers that have been identified for study are the Institutional and Social Development (ISD) consultants (also known as social facilitators) that are working in the service delivery projects under study. According to DWAF, (2004:1-2) the role of the ISD has a legal basis. The Municipal Systems Act of 2000, section 5(1) refers to rights and duties of members of the community in relation to the service delivery projects, that have to be communicated making them aware of the available mechanisms, processes and procedures as well as the matters to which community participation is encouraged. They play a role as interface between the municipality and the public. They are frequently used as trainers especially in self help and livelihood projects. They deal with the social issues in the developmental projects and these include organising the communities and capacitating them

¹¹⁴ Interview with a Community Development Worker at Intsika Yethu LM on 18/02/2009

¹¹⁵ Interview with a Community Development Worker at Intsika Yethu LM on 18/02/2009

such that they effectively participate in the developmental processes¹¹⁶. The social facilitators also play a major role in making the communities understand the project and its life cycle. The role of the social facilitators is to promote community participation in projects; create a sense of ownership of the development among the people; capacity building for effective community participation and conflict management.

In the eight projects being studied, only two have had independent social facilitators as project team members, four did not have social facilitators appointed and in the other two, the social facilitator was part of the team from the technical consultancy company. There is a problem when the ISD consultant is from the same company as the engineering consultant that is managing the project. The community issues are overlooked and compromised because when the community raises issues, they are not taken seriously because the facilitator also belongs to the technical consultancy company¹¹⁷.

In this study the social facilitators have been assessed for their capacity with regard to experience and qualifications. The outcomes show that the social facilitators working for the CHDM lack capacity in relation to the relevant educational requirements for this task. Most have acquired the skill of facilitation through being incorporated by technical people in interpreting to communities during the implementation of the service delivery projects. In view of correspondence concerning the selection of social consultants to undergo training for social facilitation, it is clear that there was no qualification requirement for one to be termed the “social consultant” (CHDM, 2003). Matric and a post matric level of education were used as a selection criterion instead of a post matric qualification in community development related studies. All those selected did not have any experience in development. The qualifications and experience that the social consultants had at the time they were appointed into the project are presented as Fig 1.3 (attached).

The researcher queries the understanding of community participation by social facilitators due to the fact that attendance registers do not include the village name, and therefore

¹¹⁶ Interview with ISD consultant, Kungawo Development on 11/03/2009 at CHDM offices

¹¹⁷ Interview with ISD officer, on 04/02/2009 at CHDM offices

representation cannot be determined. In one instance it was found that training that was done with the PSCs was mostly attended by participants who were from a nearby village out of a cluster of five villages. The tool that the ISD is supposed to use for measuring community participation is the representation per village in the PSC meetings. Another issue is that there is no clear link or coordination of activities among the social facilitators, Community Development Workers and the ward committees.

The ISD consultants are graded lower than other professional service providers and it is also claimed that they do not have a professional body as the engineering consultants¹¹⁸. It can be concluded that the reason for the undermining of ISD consultants is that the first ISD consultants utilised by the DM since the takeover from the former Department of Water Affairs and Forestry (DWAF), had no specialisation in the field. It is also clear that the technical personnel, who were the decision makers at the time, did not acknowledge the ISD consultants as professional.

The stage of involvement of the ISD consultants by appointment in the project, as against the time of start of construction is presented as Figure 1.4. The significance of this is that late involvement of the ISD results in them not being well informed about the project. This makes them unclear about the processes of engaging communities accordingly. The other problem that affects effectiveness of social facilitators is that their scope of work is only limited to the area benefiting from the project and so is the budget¹¹⁹. Even if only five villages in a ward are benefitting from a project, the social facilitators cannot go beyond that. This means that although they are already available in the area, they are not utilised cost-effectively.

The social facilitator's role of promoting community participation is also affected by the stage of involvement in the project as well as their capacity.

¹¹⁸ Statement from D. Njilo, former CHDM PMU Manager on 04/05/2007 in a sectional meeting at CHDM offices

¹¹⁹ Interview with CHDM ISD officer, on 02/04/2009

7.7 The Civil Society Organisations (CSOs)

The CBO and CSO concept has been discussed in Chapter 3 looking at their roles and problems in service delivery, not only in the South African context but in other countries as well. In this chapter the researcher discusses the role that the CSOs and CBOs play in promoting community participation in the CHDM. The community based organisations or civil society organisations are also not involved in affairs of the municipalities. They are not recognised even at community level. The reason for the non-involvement of CSOs is of political interest for the ward councillors who want to be seen as the only people who can bring service delivery to the communities¹²⁰.

The research that has been undertaken by DWAF shows that there are six recognised CSOs in the CHDM out of 40 of the Eastern Cape as a whole (DWAF, 2008). This study was undertaken as a second phase of the DWAF Programme called Civil Society Organisations Enhancement Programme. The first phase of this programme has been discussed in Chapter 3. It has been found that this number may not be a true reflection of the CSO status in the DM, as there are other CSOs that have not been recorded as they missed this opportunity. Other CSOs in the DM have converted themselves into becoming social consultants and the reason for this has been discussed in Chapter 3 where it is stated that one of the challenges faced by the CSOs is that the procurement systems of the municipalities do not accommodate the CSOs as far as the requirements for tendering in are concerned. The CHDM has no

¹²⁰ Telephonic interview with Mrs. Kapiyana of Nonesi Development and Legal Advise (Endulo Bafazi) interviewed on 12 March 2009

database of CSOs as their role especially in the water services sector has not been identified¹²¹.

From the DWAF list of CSOs only two were available for the interview, and outside the list, two were interviewed. Of the four CSOs interviewed, three are involved in HIV and Aids Programmes and Legal Advice, and one is involved in rural development which includes farming and income generation projects. The objective of the latter is mainly poverty eradication through making use of the land. Both groups indicated that they have no links with the municipality neither at local or district level and they do not receive any support. They stated that they are not even aware of municipal programmes related to HIV and Aids¹²². It could be that the municipality is not aware of their existence as the municipalities do not have a database of the CSOs in the area. In response to the question asking them about their representation in the ward committees as required by the Municipal Systems Act (Section 17 of the Act), the response from one CSO member was, “the elections of ward committees are not publicized to the communities; instead the ruling party invites its own members and they elect each other as party members and not as community, that is why the interest groups including CSOs are not represented”¹²³.

The CSO group that is involved in community and rural development was identified at a time when they visited the CHDM as a group of 18 people (both men and women) wearing T-shirts identifying their CSO group. This group consisted of people from the two local municipalities of Emalahleni and Sakhisizwe who came to present a long list of complaints on issues of basic services and development in general. They claimed that they decided to come to the DM as the bigger municipality since they did not get any attention from their local municipalities and sector departments despite the efforts of organizing them to come to their communities to respond to the developmental and service delivery concerns.

¹²¹ Interview with CHDM Procurement Manager, on 10/04/2009 at CHDM offices

¹²² Telephonic interview with Mrs Kapiyana of Nonesi Development and Legal Advice (Endulo Bafazi) interviewed on 12 March 2009

¹²³ Telephonic interview with Mrs Kapiyana of Nonesi Development and Legal Advice (Endulo Bafazi) interviewed on 12 March 2009

When responding to their water and sanitation services concerns, it was discovered that they were not informed about or involved in the municipal affairs as they were not aware of the programmes that the DM is undertaking to eradicate the water and sanitation backlog in the DM. They are not involved in the affairs of the municipality and this is a violation of the Municipal Systems Act Section 17. The Act states that mechanisms and processes should be in place for enabling the local community to participate and these include provision for receiving and following up on community complaints, consultative sessions with locally recognised community organisations and/or traditional leaders, and reporting back to the constituents and that these must be established taking into account the needs of women, illiterate, disabled and other disadvantaged groups.

The members of Siyazakha Land and Development Forum further confessed that they have no information and that they do not think even their councillors are informed saying that why would they not want to go to the communities if they were informed. One old woman said “we have pity for the ward councillors and ward committees as they have no way of solving these problems, if there was anything they could do, they would be free to come to their communities”¹²⁴. They were also complaining, “The reason for the municipality and sector departments not to honour our invitations is that they have no respect for the poor and disadvantaged”¹²⁵. They further asked “is there no way that we can be represented in the municipal structures in order to make sure that the voice of the poor that we stand for is also heard?”¹²⁶ They also made reference to the service delivery protests that took place in Mpumalanga province saying that “Those people are prepared to die because it is a matter of giving up life for one to burn other people’s properties, not even caring about what is going to happen thereafter. We also, when we came here, we were at the point of protesting and singing, but you received us well”¹²⁷.

¹²⁴ Meeting with Siyazakha Land and Development Forum, 14 October 2009 at CHDM offices

¹²⁵ Meeting with Siyazakha Land and Development Forum, 14 October 2009 at CHDM offices

¹²⁶ Meeting with Siyazakha Land and Development Forum, 14 October 2009

¹²⁷ Meeting with Siyazakha Land and Development Forum, 14 October 2009

It can also be noted from this case that the reason for people to engage in protests is that they are not informed of the developmental process as discussed in Chapter 1 of the study, and these protestors target the wrong people. This group came to the Engineering Department that deals only with Water and Sanitation services and the list of concerns was not relevant to the CHDM and in particular that department. These concerns included issues relating to agriculture and farming, like grazing land being occupied by Reconstruction and Development Programme (RDP) houses, a dam that had collapsed and needed cleaning, fencing of the grazing land, and so on. Some items showed that they are not informed of how the municipality operates as far as service delivery is concerned. It was evident that they actually came to the wrong place, as there was no one at the local municipality level to assist them and lead them in the right direction. It is clear that the CSOs are not recognised by the ward councillors because if they were, they would be utilised fully for the benefit of the community.

The role that the CSOs can play, gathered from the few that were interviewed, can be of much significance in service delivery and at no cost because they do not expect any payment for services rendered, except for logistical support during trainings¹²⁸. The interview with the rural development group showed that they are not involved nor informed because when they were given responses and updates on the status of their water and sanitation projects, they said it was the first time they heard about such programmes.

In 2005 the CHDM was awarded by the Department of Water Affairs for outstanding utilisation of women in the water services and as the municipality that is a model for utilisation of the Community Based Organisations in Water Services. The background to this is that at the time that the CHDM took over as Water Services Authority from DWAF (2003) there were old water supply schemes that needed to be refurbished, and they were on the rural, eastern side of CHDM. A service provider was then engaged and instructed to mobilise and institutionalise these communities through training them on technical (operators) and social aspects (Community Service Providers/ CSP) to be effective in this work. They were

¹²⁸ Telephonic interview with Mrs Kapiyana of Nonesi Development and Legal Advise (Endulo Bafazi) interviewed on 12 March 2009

responsible for operating and maintaining these schemes as well as for holding community feedback meetings. Since then this system has been adopted with the completion of new schemes whereby the CSP and operators are elected by their communities to run and operate the scheme as well as give advice to communities on health and hygiene issues. These CBOs as they are inclusively called are given monthly stipends as an income (CHDM 2005).

There are problems however with these groups of people as the study shows that most of them are illiterate and aged (Mvula Trust, 2005). Although this is called a model for community involvement and participation, in a recent workshop on “People Centred Operations and Maintenance in the Water Sector” conducted by the Mvula Trust, discussions provided results that show in reality it is not. This was in line with the fact that these CBOs are not consulting the communities or even ward councillors in giving any feedback with regards to water provision. They work closely with the Support Service Agents that manage them and at the end of the day they get their allowances¹²⁹. The researcher has also observed dissatisfaction on the side of the local municipalities that these CBOs do not acknowledge the ward councillors as they are independent of them and they are directly linked to the CHDM (Nqwemeshe, 2009, as was part of a meeting with the Emalahleni Local Municipality ward councillors and the CBOs).

Despite shortcomings in the CSO and CBO role in service delivery, the opportunities outweigh them. The major problem is lack of recognition of these role players and their non-utilisation. It is also clear that the municipality can achieve the objective of promoting community participation if the CSOs are utilised. Acknowledging that civil society organisations have a role to play in local government, Visser & Steytler, (2009:11) state that strengthening community involvement and participation is the most important matter that the local government turnaround strategy should address. “The other factor is to encourage community engagement mechanisms that would attract civil society engagement in order to supplement the ward committee system” (Visser & Steytler, 2009:11).

¹²⁹ Nqwemeshe, N. (Self) Presentation at The Mvula Trust workshop on People Centered O & M held on 21 October 2009

7.8 The Project Steering Committee (PSC)

The Project Steering Committee as presented above is a community representing structure. It is a requirement that when a project is to be implemented, the community democratically elects people that will serve as community representatives in the project. This committee is usually made up of up to two people per village, from the affected villages depending on the size of a village¹³⁰. This is a way of ensuring that the communities take part in the decisions made about the project to be implemented on their behalf. The PSCs are otherwise termed project managers as their role is to ensure that the project runs smoothly from beginning until it is completed. The PSC is also supported by a village-based structure called the Village Water Committee (VWC).

Democratic election of the PSC does not always happen due to the pressure of having to mobilise communities and establish community structures with the contractor having to start construction soon. This urgency to make communities ready is influenced by the fact that once the contractor has been awarded the contract, work has to start immediately so as to avoid penalties which the contractor poses to the client as a result of delays. The ward councillor is then usually contacted and asked to identify the people who can serve in the PSC. The first people that the ward councillors identify are the ward committee members¹³¹. Since the ward committees consist of only nine people per ward, it happens that because of this arrangement some villages do not have the opportunity of being represented in the project.

The PSC is also the voice of the community as it has to provide feedback to the community on all project-related issues as well as bringing community issues to the project team at large. In the case where there is no representative from the village, then the community is denied this privilege. Another problem in providing feedback to the communities is that community meetings are not frequent. The community therefore loses track of the project progress and subsequently serious community issues even end up delaying the project¹³². “The

¹³⁰ Interview with ISD Officer on 04/02/2009 at CHDM offices

¹³¹ Interview with ISD Officer on 04/02/2009 at CHDM offices

¹³² Interview with ISD officers, Tshonti and Dineka on 15/09//2010 at CHDM offices

responsibility of calling such meetings is the ward councillors' but because of ward based responsibilities the ward councillor is not able to focus at project level"¹³³.

According to the ISD officers, "The PSC members are required to meet on a monthly basis with the social facilitator or ISD official for the purpose of sharing and discussing project issues and problems. These project issues, when unresolved are then brought to the broader forum (attended by representatives from the District and the Local Municipality, Technical Consultants which are project managers, Social Facilitators (ISD Consultants), PSC (executive and the contractor) through the PSC executive. The PSC as a structure representing the community in the project remains active as long as the project is still under construction. Although the community representatives can be identified during community mobilisation, which is done prior to start of implementation of the project, once implementation starts and the labour recruitment process has begun, the same members who were elected to be PSC members, also want to be labourers in the project"¹³⁴. The ISD officers added that the purpose of having community representing structures for community participation in the project is therefore not achieved. This creates a problem because the role of the PSC is to see to it that the project runs smoothly both from the community and the contractors' side. When a member of the PSC plays these two conflicting roles, community issues are compromised¹³⁵. The subject of the PSC is further discussed at project level in the next chapter.

In order to address the project sustainability issues, when the PSC exits after the project has been completed, a new structure is formed which is the one that will be responsible for the operation and maintenance of the schemes. This structure is supposed to be democratically elected by the community itself.

¹³³ Gcibhala Sanitation Focus group on 19/02/2009 at Gcibhala village

¹³⁴ Interview with ISD officers, Tshonti and Dineka on 15/09//2010 at CHDM offices

¹³⁵ Interview with ISD officers, Tshonti and Dineka on 15/09//2010 at CHDM offices

7.9 Conclusion

The municipality does not recognise or involve CBOs and CSOs in service delivery programmes. Although there are challenges on the CSO side, it has already been mentioned that if they can be supported in the areas of need, they can play a significant role in service delivery. At project level it has been observed that community participation and representation in project meetings is poor and is mainly through key people in the community and they are the ward councillor and the ward committees. The issue of the ward committee not representing the interests of everybody in the ward has also been observed.

The social facilitators can promote community participation but their capacity compromises the level of participation. The rating of community participation indicates that the communities are not involved but are made to approve decisions already taken. It has also been observed from the study that Emalahleni local municipality projects showed very limited community participation. At project level it has been observed that community participation and representation in project meetings is poor and is mainly through key people in the community and they are the ward councillor and the ward committees. The Project Steering Committee (PSC) is formed by members of the ward committees. The next chapter provides the findings on the level of community participation at project level.

CHAPTER 8

A Closer Look at Case Study Projects

8.1 Introduction

In the previous chapter the researcher presented and analysed the role players involved in community participation. The challenges they face and opportunities they experience were also discussed. This chapter discusses and analyses community participation at the level of service delivery projects from the case study projects identified. This section aims at looking deeper at the projects under study in order to analyse how community participation is being promoted at project level. The projects that are discussed and analysed are the Emalahleni Local Municipality projects which are Thembelihle Water Supply, Ward 3 Sanitation, Ward 1 Sanitation and Cacadu Regional Water Supply Scheme. At Intsika Yethu the projects that are analysed are Cofimvaba Ward 15 Water Supply, Cofimvaba EU Sanitation and Gcibhala Sanitation projects.

The analysis looks at the roles played by the role players involved in promoting community participation. These role players include the ward councillors, the ward committees, the traditional leaders, social facilitators (ISD Consultants) and civil society organisations. The stage of involvement of the ISD Consultants for their role in promoting community participation in the projects of service delivery as discussed in the previous chapter is also discussed. The level of participation of the local municipality in the projects implemented by the district municipality in relation to the issue of linkages between the local and district municipality is also discussed. The analysis also looks at community participation at project level in relation to the community participation issues discussed in Chapter 2 of the report.

The involvement of the community is analysed through their representation in the Project Steering Committee. This is due to the fact that the presence of a PSC in a project may not

mean that the affected or beneficiary communities are represented in the project. It is therefore necessary to introduce and discuss this subject.

8.2 Project Details

8.2.1 Emalahleni Local Municipality Projects:

Thembelihle Ward 12 Water Supply Project was planned to benefit 2 534 households in 10 villages of Chamama, Mtyatya, Suiteline, Mboniselweni, Rebel's Kloof, White City, Thembeni, Maqwathini, Thembelihle and Polar Park situated about 20 km east of Indwe on the Cala Road. The implementation of this project started in February 2006 and was completed in February 2007.

The project team included the ISD Consultant who was appointed by the CHDM. It must also be noted that the ISD consultant was only appointed at the time the project was at tender award stage (CHDM, 2005). This means that the ISD Consultant was not involved during the planning stages of the project, and therefore neither was the community. As discussed earlier, late involvement of the ISD Consultants in the project disadvantages them in that they are not familiar with the area and do not have enough information about the project itself. Lack of information affects community mobilisation and involvement in that the ISD Consultant is not confident enough as he or she does not want to convey the wrong information to the community¹³⁶.

Although the local municipality participated well in the meetings, initially, participation deteriorated as project implementation progressed. In the minutes of the Site meeting held on 02 November 2006, it is stated that "a concern was raised over the absence of representatives of the Emalahleni Municipality as they were not present at the last few meetings". This was due to the resignation of municipal staff involved in the project¹³⁷. In line with the Intergovernmental Relations Act which is meant to address programme coordination for

¹³⁶ Interview with ISD Consultant Bulelwa of Kungawo Development, on 11/03/ 2009 at CHDM offices

¹³⁷ Interview with ISD Consultant Bulelwa of Kungawo Development, (ISD Consultant for Thembelihle Water Supply Project) on 11/03/ 2009 at CHDM Offices

effective community participation, the CHDM is supposed to work closely with the local municipalities in the implementation of projects.

Community participation in this project has been assessed by means of looking through the attendance registers and minutes that reflect the deliberations. In minutes of meeting No 1 which was a site handover meeting held on 14 February 2006, normally a meeting to 'Introduce the contractor to the community', it was observed that the community was not represented. It was only the LM, DM, Contractor, Social Facilitator and the Engineering Consultant and other specialists that were present. This type of meeting is crucial in that the community has an opportunity to see and interact with the contractor who is going to do the work. It is also in these meetings that labour rates and conditions of work are presented and discussed so that the whole community is clear, especially those interested in working as labourers in the project. Lack of participation by communities at this stage is against the principles of the White Paper on Reconstruction and Development Programme (RDP).

Although the community was represented in the following monthly site meetings through the PSC executive which is composed of three members elected by the PSC itself, it was noted that the community issues which are shown as 'social facilitation report', come last in the agenda of these meetings. The members of the PSC, generally termed project managers, do not appear on the minutes' distribution lists, whereas the ISD Consultant does¹³⁸. This shows that although they serve in this broader forum they are not recognised for their ability to interact with the deliberations of meetings before attending the next meeting. That these meetings are conducted in English is a hindrance to effective community participation as most people on PSCs do not speak English very well¹³⁹. The report on community issues in all the minutes of the Site meetings of this project is done by the ISD Consultant on behalf of the Project Steering Committee (PSC). The role of the ISD Consultant in promoting community participation is therefore not visible. This level of participation is termed ratification meaning that the community is only given an opportunity to approve what has already been discussed.

¹³⁸ As seen in the minutes of site meetings quoted for this project

¹³⁹ Interview with Sir Mgez Development (ISD Consultant for Gcibhala Sanitation Project) on 19/02/2009 at CHDM offices

Apart from the site meetings, from the minutes and attendance registers of the PSC meetings, it has been difficult to assess participation by the community in all the meetings. This is due to the fact that the attendance registers with the exception of three meetings (20 February, 4 May and 1 June 2006) do not provide space for members to include the name of the village they represent. This is a concern because the tool that the ISD is supposed to use for measuring community participation is the representation per village in the PSC meetings. It can be concluded from the above discussion that in this project even though the ISD consultant has been part of the team, community participation has not been effective. It has also been observed by the researcher that the traditional leaders have not been part of the PSC meetings.

The Ward 3 Sanitation Project, was planned to benefit 2773 households in 15 sub-villages of the four main villages of Lower Agnes Rest (Sixekweni, Luxeni, Jekeni); Mount Arthur (Ronini, Gomoro, Parafini, Mount Hill, Hala); Mtsheko (Kavala, Noluthando, Mission, Zingxondo, Dophu); and Cacadu (Thafeni, Bhakaneni) in the Emalahleni Local Municipality area. The engineering consultant was appointed in 2003, and the project was planned to start in August 2004 to be completed in December 2007 (40 months duration). The researcher could not get hold of the former ward councillor nor the Project Steering Committee in order to hold a focus group. An active community member (Mr Ndika) was then identified from one of the beneficiary villages through the local municipality. At the time of the interview with Mr Ndika, the project was on hold because of problems between the CHDM and the Consultant, which were not known to the interviewee.¹⁴⁰ In this project according to Mr Ndika¹⁴¹, there was no ISD consultant but instead the technical consultant was playing several roles including that of construction. This means that the ISD was from the technical consultant (as opposed to the project above, where the ISD was appointed by CHDM). This

¹⁴⁰ Interview with community member Ward 3 Sanitation Project, Mr Ndika at Mtsheko village on 10 March 2009

¹⁴¹ Interview with community member Ward 3 Sanitation Project, Mr Ndika- interviewed at Mtsheko village on 10 March 2009

method of project implementation is termed “the project management route”¹⁴². This method has disadvantaged the community in this area in that the ISD role was played by the same company and when problems were experienced with the client, which is the CHDM, there was no independent ISD company to inform the community of the problems that caused the project to come to a standstill. Therefore if the ISD is also from the same company it is clear that community issues are compromised.

On the community side, according to a technical report (CHDM, 2005) community representation has not been specific to sub-villages but only refers to main villages. The PSC members are 13 in total (two from Mount Arthur; two from Cacadu; three from Agnes Rest and six from Mtsheko). PSC members have no contact details. No minutes of PSC meetings were available. It is not clear how the community representation was decided as not all of Mount Arthur sub-villages are represented in the PSC. The non-representation of the community in the project means that the community is not participating and is not involved and therefore the purposes of the legislation (Municipal Systems Act, the RSA Constitution, and Batho Pele White Paper) and others are not achieved. As far as the representation of the local municipality is concerned, reports show that Emalahleni was represented in the site meetings in this project.

The Emalahleni Ward 1 Sanitation is yet another sanitation project whose name has been derived from the former ward number. This project was planned to benefit 6498 households in 14 villages situated 45km east of Queenstown in the direction of Lady Frere, which are: (originally) Kundulu; Xonxa; Nqiningana, Gqebenya; Holani and (additional) Ezicelweni; Gandu; Rwantsana; Rodana; Tsolokazi; Mpotulo; Nkolonga; Sikhwanqeni; Tshatshu (additional). The Engineering consultant for this project was appointed on 6 February 2003 by DWAF and when project was transferred to CHDM, they were then appointed on February 2004 by CHDM. This project was to start on 1 July 2003, to be completed on 1 July 2009 (duration of 288 weeks / 72 months).

¹⁴² Interview with CHDM Area Manager, T Stander on 04/02/2009 at CHDM offices.

This project was not completed as toilet construction in other villages stopped due to contractor disputes with client¹⁴³. This project did not have an ISD consultant but instead, the engineering consultant played all the roles. Again here, as in the project above the problem of compromising community issues is noted. As far as community participation is concerned, it has not been possible to see secondary data in the form of minutes as in the other projects above, but then primary data has been used as a source of information.

According to Mr Malobola (PSC member)¹⁴⁴, at the beginning of the project, the consultant used to have meetings with the PSC that was made up of two members from each of the affected villages, which was a bigger forum. Later in the project, the consultant then excluded the other PSC members and only worked with the village based sanitation committees instead of the broader PSC. So this was the time that the PSC in the other villages lost track of the project, only hearing later that the consultant had left and abandoned the work in the villages that were started with. It has also been observed that most of the people who participated in the focus group were the ward committee members. One former PSC member who participated in the focus group has become the Community Development Worker (CDW). The local municipality was also said to have been part of the meetings when the PSC was still actively involved¹⁴⁵.

The Cacadu Regional Water Supply Scheme (CRWSS) is a broad water project that aimed to serve 43 villages in the Emalahleni Municipality: two institutions (namely the Glen Grey Hospital and the Freemantle Agricultural College), and the town of Lady Frere (Cacadu). It is to benefit 8460 households in these areas. The broader project included bulk supply lines, reticulation, and completion of outstanding reticulation in other villages as well as addressing problems of corroding pipelines, excessive wastage and additional storage requirements. Project Business Plan is from way back 1998 under DWAF Management. CHDM only took over in 2003 and there are schemes that were implemented in 2001 leaving CHDM with

¹⁴³ Ward 1 Sanitation Focus Group of 09/03/2009 at Dubeni village

¹⁴⁴ Ward 1 Sanitation Focus Group 09/03/2009 at Dubeni village

¹⁴⁵ Ward 1 Sanitation Focus Group 09/03//2009 at Dubeni village

about 36 villages to serve.¹⁴⁶ This project is huge and has therefore been programmed to be implemented in phases over the years. The focus of the study is only on the initial phase / contract which is the main pipeline (Lady Frere Line). This project was to start in April 2004 and end in July 2004 (three months) and it has been completed. There was no ISD consultant appointed for this project. Community participation has not been observed in this project except through labour. With regard to participation as decision makers, according to the minutes of the first meeting, which was the site hand over meeting held on 8 April 2004, no members of the community were present (only representatives from the local municipality, district municipality, contractor and technical consultant were present).

In the next meeting which was a site or project progress report meeting held on 2 June 2004, only the Community Liaison Officer (CLO) was present. The minutes also do not reflect any community issues; instead it states “no requirement” on PSC item. Also in Site meeting No 4 of 9 September 2004, as in the above meeting, community representation is not clear but it is stated that “representatives from the ward committee will be used in interim, a follow up will be done on reawakening of the General District PSC, and that so far three persons from ward committees have been assisting” (Item 14 on both sets of minutes).

It can be concluded that in this project the community has not been involved. There was no PSC at all compared to other projects. The current ward councillor Bontshi referred the researcher to a person who was a former PSC member, Nofezile Myaluza who is also a ward committee member. During the interview Myaluza said that she was just a labourer in the project. When asked who the other PSC members were, she said she knows only one person Siphwe Daka who has migrated¹⁴⁷. The local municipality has been represented in all the meetings.

¹⁴⁶ Cacadu RWSS technical report, 2004

¹⁴⁷ Telephonic interview with Nofezile Myaluza (former PSC member) on 10/03/ 2010)

8.2.2 Intsika Yethu Local Municipality Projects

Cofimvaba Ward 15 Water Supply Project is a broad project and has been implemented in phases according to contracts. The phase that is under study is the reticulation phase and is called Skhobeni and Dekerts Hill Water Supply Scheme and aims at supplying water to a total population of 5179 in the villages of Cube-B, Dekerts Hill, and Skhobeni villages. It is situated in ward 3 of Intsika Yethu and which is the former ward 15 (from which the project name has been derived). The construction of this project started on July 2007 and was completed on September 2008. The services of the ISD consultant were terminated just before project implementation started and the CHDM ISD official took over the responsibility. Community awareness in the project was done for the broader project since November 2006 through the ISD Consultant.

At the time the ISD consultant was involved in the project, a problem of lack of community involvement was identified during the process of recruitment of Community Liaison Officers (CLOs). This was observed as there were no applications for CLO positions from other villages affected and when the PSC was asked why, the response was that they themselves did not see the advert in order to mobilise and it was mentioned that it was with the ward councillor. The CHDM then undertook to closely monitor the ISD functioning and ensured that all villages were represented in the PSC meetings¹⁴⁸. The problem that was identified in this case was lack of capacity of the ISD that was involved.

Although all villages were represented, a problem of non involvement of the traditional leaders was evident. This was observed during the time where I as a municipal employee, was invited to a meeting by the Traditional Leader in Qamata Basin. In this meeting it was reported that certain members of the community were telling others to pay R20 if they wanted to be on the labour list for this new project. In this very meeting the Chief also talked about the traditional authorities not being recognised by the ward councillor and that they were not even aware of the project to be implemented in their area until there was a

¹⁴⁸ Person to person communication with CHDM technician, Fezeka Kato, 20 April 2009

complaint forwarded to the traditional council by a community member (CHDM minutes of meeting held at Qamata Basin 22 February 2007).

On further investigation it became evident that this community was divided into two groups - one group siding with the chief and the other siding with the ward councillor. A meeting was organised with the community to address the issue. The first challenge, which proved division, was that of finding a venue for the meeting. The meeting was organised through the ward councillor who said the meeting should be held at his place. When the traditional authority side was informed about the meeting, they were concerned about the venue and they said they would not attend if it was at the ward councillor's place. A central venue had to be used which was the contractor's site office as both groups were needed in the meeting. This meeting did not go very well as it was apparent that representation was from one side (the chief's side) and the few who seemed to be from the ward councillor's side were constantly complaining that the meeting is not well represented. The ward councillor himself was not present. The meeting continued as no one could prove who was not present and no apologies were tendered (minutes of meeting held at Dekerts Hill on 15 March 2007).

Another meeting was then held at the request of the ward councillor in his own place on 20 March 2007. The ward councillor then said that he owns the ward and he is responsible to bring development to the people and that the chief belongs to the Municipal Council where he must play a role. This meeting did not have any resolution but for the sake of progress in development, the matter was left unresolved and it was clear that the ward councillor was dominant and had influence over the majority of his community. The local municipality was represented in the site meetings.

Cofimvaba EU Sanitation Project is one among the projects that CHDM inherited from the former Department of Water Affairs and Forestry (DWAF) as per letter of transfer (4 September 2003). This project therefore was started way before 2003, as the letter states that at the time of transfer to CHDM the work has been done up to Business Plan stage. The ISD consultant for this project was appointed according to an instruction by CHDM and through the technical consultant as a sub-consultant (CHDM, 2003). This consultant had to choose an

ISD from the list that was provided by CHDM which was developed after a selection of ISD Consultants based on a criterion used by the former Department of Water Affairs and Forestry. There was no qualification requirement for one to be termed the “social consultant” (CHDM, 2003). The ISD consultant for this project had no community development qualifications, but had a teaching qualification¹⁴⁹.

At the time of the researcher’s involvement in this project, there were no terms of reference for the ISD consultant. The letter of appointment did not define the value for their contract. The ISD was to develop a proposal and do ISD work based on a proposal¹⁵⁰. It is interesting to note that this very newly recruited ISD consultant was also to develop a proposal regarding facilitation activities. The question is whether community participation was effective at the time of first engagement of this ISD Consultant.

The project reports show that correspondence between the client and the engineering consultants, showed a lack of cooperation and progress in the project (CHDM, 2004). On the community side it has been observed that the ISD consultant has also not been able to deal with the community issues nor update communities on the project problems. This has been noticed where the ISD consultant would always request CHDM intervention in explaining the project problems. The ISD Consultant’s role in promoting community participation in this project has not been significant due to project problems very early in the project period.

Gcibhala Ward 16 Sanitation Project is situated in the Tsomo area of Intsika Yethu Local Municipality in the former ward 16 and was planned to benefit 2303 households in 39 sub-villages of eight main villages as follows: Sgubudwini (six villages); Gcibhala (seven); Luthuli (six); Mgwenyane (three); Mbulukhweza (four); Mbulu (four); Ngcongcolorha (five); & Ntsume (four). It is managed by a team composed of the CHDM, Intsika Yethu LM, Engineering (also contractor) and ISD Consultants. According to the Project Steering Committees, this project was initiated as a remedy to an outbreak of cholera in the village of

¹⁴⁹ Interview with ISD consultant Cofimvaba EU Sanitation Project Ingqayi Development on 20/06/2010 at CHDM offices

¹⁵⁰ Telephonic Interview with technical consultant for Cofimvaba EU Sanitation Project, MBSA on 20/06/2010

Gcibhala as far back as the year 2002. The scope of work was then increased to cover all the villages in ward 16 as well¹⁵¹.

According to Sinakho, funding was made available by DWAF for Sinakho to prepare a Business Plan for this project in 2003, but it was never approved until the project application was converted to suit the requirements of the Consolidated Municipal Infrastructure Programme (CMIP) and was implemented as such. The significance of the CMIP is that it did not allow for ISD budgeting in the proposal (Sinakho, 2006). The project is almost complete.

The implementation of this project has been done through the clustering of villages and four clusters were established. As far as community awareness and involvement in the project is concerned, it is stated in the technical report (CHDM / Sinakho Consulting, 2004:8) that there are 15 PSC members. In a confirmation meeting facilitated by the newly appointed ISD consultant held in January 2007, it was found that there are only 13 members of the PSC (community representatives) and out of the eight main villages, only seven main villages are represented in Figure 1.6 and shows that only 30% of the beneficiary communities are represented in the project. Other sub-villages are not involved and therefore do not get any feedback from the project. Since the PSC is also responsible for recruiting labour to work in the project, the villages that are not represented in the PSC also do not benefit from the project through labour.

When asked about how the community was made aware about the project, the PSC members stated that the project had been introduced by the ward councillor and the ward committees, hence the PSC was formed out of those ward committees as the councillor suggested¹⁵². This therefore means that the community was not involved during the early stages of the project. The PSC of this project was never democratically elected by the community. The community

¹⁵¹ Gcibhala Sanitation Project Steering Committee focus group of 16/02/09 at Gcibhala village

¹⁵² Gcibhala Sanitation Project Steering Committee focus group of 16/02/09 at Gcibhala village

was only informed later at the time of labour recruitment when project implementation was also starting¹⁵³.

During project construction the PSC members attend the PSC meetings monthly and these are followed by site meetings attended by the chairperson and the secretary of the PSC (executive members). These executive members bring the issues discussed in the PSC meetings to the attention of the other stakeholders (district municipality as client, local municipality, technical consultant, contractor and ISD consultant)¹⁵⁴. In this project the challenge was that of feedback to areas that were not represented. An intervention was made with the appointment of the Independent ISD to address the challenge of non representation of other beneficiary communities. Community awareness meetings were conducted in clusters of villages to address this problem and it was decided that each of the sub-villages (smaller villages within a main village) must have a representation in the project steering committee in order to know the project progress and also the programme (CHDM/Sir Mgez Development Consultants, 2006). Rating of community participation is provided in Figure 1.5 (attached).

8.3 Factors that Affect Community Participation at Project Level

8.3.1 Effects of historical top-down approach

The Apartheid and its socio-economic impact on rural communities have been discussed. The issue of participation in service delivery is a new concept to South African communities. It came after years of a top-down approach to development. These communities do not know that it is their constitutional right to be involved in government's developmental programmes. They do not complain because they have not been fully exposed to the policies and what they say about involving people in development¹⁵⁵. They have never been work shopped on their rights as citizens since the emergence of the new system of government. This makes effective participation difficult¹⁵⁶. Referring to capacity challenges, Besdziek says that "although the Constitution provides that provincial government must facilitate public involvement in the

¹⁵³ Gcibhala Sanitation Project Steering Committee focus group of 16/02/09 at Gcibhala village

¹⁵⁴ Interview with Gcibhala Project ISD Consultant, 18/02/09 at Queenstown, CHDM offices

¹⁵⁵ Interview with Tshonti, ISD Officer, on 04/02/2009, CHDM offices

¹⁵⁶ Interview CHDM technician, Lingela, on 04/02/2009, CHDM offices

legislature and its committees, the nature of our societies is such that the large proportions of its people are alienated from business of government and would not comfortably articulate their concerns in a public manner". Only those who have access to resources and have capacity are able to do so (Besdzick, 1998:162). The previous system of government has contributed to a lack of capacity in our communities with regard to knowledge and they therefore cannot play a significant role in government affairs (Gelb, 2004:4-17). This is the case especially with the rural communities who have been subjected to the homeland system of ruler-ship. The homeland system as discussed in Chapter 2 section 2.2, gave authority to the traditional leaders and it had an element of autocracy, as opposed to democracy.

Communities live with the fact that the ward committees are representing them¹⁵⁷; this is why even new municipal programmes and projects are introduced to the ward committees. Community participation is only known by the ward committees to some extent. In the past the community participation was through civil society organisations and was due to the actions against the apartheid system. The former Department of Water Affairs and Forestry (DWAF) ISD concept was introduced to familiarise the communities and service providers or development agents about community participation which is something that did not exist previously¹⁵⁸.

8.3.2 Lack of Feedback Mechanism

Feedback mechanism as a strategy for community participation is lacking both on the community and municipal side. The municipal officials involved in community participation at project level do not encourage or enforce that community representatives report back to their communities. The community is left behind as far as project progress is concerned¹⁵⁹. It has also been discussed at length that the ward committees who are serving in the project steering committees are not accountable to the community and therefore no feedback is provided to the communities with regards to their developmental projects¹⁶⁰.

¹⁵⁷ Interview with CDW of Intsika Yethu Municipality, Ward 15 water project area at Dekerts Hill village

¹⁵⁸ Interview with ISD Consultant of Cofimvaba EU Sanitation Project, P Cacadu, 20 June 2010

¹⁵⁹ Interview with Tshonti, ISD Officer, 04 February 2009, CHDM offices

¹⁶⁰ Focus Group, Gcibhala Sanitation project at Gcibhala village, 19/02/2009

Although the PSC members during the focus groups gave positive answers when asked about the project feedback to communities, individual interviews indicated that the PSCs themselves are lazy giving feedback to the communities unless there is a problem that they need to bring to the attention of the community¹⁶¹. In communities where the ward councillor works well with the traditional leader, these feedback meetings are done during *inqila*, a meeting convened by the headman and sits weekly on specified days¹⁶². Except for these cases, communities are deprived their opportunity to raise their concerns if they are not informed of developments.

In Chapter 2 of this study, a number of tools and strategies for community participation were presented and discussed. Smith proposes a range of tools and approaches that can be used to promote participation by communities and they include Community Based Planning (CBP), area assemblies, radio talk programmes and citizen surveys (Smith, 2008:16). It would be necessary to train the relevant personnel who lack the capacity for using these tools.

8.3.3 Limited Resources. The problems of budget and resources for promoting community participation have been discussed in the previous chapter. The budget for social facilitation is area and project-specific which means it is only the affected community that benefits from the programmes of capacity building for effective community participation, which are conducted by the social facilitators. This confirms what Munnik states in chapter 6 as beneficiary participation¹⁶³. Even these programmes do not benefit the community at large but the community representatives who are the project Steering Committees and these are only two people per beneficiary village. Lack of resources for Community Development Workers also contributes to inefficiency in the job that they were assigned to do¹⁶⁴.

The Consolidated Municipal Infrastructure Grant (CMIP) is a grant that was designed to further the aims of the Reconstruction and Development Programme (RDP) and it focussed mainly on Small, Medium and Micro Enterprises (SMMEs) development, job creation and

¹⁶¹ Individual interview with Gcibhala PSC, Mazomba, at Gcibhala village 16/02/2009

¹⁶² Interview with Cofimvaba ward 15 CDW at Dekerts Hill village, 17 February 2009

¹⁶³ Munnik was presenting at a Mvula Trust Workshop held in East London Resource Centre on 21/10/ 2009

¹⁶⁴ Interview with Intsika Yethu CDW, in Cofimvaba, 18 February 2009

labour intensive construction (DPLG, 2001:3). The projects that were implemented under the Community Based Public Works Programme prior to 2005 and which were funded by this grant did not have a budget for the social facilitation component of the project resulting in the failure of those projects as community participation was not facilitated effectively¹⁶⁵. This has been confirmed in a consultant's report where it states that there was no ISD budget in the Gcibhala Sanitation Project and instead they allocated a budget for public participation, which was general and with no clear ISD output¹⁶⁶. This funding programme has not been favourable to community involvement in service delivery and has resulted in communities not being able to follow up on issues that concern them as they were never capacitated to do so¹⁶⁷.

8.3.4 Language Barrier. At project level the use of a foreign language inhibits community representatives from giving input. The project progress report meetings held with the project stakeholders are conducted in English¹⁶⁸.

8.3.5 Stage of Community Involvement and Awareness about Project. The communities are made aware of the service delivery projects at the time that the contractor has been appointed and is to be introduced to the communities. They are not involved in all other processes before actual implementation. The facilitators are also appointed at the time that the project is to be out to tender, and are therefore not fully aware of the project. At the time the contractor has been appointed, there is pressure to start and not enough time to do all the necessary consultative processes. There is not enough time even to mobilise all the communities affected by the project and only the people who are within reach, like the ward committees always get the opportunity to be aware and be involved. The community then loses interest and do not attend even the crisis meetings called during project construction.

Generally the communities know about the project when construction begins and that is the time that there is a need for community contribution in the form of labour. Focus is on key

¹⁶⁵ Interview with CHDM Area Manager, 04 February 2009

¹⁶⁶ Sinakho Consulting Gcibhala Sanitation Technical Report, 2004

¹⁶⁷ Interview with CHDM Area Manager, 04 February 2009

¹⁶⁸ ISD Officer, Tshonti, 04/02/2009 at CHDM Offices

people such as community leaders. The recent problems of contractors digging trenches over old graves is another indication that during the planning stages of the project the community was not involved in the survey process for identifying important places in the area.¹⁶⁹

8.4 Conclusion

The presence of the social facilitators in the project, regardless of their non-effectiveness due to the challenges that have already been presented, is an indication that the municipality supports community participation in service delivery. It also creates a link between the municipality and the community. The issue of compromising community issues has been observed in cases where the project implementers were playing multiple roles (contractor, technical and ISD consultant). This is where the communities were left uninformed, the project incomplete and the community not even knowing where to go and enquire about the project. It has also been observed from the study that Emalahleni local municipality projects showed very limited community participation.

¹⁶⁹ Person to person communication with Fezeka Kato, CHDM Technician for Intsika Yethu LM area

CHAPTER 9

Summary and Conclusion

9.1 Introduction

The aim of the study was to find out whether in local government, particularly in municipalities, there are systems in place to promote community participation in service delivery. The main hypothesis of the study is that effective community participation is positively related to the institutional arrangements in the municipalities and the effectiveness of role players responsible for promoting community participation in projects of service delivery. The study was undertaken at the Chris Hani District Municipality, as a local government sphere that is responsible for providing water and sanitation as basic services to the communities in its area of jurisdiction. A case study of Intsika Yethu and Emalahleni municipalities was undertaken with focus on a sample of water and sanitation projects.

In order to achieve the objectives of the study, community participation was studied at three levels namely: the district municipality, the local municipality and the community or project level. In order to undertake the research, the target group for participating was identified from these three levels. It included the municipal staff at both district and local municipality, the social facilitators appointed in the CHDM projects under study, the ward committees, the ward councillors, the civil society organisations, the traditional authorities and the Project Steering Committee members. Primary data was collected through interviews, focus groups, meetings and observations. Questionnaires were developed in line with the main research questions and were used for the interviews and focus groups. Participatory observation in local government meetings attended by the researcher also provided information on the perspective of the three spheres of government on the subject of community participation.

Secondary data from the literature review provided information on the concept of community participation.

At district and local municipality level the study has focused on the structure of the municipalities with regard to the personnel arrangements in the departments responsible for community development. The systems and strategies that the municipalities use to promote community participation have also been examined. At community and project level the study examined the role players involved in community participation and the factors that prevent them from fulfilling this role.

The findings of this study expose the impact of the apartheid system of government in service delivery: the role that legislation has played in promoting community participation as well as the lack of effectiveness of role players at municipality and community level in promoting community participation. The next section provides the summary, discussion of the findings and the conclusion.

9.2. Findings at District and Local Municipality Level

9.2.1 Historical Background of CHDM

The CHDM is situated in the rural areas of South Africa which are areas that were mostly affected by the apartheid discriminatory segregation. The apartheid system of government gave rise to unequal access to resources and the systems that did not allow communities to participate in the affairs of government. The influence of this according to Gelb is that it has contributed to lack of capacity in communities with regards to knowledge and they therefore cannot play a significant role in government affairs (Gelb, 2004:4-17). The legislative frameworks that have been formulated in the period after 1994 are seen by the researcher to be intended to redress the imbalances of the past including lack of access to government information and having no say in government affairs.

9.2.2 Structural Arrangements of the Municipalities

In looking at the structural arrangements of the municipalities, the focus has been on the departments that are actively involved in service delivery and directly involved with communities. Lessons from the fieldwork conclude that the systems for promoting community participation in local government are in place but are not conducive to effective community participation. In both district and local municipalities the study has shown that there are systems in place to promote community participation. These are the Institutional and Social Development (ISD) personnel in the Engineering Department (which is responsible for the implementation of water and sanitation projects); the Community Participation officials; the Communication officials; the Local Economic Development officials; the Community Development Workers; and the service providers appointed for community participation at project level who are the Social Facilitators also known as ISD Consultants.

The strategies adopted by these municipalities for community participation are also included. However the outcome of the research shows that the structural arrangements in these municipalities are incapable of promoting community participation. There are few personnel in the relevant offices in light of the fact that there is a lack of prioritisation in filling positions of the personnel responsible for promoting community participation. The offices that are key in ensuring participation by communities are not occupied with sufficient personnel to carry out this function. The study suggests that this limited capacity contributes to poor and ineffective community participation. Over and above the limited capacity, the findings of the research show that ISD officials are non-existent at the local municipality level and therefore the social issues in projects are handled by the technical staff.

The research shows that the ISD officials of the DM are placed at lower post levels than are technicians with similar responsibilities. The low academic value and status attached to these posts shows that the importance of this field and its significance in service delivery is not acknowledged. It is an indication that this profession is not recognised as being of equal importance as the more technically inclined profession. This has a significant impact on the decision-making processes. The community and social issues are therefore not receiving the

priority they would if the people who are passionate about community development were also in senior positions. The study also concludes that lack of programme coordination between and within the municipalities has a negative influence on the level of participation by the communities in municipal affairs. There is lack of coordination of programmes of the departments within the municipality, although they are targeting the same communities. Community participation is not well coordinated and as a result one finds that the same people from the community participate in the different programmes of the DM. This duplication of activities results in a waste of resources.

The Social Facilitators as service providers appointed for promoting community participation in the projects have been examined. The outcomes of the research indicate that they are not effective in this role due to their capacity and the stage at which they become involved in the project. Their late involvement contributes to poor mobilisation of communities and therefore poor representation in the projects. The utilisation of non-professionals as social facilitators contributes to ineffective participation by communities because these service providers do not have the skills nor the experience required. The capacity of the social facilitators identified for this study is presented in Fig 1.3 and it suggests that at the time of their engagement as social facilitators in the project, they did not have the relevant qualification and experience. It can therefore be concluded that they did not have the necessary skills for facilitating effective community participation in their service delivery programmes.

The empirical findings show that some projects under study did not have appointed ISD Consultants and therefore ISD Consultants who belong to the same company as the contractors were utilized. The study suggests that this arrangement is not conducive to effective community participation in the project as it results in community issues being compromised because the ISD is then unable to fully support the communities in their issues as their interest is on the project progress.

The Community Development Worker Programme (CDW) has been examined and the study has found that that this programme emerged prematurely. This is deduced by the fact that there is no clear ownership of the programme. The Community Development Workers

(CDWs) are not linked to the municipal programmes and their mandate is too general. It is normally the councillor who is responsible for disseminating government information to communities through the ward committees. With the CDWs involved like-wise, this has highlighted issues relating to duplication of roles. The study has also revealed that the CDWs do not have the resources necessary to fulfil their duties and this contributes to their non-effectiveness regarding community participation.

9.2.3 Non-effective Strategies by Municipal Staff

The empirical evidence shows that the strategies employed by municipal officials to promote community participation are not effective due to capacity problems. Furthermore the officials are not knowledgeable about the methods of participatory development which therefore limits them in effectively promoting community participation. Imbizos and community meetings are strategies for affording the communities the opportunity to participate. The study has revealed that community meetings are not held frequently and the imbizos on the other hand are not effective. The communication strategy of the CHDM is hindered by the few personnel in the relevant departments. The communication strategy of the CHDM is also hindered in its effectiveness by limited personnel. The Integrated Development Planning (IDP) and Budget Reviews are meant to be mechanisms for community participation in their own development. The study has revealed however that during these processes communities are represented by ward committees. The ward committees themselves in these processes are expected to participate by means of approving a decision that has already been taken.

9.2.4 Non-Effectiveness of Intergovernmental Relations (IGRs)

The research suggests that the IGRs are not effective. This is with regards to the link between the local and the district municipality on administrative, financial and technical support levels as stated in the Municipal Structures Act No 117 of 1998 (1998:62). The researcher has identified a problem of lack of involvement and participation of the local municipality in the projects implemented by the district.

The literary findings conclude that community participation is approached differently in the same department of Local Government and Traditional Affairs. In one unit the focus is on

ward committees and in the other, on beneficiary communities. It has also come out clearly in the study that ISD at provincial level is not yet well established as this unit is newly established. The guidelines for ISD are still at the draft stage.

9.2.5 Tools for Participatory Development

The study has also looked at the tools that the municipalities can make use of in promoting community participation in service delivery. Some of these tools are not used due to challenges of capacity that call for the prioritisation of activities. Communication as an important tool for community participation is not effective due to lack of personnel in the relevant office.

9.3 At Community and Project Level

9.3.1 Poor Community Representation in Project Structures

The results of the fieldwork show that there is poor representation of communities in project structures which are the Project Steering Committees as also outlined in Figure 1.6. The rating of community participation indicates that the communities are not involved but are made to approve decisions already taken. In areas where there are sub and main villages, the representation is per main village, and the person from another sub-village is nominated to represent all other sub-villages falling within that particular main village, and this representation is through the ward committees. This is due to the stage of involvement of the communities in the project. Communities only get to know about the project to be implemented in their areas at the stage of award of the project to the contractor. At this time there is pressure to start implementation to avoid the contractor claiming for delays resulting from the community side.

Late involvement of communities in projects is an indication that there is no role identified by the development planners that the community can play during early stages of the project.

9.3.2 Use of Ward Committees as the Only Mechanism for Community Participation

Ward committees are the mechanism used for community participation but are not a guarantee that the community is well represented as they are not representative of the diverse interest groups within the community. This also results in poor representation of communities in projects because the ward committees are not found in each and every village. The ward committees are easily reached by the ward councillors especially with the projects that are to be implemented hastily. This lack of representation results in project feedback not being received by the communities that are not represented.

As the ward committees are the only system used for communicating municipal programmes to the communities, the issue is whether or not they inform everybody in the community despite political affiliations since it has also been observed by the researcher that the ward committees are often aligned to a particular political party. Community participation in IDP review processes is also limited to ward committees. This could be due to budget constraints because more community mobilisation would require more budget. The study suggests that the use of ward committees as the only communication channel e.g. in IDP review and budget processes of the municipality, is not a guarantee that the community has participated in the processes, because they are not actually community representatives.

Although the ward committees, according to legislation are a system for democracy at grassroots level, they do not necessarily represent the communities because some interest groups are not represented in the ward committees. This has been discussed as one of the hindrances to effective community participation. Use of ward committees as means of community participation deprives other community members the developmental information. This shows that although the different departments are promoting community participation, the different approaches result in gaps.

9.3.3 Non-involvement of Traditional Leaders and Civil Society Organisations (CSOs)

According to legislation, the ward committees are supposed to be inclusive of interest groups in the communities, such as traditional leaders and civil society organisations. This would be

a platform for their involvement in developmental local government. As discussed above the ward committees are party aligned and are not inclusive of other interest groups in the community. Therefore the other role players are not provided the opportunity to play any role in municipal affairs and that includes the facilitation of community participation. The Traditional Authorities are not recognised as, according to field research, they are a symbol of the apartheid system. The traditional leaders are not active because they are not involved at their level as leaders since the establishment of the ward committee system.

The civil society organisations are not recognised although constitutionally they were supposed to be included in ward committee structures. The lack of involvement of CSOs in the affairs of the municipality also contributes to non-effective community participation. This implies that if these groups were involved in developmental projects in accordance with the Municipal Structures Act, they would be a helping hand to the ward councillor and the ward committees as well. The CSOs and traditional leaders have been in support of the communities in different aspects, even before the ward councillor system came into being. Although the legislation supports involvement of civil society organisations as people who are from the local area, it is a problem that these structures are not recognised by the councillors themselves. There is a need to create awareness in both the municipality and the council on the benefits that utilisation of the CSO in service delivery would bring to the community. There are policy issues that even the ward councillors themselves are not clear about, in which the CSOs can be very effective in training the ward councillors at a low cost.

9.3.4 Absence of Social Facilitators in Projects

Although the study shows that the social facilitators do not have capacity, it must also be noted that their presence in the project as team members, is an indication of community involvement in the project because they are specifically included in the project for that purpose. It is also an indication that the municipality supports community participation in service delivery. The presence of a community supporting person like the social facilitator makes the communities understand that they have a place in the project, and that the municipality as the agent of service delivery acknowledges their role in making sure that the project is successfully completed. It also creates a link between the municipality and the community. The opposite of this has been identified in the projects where the project

implementers were playing multiple roles at the expense of the communities and where the community was left uninformed, projects were often not completed, and the community often did not know where to go and enquire about the project. In the projects that did not have an ISD consultant, the problem of the contractors leaving the project site without informing the community was observed during the study. The social facilitator's role in promoting community participation is also faced with challenges which make this role difficult. The first problem is that as project team members they are undermined by the technical team members. They are also involved at a late stage in the project making them ineffective in community mobilisation.

9.4 Conclusion

9.4.1 Community Participation is Important

Community participation is the act of involving people in decision-making and in all processes towards their development. The study has revealed that community participation in service delivery is important and its importance is acknowledged at the three spheres of government: national, provincial and local government. This has been judged from the systems that are in place at the different levels or spheres of government which include the legislative framework. The municipal reports that have been used in documentary research have provided information that community participation features in the municipal plans (as indicated in budget speeches of the mayor). Both the literary findings and the empirical research conducted for this study confirm that although this is the case, the effective implementation of such plans remains an issue.

9.4.2 Legislation as a Mechanism for Promoting Community Participation

The post apartheid government of South Africa has acknowledged the disadvantages of the top down approach to development. This is seen in the Policies and Acts of Parliament that have been passed and which are encouraging involvement of communities in government issues. The study has examined and explored these policies for their ability to enforce community participation. The findings of the study suggest that as much as these policies are

supportive of community involvement in service delivery, they do not make provision to ensure that community participation is happening in the municipalities.

Before the Municipal Structures Act was established, which provided for the establishment of the ward committees as community participation structures, the various Acts (The Reconstruction and Development Programme, the Constitution, Batho Pele White Paper, White Paper on Local Government and the White Paper on Transformation of Public Service), did not specify the mechanisms and systems for communities to participate. All these policies according to the research findings encourage community participation proposing different approaches. The summary of these policies in support of community participation states that development must be demand-driven, that communities must be afforded an opportunity to participate in decision-making through community based initiatives, that there be access to information, that consultation about services and local government should work with citizens, and partner with CSOs.

The Municipal Systems Act according to the study makes provision for mechanisms to ensure participation by communities and civil society in municipal affairs, but there is no tool to determine whether or not this is happening. The ward committees are supposed to be composed of different interest groups from the community. There is no method to determine whether or not this requirement has in fact been met. The Act does not provide for any disciplinary measures with regard to the municipality or council in case of the municipality not abiding by the requirements.

In relation to the above Acts, including the Municipal Systems Act, the Municipal Finance Management Act and the National Policy Framework for Public Participation, the study argues that the ward committees are the only recognised method of community participation. As has been shown, the ward committee system provides for a limited form of community participation, dominated by party politics that exclude broader representation from bodies such as Traditional Authorities and CBOs.

APPENDIX A- LIST OF INTERVIEWEES AND FOCUS GROUPS

Cacadu Regional Water Supply Scheme:

Interview with Nofezile Myaluza telephonically on 10 March 2009

Ward 1 Sanitation Focus group on 09 March 2009 at Gqebenya Community Hall:

Cllr Sibha Liwani

Nosabela Vukubi

M.N Lamani

T. D Malobola

N.P Sikuni

Nowonga Mngqibisa

T. Makendlana

S. Sigojo

M.E Mgobo

Z. Hlazo

Ward 3 Sanitation:

Mr Ndika- interviewed at Mtsheko village on 10 March 2009

Ward 15 Water Supply Project Focus Group on 17 February 2009 at Dekerts Hill:

Cllr Tsomo

CDW Noxolo Johnson

Ntombozuko Limekhaya

Ward 16 Gcibhala Sanitation Focus Group on 19 February 2009 at Gcibhala village:

N.B Mantanga

V. Mazomba

N. Yalezo

N. Sopete

D. Peter

CHRIS HANI DISTRICT MUNICIPALITY:

Councillor Bikwana, Portfolio Head Infrastructure/ Engineering Department at CHDM Offices on 18 October 2010.

Communications Manager, Ms Thobeka Mqamelo, interviewed on 04 February 2009 at CHDM Offices.

Area Manager, T Stander was interviewed on 04 February 2009 at CHDM Offices.

Technician, Madoda Lingela was interviewed on 04 February 2009 at CHDM Offices.

ISD Officer, Gcobani Tshonti interviewed on 04 February 2009 at CHDM Offices.

ISD Officers, Gcobani Tshonti and Sicelo Dineka were interviewed on 15 September 2010 at CHDM Offices.

Procurement Manager, N. Fumbeza was interviewed on 10 April 2009 at CHDM Offices.

Local Economic Development Officer, P Pukwana was interviewed on 05 February 2009 at CHDM Offices.

INTSIKA YETHU LOCAL MUNICIPALITY:

Technical Manager, Mr S. Koyo interviewed on 02 February 2009 at Intsika Yethu Offices.

Communications Officer, Zuko Tshangana interviewed on 02 February 2009 at Intsika Yethu Offices.

Community Participation Officer, Manqaba Xola interviewed on 02 February 2009 at Intsika Yethu Offices.

CDW, Mr Pukwana interviewed on 18 February 2009 at Intsika Yethu Offices.

EMALAHLENI LOCAL MUNICIPALITY

Community Participation Officer, Mr Lande, was interviewed on 03 February 2009 at Emalahleni LM Offices.

Technical Manager, Mr Mkuyana, was interviewed on 03 February 2009 at Emalahleni LM Offices.

ISD CONSULTANTS

Bulelwa Dyobiso of Kungawo Consulting was interviewed on 11 March 2009 at CHDM Offices.

Mzimasi Mgezuma of Sir Mgez Development interviewed on 19 February 2009 at CHDM Offices.

Pumla Cacadu of Ingqayi Development was interviewed on 20 June 2010 at CHDM Offices.

CIVIL SOCIETY ORGANISATIONS

Onwaba Mbaso of Ukhamba Projects interviewed telephonically on 12 March 2009.

Noluthando Boklani of Lady Frere Advice Centre interviewed telephonically on 12 March 2009.

Mrs. Kapiyana of Nonesi Development and Legal Advice (Endulo Bafazi) interviewed on 12 March 2009 telephonically.

Siyazakha Land and Development Forum, interviewed on 14 October 2009 at CHDM Offices.

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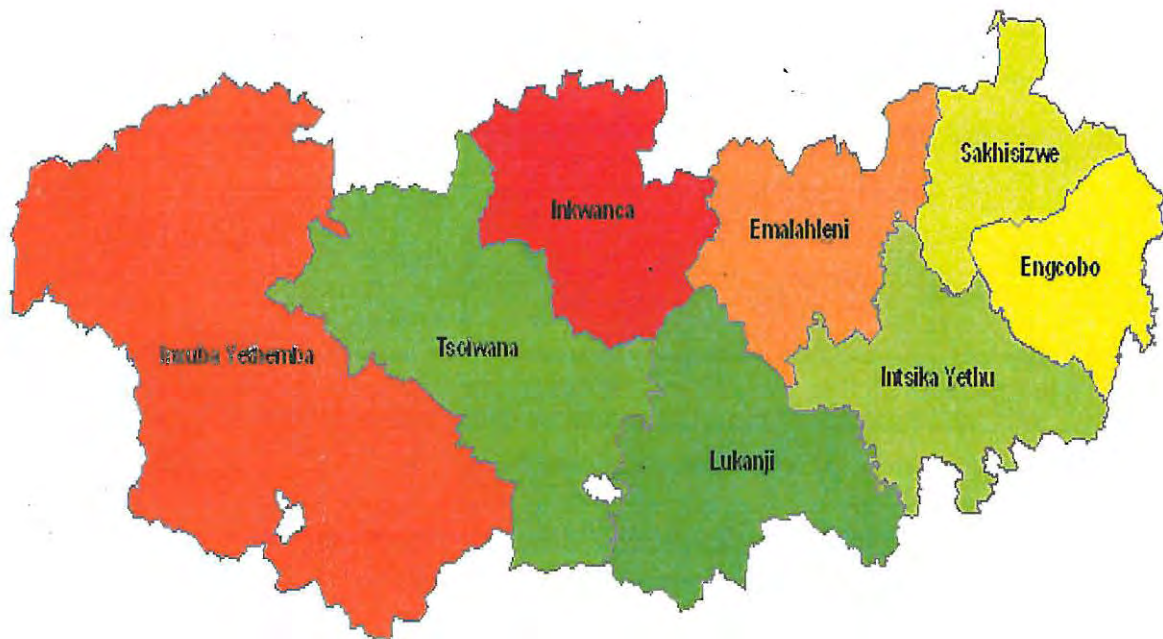
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APPENDIX C

Map of CHDM showing the eight Local Municipalities.

Source: CHDM Presentation by former GIS technician, Mashudu Mudau, 2006

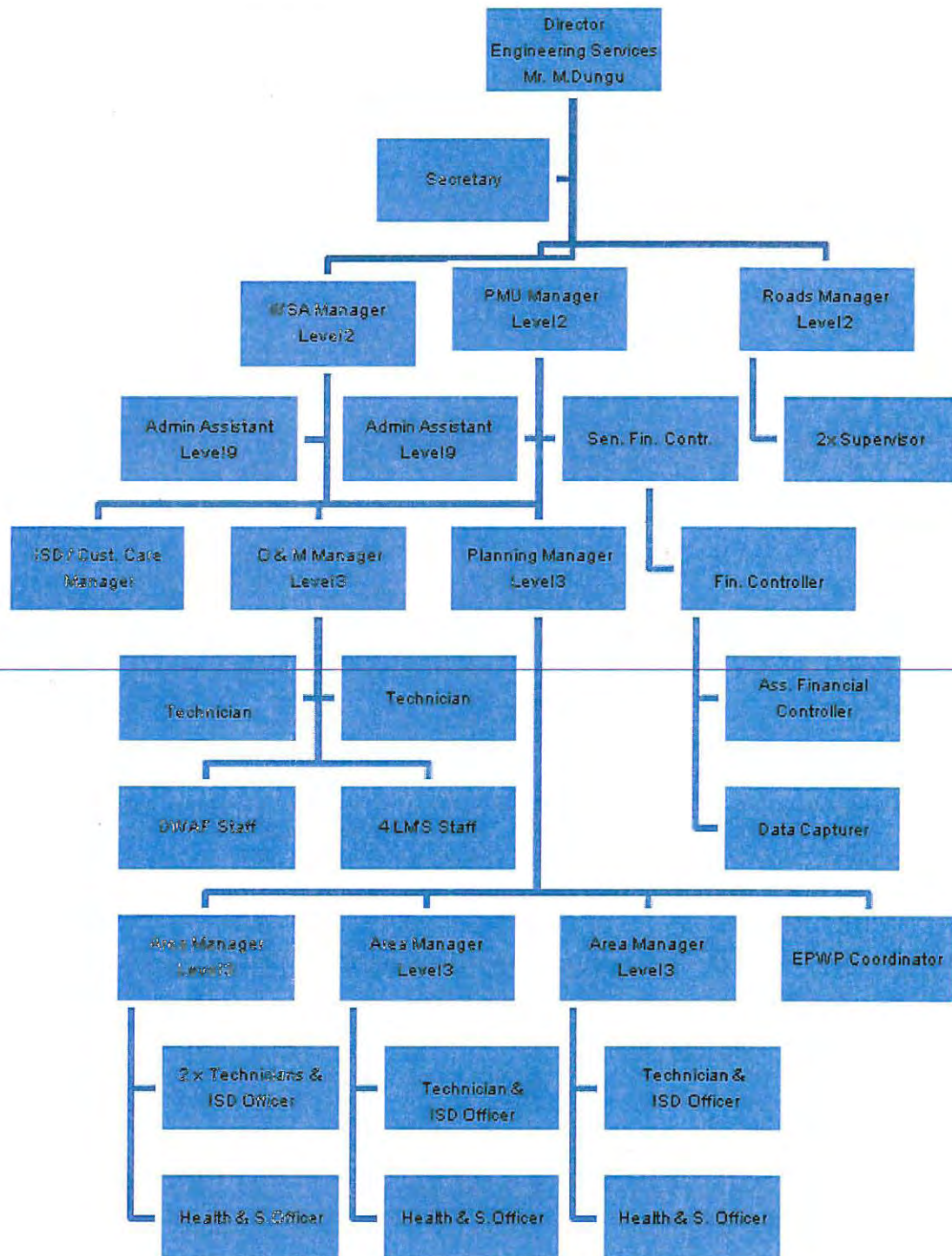


APPENDIX D: Organisational Structure of Chris Hani District Municipality



Source: CHDM Annual Report, 2007

APPENDIX E- ORGANOGRAM OF ENGINEERING DEPARTMENT



SOURCE: CHDM, Engineering strategic session presentation, M. Dungu, 2007

MODE OF PARTICIPATION	TYPE OF PARTICIPATION	CONTROL OF THE AUTHORITY / AGENT	CONTROL OF THE COMMUNITY
Co-opted	Tokenism and/or manipulation; Community representatives are chosen but have no real power or input facility.	* * * * *	
Cooperating	Outsiders decide agenda and direct the process. Tasks are assigned to community, with incentives.	* * * *	*
Consulted	Local opinions are sought. However Outsiders analyze data and decide on course of action.	* * *	* *
Collaborating	Local people work together with outsiders to determine priorities. Responsibility remains with outsiders for directing the process.	* *	* * *
Co-learning	Local people and outsiders share their knowledge to create new understanding and work together to form action plans with outside	*	* * * *

	facilitation.		
Collective Action	Local people set the agenda and mobilize to carry it out, utilizing outsiders, NOT as initiators or facilitators, but as required by local people.		* * * * *

Figure 1.2 The level of participation in a scale of 1 to 5. Presence of 5 Stars indicate the maximum participation while absence of star indicate the least participation
*Source*¹⁷⁰

PROJECT	QUALIFICATION	EXPERIENCE	NUMBER OF YEARS IN SOCIAL FACILITATION
Gcibhala Ward 16 Sanitation	Bachelor of Arts	Teacher	0
Cacadu Regional Water Supply	- No ISD Consultant	-	-
Thembelihle Water Supply	Master of Information Sciences	Social facilitation	6
Ward 1 Sanitation	No ISD Consultant	-	-
Ward 3 Sanitation	No ISD Consultant	-	-
Cofimvaba EU Sanitation	Bachelor of Arts	Teacher	0

Fig 1.3 The capacity of ISD consultants based on experience and qualifications as a determinant of effective community participation. (Source, Self)

¹⁷⁰ www.scribd.com/doc/7019124/community-participation accessed on 21/10/2010 at 01:00pm

The following table shows the timing of involvement of the ISD consultants by appointment at the project, as against the time of start of construction.

PROJECT	PROJECT COMMENCEMENT DATE	ISD APPOINTMENT DATE	ISD CONTRACT SIGNED	PROJECT STATUS
Gcibhala Ward 16 Sanitation	Exceptional as the ISD was first from within, and later independent ISD was appointed	08 November 2006	15 January 2007	Construction (85% complete)
Cacadu Regional Water Supply	-April 2004	No ISD Consultant was appointed	-	Complete
Thembelihle Water Supply	14 February 2006	31 October 2005	12 December 2005	Complete
Glen Grey Water Supply	No information available at researchers disposal	-	-	Complete but non-operational
Ward 1 Sanitation	01 July 2003	No ISD Consultant was appointed-technical consultant also served the purpose -	-	Incomplete-project stopped
Ward 3 Sanitation	August 2004	Exceptional as the ISD was first from within	-	Incomplete-project Stopped
Cofimvaba EU Sanitation	Not sure but after submission of Implementation plan which was due on 29 August 2003	Not sure- but before February 2004		Incomplete-stopped

Fig 1.4 The Time of their Involvement in the Project Cycle (Source, Self)

	DISTRICT MUNICIPALITY	LOCAL MUNICIPALITY 1	LOCAL MUNICIPALITY 2
RATING (R, C, E)			
OFFICIAL 1	R	Both R & C	R
OFFICIAL 2	C	R	C
OFFICIAL 3	C	R	-
OFFICIAL 4	R	-	-

Figure 1.5 Rating of community participation by research participants (Source, Self)

R -means ratification (community given opportunity to approve a decision already

- undertaken)
- C -consultation (involving community and allowing them to take decision)
- E -means execution (community involved in planning, drafting, implementation and Evaluation)

None was rated E which concludes that community is not involved in the early stages of the project which includes planning, drafting, as well as on evaluation.

Main Village Name	Number of people in PSC	Number of sub-villages
Mgwenyane	1	3
Mbulukhweza	1	4
Ntsume	2	4
Gcibhala	2	7
Mbulu	2	4
Sgubudwini	2	6
Luthuli	2	6
Ngcongcolorha	0	5
TOTALS	12	39

Figure 1.6 Community representation in the Gcibhala Sanitation Project (Source, Self)

MSOC SCI THESIS: SCHEDULE FOR INTERVIEWS AND FOCUS GROUPS IN THE STUDY AREA

INTERVIEWS

Municipality	Date	Time	Venue	Participants
Intsika yethu	02/02/2009	10:00: and 12:00	Intsika Yethu LM Boardroom	Communications Officials Technical Managers
Emalahleni	03/02/2009	10:00 &12:00	EmalahleniLM Boardroom	Communications Officials Technical Managers
Chris Hani DM	04/02/2009 and 05/02/2009	10:00 & 12:00 10:00 & 12:00	CHDM Offices	Communications Officials Technical Managers ISD Officials IPED Officials (LED, IDP)
Chris Hani DM	11/03/2009 19/02/2009 20/06/2010	10:00 10:00 10:00	CHDM Offices	ISD Consultants

MASTERS THESIS: SCHEDULE FOR INTERVIEWS AND FOCUS GROUPS IN THE STUDY AREA

FOCUS GROUPS

EMALAHLENI LM

Municipality	Date	Time	Venue	Participants
Project 1- Ward 1 Sanitation	2009/03/09	10:00	Ward 2 Community Hall	Project Steering Committees (PSC) CSOs CDWs Ward Committees & Councillors
Project 2- Ward 3 Sanitation	2009/03/10	10:00		Project Steering Committees (PSC) CSOs Ward Committees & Councillors CDWs
Project 3- Cacadu Water Supply- Construction	2009/03/10	12:00	Emalahleni LM Boardroom	Project Steering Committees (PSC) CSOs Ward Committees & Councillors CDWs
Project 4- Ward 12 Water Completed	2009/03/11	10:00	Indwe Municipal Offices	Project Steering Committees (PSC) CSOs Ward Committees & Councillors CDWs

RHODES UNIVERSITY

Name of Candidate: Nomvuyo Nqwemeshe
Student Number: 607N6284
Degree in view: Master of Social Science

FORM OF AGREEMENT AND CONFIRMATION OF INTERVIEW

This serves to confirm that I, G. COBANI T. SHENTI (Name and Surname)

ISO OFFICER (Job title) of CHRIS HANI

DMI (Institution) has upon agreement been interviewed by the above-mentioned

Student on the 04.02.2009 (Date).

Signature..... [Signature].....

RHODES UNIVERSITY

Name of Candidate: Nomvuyo Nqwemeshe
Student Number: 607N6284
Degree in view: Master of Social Science

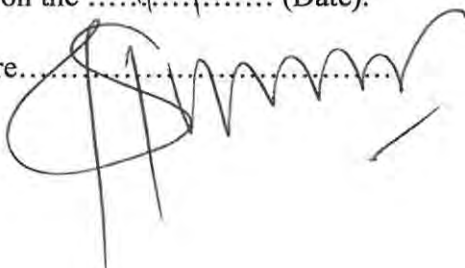
FORM OF AGREEMENT AND CONFIRMATION OF INTERVIEW

This serves to confirm that I.....*Thwaka Ngamelo*..... (Name and Surname)

Communications Manager..... (Job title) of *Chris Hani*

Dmv..... (Institution) has upon agreement been interviewed by the above-mentioned

Student on the *04/02/09*..... (Date).

Signature.....

RHODES UNIVERSITY

Name of Candidate: Nomvuyo Nqwemeshe
Student Number: 607N6284
Degree in view: Master of Social Science

FORM OF AGREEMENT AND CONFIRMATION OF INTERVIEW

This serves to confirm that I, MADODA LINGELA..... (Name and Surname)

CIVIL ENG. TECHNICIAN..... (Job title) of CHRIS HANI DISTRICT

MUNICIPALITY (Institution) has upon agreement been interviewed by the above-mentioned

Student on the 04/02/2009 (Date).

Signature M.C.J......

RHODES UNIVERSITY

Name of Candidate: Nomvuyo Nqwemeshe
Student Number: 607N6284
Degree in view: Master of Social Science

FORM OF AGREEMENT AND ATENDANCE REGISTER FOR CONFIRMATION OF FOCUS GROUP

This serves to confirm that we the undersigned, have upon agreement attended a focus group with the above-mentioned student on the 09 March 2009 (Date).

PROJECT NAME: WARD 1 SANITATION			
NAME & SURNAME	CONTACTS	PORTFOLIO	SIGNATURE
SIBHA LIWANYI	0827346132	WARD Councilor	S. LIWANYI
Nosabele Vukubi	0734125089	WARD Committee	N.N. Vukubi
M.N. LAMANI	0734170063	CDU	M. Lamani
T.S. MAHORELA	0730873857	W. Committee	T.S. Mahorela
N. P. Sikuni	0735903699	W. Committee	N. P. Sikuni
Nomvuyo Mngqibiso	0837253719	Ward Committee	Nmngqibiso
T. N. KENDIENE	0872149249	Ward Committee	T.N.
S. Sigajo	0762543929	Ward Committee	S. Sigajo

078780112
Naniwe.

PSC
PSC

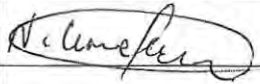
M. E. Gobo 0793959482 Ward Committee M. E. Gobo
 Z. Hlazo 0733371099. Treasur. Z. Hlazo

RHODES UNIVERSITY

Name of Candidate: Nomvuyo Nqwemeshe
Student Number: 607N6284
Degree in view: Master of Social Science

FORM OF AGREEMENT AND ATENDANCE REGISTER FOR CONFIRMATION OF FOCUS GROUP

This serves to confirm that we the undersigned, have upon agreement attended a focus group with the above-mentioned student on the 17 February 2009 (Date).

PROJECT NAME: COFIMVABA WARD 15 WATER SUPPLY			
NAME& SURNAME	CONTACTS	PORTFOLIO	SIGNATURE
Noxolo JOHNSON	0785776600	CBW(03)	N. JOHNSON
Ntombozo			
LIMEKHATA	0730280301	PSC /CWO	

RHODES UNIVERSITY

Name of Candidate: Nomvuyo Nqwemeshe
Student Number: 607N6284
Degree in view: Master of Social Science

FORM OF AGREEMENT AND CONFIRMATION OF INTERVIEW

This serves to confirm that I M. S. MATHI (Name and Surname)

WARD COUNCILLOR (Job title) of INTIKAYETHU

..... (Institution) has upon agreement been interviewed by the above-mentioned

Student on the 17/02/2009 (Date).

Signature M. S. MATHI

RHODES UNIVERSITY

Name of Candidate: Nomvuyo Nqwemeshe
Student Number: 607N6284
Degree in view: Master of Social Science

FORM OF AGREEMENT AND ATENDANCE REGISTER FOR CONFIRMATION OF FOCUS GROUP

This serves to confirm that we the undersigned, have upon agreement attended a focus group with the above-mentioned student on the 19 February 2009 (Date).

PROJECT NAME: GCIBHALA SANITATION			
NAME & SURNAME	CONTACTS	PORTFOLIO	SIGNATURE
N.B. Mantanga	0721692594	P.S.C. Mgwenye	N. Mantanga
V. Mazomba	0769376828	P.E.C. Nyhoba	Mazomba
M. Yalago	0738692293	P.S. Chubapasim.	N. Yalago
N. Sapele	0726275866	P.E.C. Ntsele	N. Sapele
A. Mambambo-Ler	0733991650	P.S.C. Mambambo-Ler	A. Mambambo-Ler

RHODES UNIVERSITY

STUDENT NO 07N6284

FOCUS GROUP: 19 FEBRUARY 2009

PROJECT NAME: GCIBHALA SANITATION PROJECT

REIMBURSEMENT FOR PARTICIPATION (R50.00)

NAME	CONTACT NUMBER	AMOUNT DUE	AMOUNT RECEIVED	SIGNATURE
			R50	N. B. Mantanga
✓ N. B MANTANGA	073 1622 594	R50		
✓ V. MAZOMBA	076 937 6828	R50	✓ V. Mazomba	
✓ N. YALEZO	073 869 2293	R50	50	N. Yalez
✓ N. SOPETE	072 672 5866	R50	R50.	N. Sobete
D. MANTAMBO - PETER	073 3991 650	R50	R50	D.M. Peter
TOTAL		R250.00		

INTERVIEW QUESTIONS

MUNICIPAL STAFF LOCAL MUNICIPALITIES

MAIN RESEARCH QUESTION:

What is the link, if there is, between the local and the district municipality in terms of infrastructure projects?

TECHNICAL SERVICES OFFICE				
ATTENDANCE REGISTER				
Age	Sex	Education level	Years experience in job	Job Title

1. Are you aware about the infrastructure project, if yes how did you know about it
- Awareness about project
2. Are you involved in these projects and if not, why. If yes, what is your role,
3. Which project meetings do you attend with whom -Stakeholders
4. As a municipal worker how do you make your voice heard in the Project
-Participation in decision making
5. In this project what can you say is the level of community participation
6. How is the service delivery implementation communicated to you at the local municipality level and what is the feedback mechanism
7. Can you please rate the level of community participation in your municipality:
R -means ratification (community given opportunity to approve a decision already undertaken)
C -consultation (involving community and allowing them to take decision)
E -means execution (community involved in planning, drafting, implementation and Evaluation)
8. Are there any problems or challenges that you are experiencing in the projects
9. What do you think can be a solution to these problems?
10. What is your perception of community participation in service delivery
11. What measures are being taken by the municipal staff to ensure community participation
12. What are the problems preventing the fulfilment of this constitutional obligation

INTERVIEW QUESTIONS

WARD COUNCILLOR

MAIN RESEARCH QUESTION:

Role of municipal staff in the different stages of the project cycle

PROJECT NAME:			
ATTENDANCE REGISTER			
Age	Sex	Education level	Ward allocated for

1. How did you know about the project and when - Awareness about project
2. When did this project start, if you know
3. Why are/were you involved in this project
4. Which project meetings do you attend with whom -Stakeholders
5. What is your role in the project
6. Have you received any training for your job
-by whom, on what, when, any certificate, how long did it take
7. Which other projects are you involved in and how different is your role compared to your role in this project
8. In this project what can you say is guaranteeing maximum community participation
9. Are there any problems or challenges that you experience in the project
10. What do you think can be a solution to these problems.

INTERVIEW QUESTIONS

TRADITIONAL AUTHORITY

MAIN RESEARCH QUESTION:

Role of traditional authorities in the different stages of the project cycle

PROJECT NAME:			
ATTENDANCE REGISTER			
Age	Sex	Education level	Ward allocated for

1. How did you know about the project and when - Awareness about project
2. When did this project start, if you know
3. Why are/were you involved in this project
4. Which project meetings do you attend with whom -Stakeholders
5. What is your role in the project
6. As a community development worker how do you make your voice heard in the Project (-Participation in decision making)
7. Have you received any training for your job
-by whom, on what, when, any certificate, how long did it take
8. Which other projects are you involved in and how different is your role compared to your role in this project
9. In this project what can you say is guaranteeing maximum community participation
10. Are there any problems or challenges that you experience in the project
11. What do you think can be a solution to these problems.

INTERVIEW QUESTIONS

MUNICIPAL STAFF DISTRICT MUNICIPALITY

MAIN RESEARCH QUESTION:

What is the perception of the municipal staff of community participation in service delivery?

ISD OFFICE WITHIN TECHNICAL SERVICES				
ATTENDANCE REGISTER				
Age	Sex	Education level	Years experience in job	Job Title

1. What is your understanding of community participation
2. What is your role in implementation of municipal service delivery projects
3. Who are the role players or stakeholders that you work with in the projects
4. At what stage is the community made aware about the project to be implemented, and by whom
5. How do you ensure maximum community participation in these projects
6. Are there any structures in place to promote community participation, please explain
7. Which other departments (within the DM) do you work with in service delivery
8. How do you communicate the service delivery implementation to the local municipality and what is the feedback mechanism
9. Can you please rate the level of community participation in your municipality:
R -means ratification (community given opportunity to approve a decision already undertaken)
C -consultation (involving community and allowing them to take decision)
E -means execution (community involved in planning, drafting, implementation and Evaluation)
10. Are there any problems or challenges that you are experiencing in working with the local municipalities around these projects
11. What do you think can be a solution to these problems?
12. What is your perception about community participation in service delivery
13. What are the problems preventing you from fulfilling this constitutional obligation

INTERVIEW QUESTIONS

MUNICIPAL STAFF DISTRICT MUNICIPALITY

MAIN RESEARCH QUESTIONS:

1. What is the role of the different stakeholders (beneficiary community, municipal staff and service providers) during the different stages of the project cycle?
2. What is the perception of the municipal staff of community participation in service delivery
3. What measures are being taken by the municipal staff to ensure community participation

COMMUNICATIONS OFFICE				
ATTENDANCE REGISTER				
Age	Sex	Education level	Years experience in job	Job Title

1. Are you aware about the infrastructure projects, if yes how did you know about it
- Awareness about project
2. Are you involved in these projects and if no, why. If yes, what is your role,
3. Do you attend any project meetings? If yes which ones and with whom
- Stakeholders
4. Can you please rate the level of community participation in your municipality:
R -means ratification (community given opportunity to approve a decision already undertaken)
C -consultation (involving community and allowing them to take decision)
E -means execution (community involved in planning, drafting, implementation and Evaluation)
5. What is your perception of community participation in service delivery
6. What measures are being taken by the municipal staff to ensure community participation
7. What are the problems preventing the fulfilment of this constitutional obligation

INTERVIEW QUESTIONS

COMMUNITY DEVELOPMENT WORKERS

MAIN RESEARCH QUESTION:

Role of municipal staff in the different stages of the project cycle

PROJECT NAME:			
ATTENDANCE REGISTER			
Age	Sex	Education level	Ward allocated for

1. How did you know about the project and when - Awareness about project
2. When did this project start, if you know
3. Why are/were you involved in this project
4. Which project meetings do you attend with whom -Stakeholders
5. What is your role in the project
6. As a community development worker how do you make your voice heard in the Project (-Participation in decision making)
7. Have you received any training for your job
-by whom, on what, when, any certificate, how long did it take
8. Which other projects are you involved in and how different is your role compared to your role in this project
9. In this project what can you say is guaranteeing maximum community participation
10. Are there any problems or challenges that you experience in the project
11. What do you think can be a solution to these problems.

FOCUS GROUP QUESTIONNAIRES

PROJECT STEERING COMMITTEES

MAIN RESEARCH QUESTION:

Role of community members in the different stages of the project cycle

PROJECT NAME:			
ATTENDANCE REGISTER			
Age	Sex	Education level	Portfolio in PSC

1. How were you elected to be a PSC and where
-Community Participation and involvement
2. How did you know about the project
- Awareness about project
3. When did it start and when was it completed
4. Which project meetings do you attend with whom
-Stakeholders
5. What is your role in the project
6. As a community representative in the project how do you make your voice heard in the Project
-Participation in decision making
7. Have you received any training-by whom, on what, when, any certificate, how long did it take
-Capacity Building for effective participation
8. Do you hold community feedback meetings- how often, through whom-
Community Participation
9. Are there any problems or challenges that you experience in the project