

**DEVELOPMENTAL LOCAL GOVERNMENT: A STUDY OF PUBLIC
PARTICIPATION OF THE INTEGRATED DEVELOPMENT PLANNING
PROCESS OF THE CITY OF CAPE TOWN**

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A minithesis is submitted in partial fulfilment of the requirements for the degree
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DECLARATION

Submission in partial fulfilment for the degree of Masters in Administration (M.Admin).

I declare that “Developmental Local government: A Study of Public Participation of the Integrated Development Planning Process of the City of Cape Town” is my own work, that it has not been previously submitted to any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references.

Johny Mac Kay

October 2004



Signed:

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KEYWORDS

- 1) Public participation
- 2) Service delivery
- 3) Community development
- 4) Local government
- 5) Integrated Development Plan (IDP)
- 6) Governance
- 7) Democracy
- 8) Decentralisation
- 9) Sustainable development
- 10) Empowerment



ABSTRACT

DEVELOPMENTAL LOCAL GOVERNMENT: A STUDY OF PUBLIC PARTICIPATION OF THE INTEGRATED DEVELOPMENT PLANNING PROCESS OF THE CITY OF CAPE TOWN

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Local government in South Africa is in the process of transformation. One of the critical constitutional features of local government in South Africa after 1994 is its developmental orientation. Developmental local government requires public participation in the decision-making of local authorities.

Community participation is relevant to every sector of development, for example, education, health, housing, water and sanitation, agricultural development and conservation. The assumption is that public participation is positive in that it can contribute to making programmes more sustainable. Public participation in local government processes, especially in the Integrated Development Plan (IDP), is imperative to the promotion of institutional democracy. The IDP as a development tool promotes participatory democracy (Municipal Systems Act, 2000).

The public participation study of the IDP in the City of Cape Town was conducted in four Sub-council areas of the city to determine whether public participation was successful and whether the objectives of local government are being met. The method used was participant observation at almost all of the public participation workshops and at public hearings including the Mayor's Listening Campaign (MLC). Semi-structured interviews were held with Council officials involved in public participation in the IDP as well as with members of the community from Mitchell's Plain and Kraaifontein. This study was conducted from October 2001 to October 2004. The study reveals that public participation in the IDP process of the City of Cape Town since the period mentioned above was not successful. The findings of the research show that tremendous efforts have been made in the last budgetary term of 2003/2004. This indicates that success in the future could be achieved in the area of meaningful public participation in the IDP. However, it is argued that local processes are not effective if communities are not involved in the development activities of municipalities.

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TABLE OF CONTENTS

CHAPTER 1	1
Introduction	1
Background to the study	2
Statement of the research problem	2
Hypothesis	5
Guiding Assumptions	6
Objectives of the study	6
Research Methodology	7
Methods and Techniques of Data Collection	8
Significance of the study	9
Organisation of the study	10
CHAPTER 2	12
LITERATURE REVIEW AND CONCEPTS	12
Introduction	12
Conceptualising Public Participation	12
Integrated Development Planning	17
Basic Needs	18
Democracy	19
Local Government and local government policies	19
Governance and decentralisation	20
The building blocks of development	22
Empowerment as a building block of development	22
Self-reliance as a building block of development	23
Capacity-building as a building block of development	23
Sustainability as a building block of development	24
Social-learning as a building block of development	25
Conclusion	26
CHAPTER 3	27
HISTORICAL PERSPECTIVE OF PUBLIC PARTICIPATION	27
Introduction	27
Critical analysis of public participation in South Africa prior to 1994	27
Political and local government reform process	28
The Negotiation process	29
Top-down decision making	30
The desire of communities for participation	31
The history of community participation in Cape Town	32
Mechanisms for change introduced by the City of Council	33
Conclusion	34

CHAPTER 4	36
PUBLIC PARTICIPATION IN DEVELOPMENTAL LOCAL GOVERNMENT AFTER 1994	36
Introduction	36
Developmental local government: the local government process after 1994	37
Local government developmental policies at a Macro level	39
The Reconstruction and Development Programme – 1994	39
The Constitution of the Republic of South Africa, Act 108 of 1996	40
The White Paper on Local Government, 1998	41
Strategies to structuring participation in the IDP	42
Public meetings	43
Public hearings	44
Ward meetings	44
Figure 1: Developmental local government framework	47
Developmental local government: micro legislation and promoting public participation	48
Development Facilitation Act, 67 of 1995	48
Municipal Structures Act, 117 of 1998	50
The Promotion for Administrative Justice Act, 3 of 2000	50
The Promotion of Information Act, 2 of 2000	51
The Municipal Systems Act, 32 of 2000	51
A participatory framework for the Integrated Development Process	52
The rationale	52
IDP as a strategic management tool	54
Figure 2: Annual IDP Model	56
IDP as a performance management tool	57
IDP as a budgetary tool	58
Conclusion	60
CHAPTER 5	61
AN ANALYSIS OF PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS OF THE CITY OF CAPE TOWN	61
Introduction	61
Table 1: Population Demographic Profile of the City of Cape Town	62
Overview of the study	62
Research-based community needs analysis	63
Table 2: Listed needs of communities	63
Table 3: Social development problems highlighted by communities	64
How IDP workshops were organised	64
Public Hearings of the City of Cape Town	65
Table 4: Demographic profile (ethnicity)	65
Public Hearing process	67
Representation at Public Hearings	67

Access to information on the IDP	67
Skills Development/capacity-building	69
Constraints to participation	69
Political change and the Mayor's Listening Campaign	71
The first round of the Mayor's Listening Campaign (MLC)	71
Table 5: Needs raised by communities during the MLC	73
Institutional changes after the first round of the MLC	74
The second round of the MLC	74
The current budgetary period 2004/2005	76
Communication	77
Community needs analysis	77
Final approval of the IDP budget	78
Views of the officials of the City of Cape Town	78
Roles and functions of the interviewees	79
Opinions on change approach	79
Views on the importance of public participation in their daily function	80
Community concerns	80
Mechanisms promoting public participation	81
The IDP as a development tool	82
Who attends the public meetings?	82
What causes the low rate of public attendance at IDP meetings?	83
Difficulties and obstacles which hinder the organisation of public participation meetings	83
Budgetary differences addressed through the public participation	85
Prospects of the Mayor's Listening Campaign (MLC)	85
IDP requirements	86
Community's views	86
Service delivery needs before 2001	87
Changes in approach to service delivery and the addressing of community needs	88
Indigent policy	89
Community organisations involved in addressing social needs	90
The sharing of information to empower communities	91
Service standards	91
Suggestions	92
Conclusion	93
CHAPTER 6	94
A SWOT ANALYSIS OF PUBLIC PARTICIPATION IN THE INTEGRATED PLANNING PROCESS OF THE CITY OF CAPE TOWN	94
Introduction	94
Strengths	94

Table 6: Capital budgetary allocation per Sub-council	95
Weaknesses	97
Opportunities	103
Threats	106
Conclusion	109
CHAPTER 7	110
CONCLUSION AND RECOMMENDATIONS	110
BIBIOGRAPHY	116
APPENDIX I	124
Semi-structured interview questionnaire - Officials	124
Semi-structured interview questionnaire - Community	124
APPENDIX II	125
List of names: people visited and interviewees	125
CURRENT ORGANISATIONAL STRUCTURE	128
PROPOSED ORGANISATIONAL STRUCTURE	129



CHAPTER 1

Introduction

“The right to development is the right of individuals, groups and people to participate in, contribute to, and enjoy continuous economic, social, cultural and political development, in which all human rights and fundamental freedoms can be fully realized. This includes the right to effective participation in all aspects of development and at all stages of the decision-making process...”

[The Vienna Declaration and Programme of Action: United Nations at a World Conference on Human Rights in Vienna on 25 June 1993. (Oxfam 1995)]

As pointed out by Oxfam, local government is viewed as the sphere closest to the communities it serves because it is best placed to fulfil the developmental role of our new democracy. As we move from transition to transformation, this ‘local sphere’ of government is facing a daunting challenge with many problems ahead. In order to ensure that development occurs in the fullest sense, backlogs and inequalities created by the previous government need to be eliminated. It is imperative to introduce policies that address these ‘developmental gaps’. The Integrated Development Plan (IDP) is the main policy instrument to put the developmental government approach into operation. According to the Municipal Systems Act (Act 32 of 2000), the IDP is a process through which a municipality can establish a development plan for the short, medium and long term. A key requirement of this planning process is the involvement of various sectors of communities to fulfil this important role and to bring about meaningful changes in the lives of ordinary citizens of the Unicity of Cape Town. Legislation requires that communities are involved in the decision-making¹ processes right from the beginning to

¹ Decision- making as explained by Hanekom (1987: 13) is the ‘positive human behaviour of selecting a strategy from alternatives to solve a problem or to achieve a goal’.

ensure that community² voices are heard in the planning phases of the programme. Thus we have to assess whether public participation is indeed as described by Sachs (1993: 116) ‘the action or fact or partaking, having or forming a part of it’. Therefore, there must be clarity as to whether or not participation in the IDP process of the City of Cape Town takes place through one of the forms mentioned by Sachs.

Background to the study

The City of Cape Town is a newly-formed Metropolitan, Category-A Municipality. This institution was formed through the amalgamation of the seven Metropolitan Local Councils of the City Cape Town after the December 5, 2000 local government election. These include the Cape Town City Council, the City of Tygerberg, Helderberg, South Peninsula, Oostenberg, Blaauwberg and the Cape Metropolitan Council. According to the legislative framework, the Minister for Provincial and Local government requested municipalities to formulate their Interim IDP’s by March 2001 in order to serve as a guide for strategic decision-making in terms of the Municipal Systems Act 32 of 2000 (Department of Provincial and Local Government, 2000). Therefore, the City of Cape Town was permitted to draft and implement a single IDP for the final phase of the local government restructuring process.

Statement of the research problem

Local government in modern day life is responsible for delivering basic municipal service to its local communities within one demarcated area of jurisdiction (Gildenhuis and Knipe, 2000: 13). To adhere to this service delivery requirement, local government

² For the purposes of this thesis, the concepts ‘community/public/people and local participation is used interchangeably and is synonymous. The Municipal Systems Act (Act 32 of 2000) describes a community as ‘a body of persons comprising residents of a municipality, ratepayers, civic organisations, NGO’s, the private sector and labour bodies involved in the local affairs of a municipality’.

managers of the Cape Town Unicity are faced with a myriad of challenges regarding the implementation of service delivery. Cape Town communities' still lack basic services such as housing, running water, access to electricity, sanitation and refuse removal. Rampant crime, high levels of unemployment and a high rate of illiteracy is common (City of Cape Town, IDP 2000/2003). Beside the shortage of services that the disadvantaged communities encounter, services are delivered in an unequal manner as budgetary allocation to the higher and middle class areas is greater than to the poorer areas.

The constitutional challenges and the request for equitable³ service delivery mechanisms by the new system of municipal governance means that municipal management must comply with the additional requirement of effective and efficient management of municipal affairs. Specific factors contributing to the challenges faced by local government to deliver effective service programmes are: insufficient administrative and financial capabilities, the fact that councillors and officials do not fully understand the practical implications for developmental local government and inadequate participation in the IDP (Foundation for Contemporary Research, 2002: 3-4). The FCR (October, 2000) further suggests that the public participation process in the IDP by the City of Cape Town is undertaken to fulfil legal requirements and lacks commitment by senior officials to ensure the active participation of communities. Little feedback was given to communities on the IDP budgetary processes. Officials of the City of Cape Town also find it very difficult to link the operational budgets of the various departments with the IDP (Foundation for Contemporary Research, October 2000). In addition, evidence from a research done by the People's Housing Network Forum in March 2002, indicated that

the City of Cape Town took many shortcuts in implementing the IDP in that decisions stated in the current documents were based on census figures and internal municipal interpretations instead of relying on information from the public participation processes (FCR, 2002: 35).

The programme prescribed by the National Government as an answer to the service delivery problem for municipalities in this regard is the effective implementation and meaningful participation of communities in the IDP⁴ process as a building block of development. In order to be successful, the municipality of the City of Cape Town must be monitored through the participation of and communication with its communities. The assessment could be made on the levels of participation, the number and the types of concerns the community raises and whether civil society is organised. Service delivery could be improved by linking budgetary planning to community needs and increasing budgetary allocation to disadvantaged communities.

The investigation of the process commenced in October 2001 and ended October 2004. The study was conducted after the adoption of the Interim IDP of the Cape Town Unicity in October 2001.

The following relevant research questions are based on the tentatively low levels of community participation in the IDP process and the aforementioned problems encountered by the City of Cape Town in implementing the IDP.

³ Equity is linked to the notion of justice. Imbalances of the past could also be addressed *via* the equitable distribution of economic and material resources to disadvantage communities in the jurisdiction area of a municipality (Liebenberg and Stewart, 1997: 187).

⁴ The IDP is a plan which enables municipalities to assess the current situation in the municipal arena, including available resources, skills and capacities and the needs of its community (Department of Constitutional Development).

- What went wrong in the South African local government arena before 1994 that necessitated the paradigm shift towards developmental local government and who does not receive proper municipal services?
- What is developmental local government and why is it important for local government authorities to follow this developmental approach?
- Why is there an accentuation of public participation in the development process and who is not participating in the process?
- What is the IDP programme and how can the Cape Town Municipality best deal with participation as a challenge to the IDP and how can it be encouraged? Simultaneously, who precisely is 'the community or public' and what important role can they play when taking part in the IDP process? What are the benefits of public participation to the communities in terms of development if meaningfully implemented?
- What development policies exist as a guideline to be followed by the City of Cape Town in order to encourage participation?



Hypothesis

The research is based on the following hypothesis:

The study assumes that if communities or the general population are not involved or do not take part in the IDP processes at local government level, the development planning process would remain top-down, however through the implementation of meaningful public participation in the IDP process, the living conditions of communities could be improved.

Guiding Assumptions

The development policies such as the Reconstruction and Development Programme, 1994, The Development Facilitation Act (Act 67 of 1995), the White Paper on Local Government (1998) and the Municipal Systems Act, (Act 32 of 2000), assume that public participation is a prerequisite for successful implementation of the IDP to ensure sustainable development.

It has been accepted and encouraged by the public, academics, government officials and politicians in all spheres of government that the public should play a larger role and should be involved in decision-making in development planning in order to promote effective local governance (See ANC, 1994 and 2001; SALGA, 1998; Report on the Southern African Development Community: Local Government Conference of July 1999; Public Participation Workbook of Meyer and Theron, 2000; SAAPAM, 2000, 2001 and 2002; Annual IDP Report of the City of Cape Town, 2002; and The Centre for Public Participation, June 2003).

Objectives of the study

The following objectives are emphasised in this study:

- Firstly, the importance of public participation as a critical element of the IDP in the decision-making process that enables the Cape Town Unicity to reach its developmental goal;
- Secondly, it aims to highlight some of the challenges which confront the Cape Town Unicity during the participation sessions of the IDP, and
- Lastly, the study seeks to correct the possible constraints to public participation

in the first and second year of the budgetary process of the IDP in the City of Cape Town.

Research Methodology

Visits were undertaken to various institutions, academics and individuals who practice in this specific development field in order to gain more knowledge and experience relative to the topic (See Appendix II).

The research is literature-based and draws on secondary sources to answer the research question. Primary sources used to support the statement are: Acts, Government Gazettes and White Papers. Secondary sources include academic books, Internet publications, journal articles and case studies. Critical definitions are presented in the research to provide the reader with a context for adequate understanding.



The method and technique used in the research is a qualitative study. According to Mason (1996: 5), qualitative research cannot be reduced to a simple and prescriptive set of principles. This type of research is systematic, rigorous, strategic, flexible and contextually conducted. Qualitative research is ‘grounded in a philosophical way which is broadly interpretivist in the sense that it is concerned with how the social world is interpreted, understood, experienced and produced’ (Mason, 1996: 4). In addition, this type of research is concerned with cognitive processes in the sense that questions are constantly asked such as (what, how, why) in order to process information in a specific manner. The research is based on methods of analysis and explanation building, which involve understanding the complexities on the basis of rich, contextual and detailed data. The quantification form is used to the minimal and the statistical analysis is not central to

this research.

The researcher examines case studies of four Sub-councils⁵ of the Unicity of Cape Town regarding the public participation sessions of the IDP process. This is in the hope of achieving the research objectives and to further substantiate the research problem. The following Sub-councils are not homogeneous to each other: Sub-council 13 and 14 (Khayelitsha); Sub-council 12 (Mitchell's Plain) and Sub-council Three (Brackenfell, Kraaifontein and Durbanville). An analysis is drawn from the case studies with the focus on communication, the organisation of public hearings, meetings and the distribution of information. The researcher generates research questions and attempts to commence the research process without any preconceived notion of possible outcomes. Wish lists drawn from the concerns raised critical questions asked by the communities and form an integral part of the basis for discussion.



Methods and Techniques of Data Collection

Interviews are conducted in an ethical way to generate a fair and full representation of the interviewee's perspective. Therefore, the researcher conducted a semi-structured interview approach during October 2003 and October 2004 (See Appendix II). This type of interview, according to Bless and Higson-Smith (2000), is 'helpful in giving clarity to concepts and problems'. The flexibility of interviews result in a long series of probes that deeply investigate the subjective areas of respondents' minds in an attempt to discover their real feelings and motives (Bailey, 1987: 191). The crucial element of this method is that the interviewees are individuals who are members of the community and who are

⁵ A Sub-council is explained by the City of Cape Town (October 2001) as a body established by the Council when it passes a by-law for that purpose. The purpose of a Sub-council is to bring local government closer to communities. A Sub-council area consists of a 'cluster' of adjoining wards. It also has a number of wards and representative councillors.

directly or indirectly involved in the public participation process in one way or another. The council officials are the Manager and the Public Participation Practitioners in the Department of Public Participation of the Directorate: Transformation; Community Developers and Facilitators in the Office of the Directorate: Community and Social Development staff members, who deal directly with issues of community concern and facilitate the community participation process at grass roots level; and the Area Managers of the sub-councils as previously mentioned. The interview also allows for close-ended questions, the answers to which were regarded as highly confidential.

Observation occurred using the participant observation method from October 2001 through to June 2003. The researcher, as an employee of the City of Cape Town acted as a facilitator and presenter of the IDP for the City of Cape Town, conducted public participation meetings in Kraaifontein, Durbanville, Scottsdene and Mitchell's Plain. However, the researcher acted as a participant observer in all the above-mentioned areas including Khayelitsha. This method was also applied using a very structured format during a full-day Public Hearing Session held in Durbanville (Sub-council Three).

Significance of the study

The study can make a useful contribution towards a situation where municipal activities address the public's main needs and incorporate the initiatives of its members. In addition, the participation process should help to make residents aware of the importance of the IDP in order to improve the quality of their lives.

The IDP is currently a valuable tool needed to ensure that the Unicity of Cape Town is able to adhere to its legislative requirement in so far as its developmental role is

concerned. In meeting this requirement the IDP could be the only answer to the outcry of millions of poor people in Cape Town. Essentially, in fostering developmental local government, ‘participation’ is the cornerstone in the creation of a democratic order in the local sphere of government. Participation is not only about the efficient and equitable distribution of material resources, it is also about the sharing of knowledge and the transformation of the process of learning in achieving people’s self-development (Rowan-Campbell, 1999: 81). To ensure a successful IDP process, meaningful participation by the citizens of Cape Town is of the utmost importance. The key “ingredient” of the public participation process is the community found within the geographical boundaries of the City (ANC, May 2001: 27). Participation in the decision-making process is essential for development because it is about the sharing of information, knowledge, trust, commitment and the right attitude from management towards locals and vice versa. This calls for a new attitude to overcome stereotyped thinking and to promote more understanding of diversity and plurality, with full respect for the dignity and equality of people living in different conditions and acting in different ways.

Organisation of the study

Chapter 1 defines the research problem and provides an overview of the theoretical framework of the study. The methodology contained in this chapter outlines various ways to investigate the problem of public participation within the IDP process in the City of Cape Town.

Chapter 2 reviews the related research by conceptualising public participation. Furthermore, the link between the building blocks of development and participation is

highlighted.

Chapter 3 gives a perspective on the evolution of public participation in development planning at local government level in South Africa. The historical background to local government administration, management in South Africa and more specifically in the former Cape Town City Council, is examined. The local government reform process, from the beginning of the pre-interim phase (1992) up until the development of local government in South in 1995/1996, is summarised.

Chapter 4 discusses the issues which are pertinent to contextualising developmental local government and its features. The conceptual framework and the significance of public participation in the IDP process is highlighted. The importance of the IDP as a developmental ‘tool’ of the modern day local authorities in South Africa, is stressed.



Chapter 5 forms the base of the empirical study by giving an outline of the public participation process of the IDP in the City of Cape Town.

Chapter 6 gives a description of the empirical experience described in Chapter 4 using a SWOT analysis.

Chapter 7 makes a few public and development policy recommendations and suggestions (based on the study), to enhance public participation in the City of Cape Town.

CHAPTER 2

LITERATURE REVIEW AND THEORETICAL CONCEPTS

Introduction

This chapter provides a perspective on the main features of this thesis by conceptualising public participation in development planning in order to give clarity and focus to the research problem. Key concepts used in the study such as democracy, participation, decentralisation and good governance, which serves as an apparatus for development planning, is described. The literature review examines the building blocks of development highlighted in this chapter such as empowerment, self-reliance, capacity-building and sustainability, which, together with participation, form an integral part of the upliftment of people's basic needs and aspirations.



Conceptualising Public Participation

'The best way to learn about participation is to experience it directly. The second best way is vicariously, by seeing what others have done in the name of participation and then seeking guidance' (World Bank Participation Resource Book, February 1996).

When discussing the word 'public participation', it is important to establish during which period of modern development it was discovered. Sachs (1993: 117) and Abbott (1996: 6) are of the opinion that, although the words 'participation' and 'participatory' were rejected and neglected by developing countries, these same words appeared for the first time in the 1950's in the development environment. Davidson (1998: 14) echoed the sentiments of the previous two authors by saying that 'involvement' and 'participation' of

the public in the planning systems were first mentioned with the publication of two influential documents. The first was the Skeffington Report and the second was Arnstein's 'Ladder of citizens participation' in the 1960's. These words became popular in modern democracies due to their contribution to development. The elementary question that needs to be answered is, 'what is public participation?' The concept is a rich one and has different meanings for different people in different settings, often leading to confusion. However, there is far less agreement about what participation in development planning is, although not a single universally accepted definition of participation exists (Arnstein, 1969; Davidson, 1998; and Meyer and Theron, 2000). These authors' arguments are based on the elusiveness of concepts such as 'public', 'citizen', 'people' or 'community' which have become umbrella terms for the idea of development intercession. Davidson (1998: 14) is of the opinion that 'few people would disagree that public involvement in development planning is a good thing' and it is for this reason that public participation is becoming increasingly important.

Participation is a process of *conscientisation* (Burkey, 1993: 57; Rahman, 1993: 42; and Crook and Jerve, 1991: 34), *awareness* (Coetzee *et al.*, 2000: 472) and is an essential part of *human growth* (Meyer and Theron, 2000; Korten, 1990). Sachs (1993: 119) says that participation is currently perceived as an instrument for greater effectiveness as well as a new source of investment. Therefore the participatory process is a new paradigm to be used by development practitioners in order to avoid the pitfalls and failures of the past (Sachs, 1993: 119).

According to the World Bank (1992), The United Nations in 1975, in a publication called, 'Popular participation in decision-making in development', gives a redefinition of

the word 'participation' by aiming to save development and thereby regenerate people's life spaces.

Citizen participation is citizens' power (Arnstein (1969: 216). It is the redistribution of power that enables the *have-not* citizens presently excluded from the political and economic processes to be deliberately included in the future. Participation is merely a strategy by which the *have-nots* join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated, and benefits such as contracts and patronage are parcelled out (Arnstein, 1969: 216).

But despite repeated calls for people's participation in development, the term 'participation' is generally interpreted in ways, which cede no control to local people (Pimbert, July 2003: 23). Thus, in pursuing the involvement of communities, the development planning system, according to Davidson (1998: 14), has proved something of a disappointment. Davidson (1998: 14); FCR (2002:5), SAAPAM (September 2000: 212) and World Bank (1992: 4), argue that some people would point to community involvement as one of the causes of delay in the planning system, while others suggest that a tokenistic approach is too often taken with real power being retained by planning officials and council members. Pimbert (July 2003: 23) adding to the tokenistic approach referred to by Davidson (1998), by saying that while officials recognise the need for people's participation, they place clear limits on the form and degree of participation that they are prepared to tolerate in the local context. But another view would suggest that the promotion of public participation is a waste of resources as the response is often too apathetic (Davidson, 1998: 14). Participation is a costly exercise, which raises premature expectations (Ballard, 1994: 86; World Bank, 1992: 4).

Participation can easily be transformed into *manipulative* designs which in the end do not meet the people's needs (Sachs, 1993: 118). Arnstein (1969: 217) refers to manipulation as a level of 'non-participation'. This form of participation is conducted in a disguised manner in order to substitute genuine participation. Technical knowledge could substitute local knowledge instead of complimenting it (World Bank, 1992: 4). Manipulation takes place when people/community/civil society members are placed on rubberstamp advisory committees or boards for the express purpose of 'educating' them or engineering their support by officials (Arnstein, 1969: 218).

The other form of participation that is also troublesome is *consultation*. Consultation could be viewed as a process proffered by power-holders as the total extent of participation (Arnstein, 1969: 217). Citizens may indeed hear and be heard, but they lack the power to ensure that their views are heeded by the powerful (external agents). These external agents, according to Pimbert (July 2003: 25), define both the problems and the solutions and tend to modify them in the light of people's responses. When participation is restricted to this level, with no follow through and no 'muscle', there is no assurance that the status quo will change. However, the possibility is great that participation through consultation could end up as a window-dressing exercise when communities are perceived as statistical abstractions, and when participation is measured by how many come to the meeting, take home brochures, answer a questionnaire or take part in surveys (Arnstein, 1969: 219; Pimbert, July 2003: 25). All that the communities achieve through all this activity is to be able to say that they 'participated in participation'. On the other hand, local government officials have the evidence that they have gone through the required motions of involving the citizens.

These forms of participation could be misused by state officials in order to further their own agenda but at the same time they are fulfilling statutory requirements in the context of the IDP. Officials present at these participatory forums as mentioned by Pimbert (July 2003: 25), do not concede any share in decision-making and they are not under any obligation to acknowledge people's views. Although the community-based participatory structure should be representative of all and is regarded as essential in development planning, there is the possibility that the dominant elitists could exclude the majority of the disadvantaged groups from issues of community concern (Ballard, 1994: 86). On the other hand, excessive participation of people 'less experienced' in project management and municipal finances, can also be a potential stumbling block as these communities are not held accountable for the failure of projects which they helped to design and implement (Davids, September 2002). Davids (September 2002) further mentioned that public participation in the local government process also provides the conditions for the emergence of alternative power bases to elect structures of local government, thereby representing the interests of a given community. These forms of behaviour could derail the participation process of the IDP's and in so doing hamper service delivery. Irrespective of the critical stance of some authors, local government officials should ultimately acknowledge that participation as the first building block of development could 'improve the voice of local people' and empower communities with resources and authority.

Despite economic and political cost, municipalities will find that participatory development can produce benefits, both short and medium term. Through public participation in the IDP, councillors could be held accountable by communities to deliver better quality and demand-responsive services, to improve utilisation and maintenance of

governmental facilities and services (Bekker, 1996: 153) and to increase public recognition of governmental achievements and legitimacy (World Bank, 1992: 4). This in turn promotes sustainability (Ballard, 1994: 86). Public participation could influence the behaviour of opponent-citizens to contribute to programmes by co-opting them and reduce psychological suffering and apathy by increasing the citizen's sense of efficacy in the development planning process (Bekker, 1996: 75). Conflicts would be limited or totally phased out as a result of participation (Bekker, 1996: 76).

We must note that the assumption that participatory planning is a costly, time-consuming or drawn-out process is therefore not necessarily true. Provided that the community trusts its officials, participation can be a very efficient process. Also, there appears to be consensus in the international community that the benefit of community participation outweighs its costs (SAAPAM, September 2000: 212).



Integrated Development Planning

The word 'integrated' indicates an approach to development planning that involves different officials and departments within and outside a municipality, but who tackle development challenges together. But what is development and what are its challenges? According to Williams (September, 2002), development must be viewed as a multi-dimensional process involving major changes in social structures, popular attitude, and national institutions, as well as the acceleration of economic growth, the reduction of inequality, and the eradication of poverty. Development planning refers to a participatory process of integration that promotes sustainable growth, equity and the empowerment of the poor and marginalised communities (Department of Housing and Local Government, Eastern Cape, 1997). Integrated development planning could be the optimal tool to ensure that the above-mentioned development objectives are achieved but for this to happen,

successful participation of communities is required. Integrated development planning explained by Du Mhango (1998: 4) is a type of planning which synthesises all the spatial areas, developmental sectors (inter-sectoral integration) and modules such as economic, social, institutional, political, technical and environmental sectors into a coherent planning and development programme and budget on a long term.

Basic needs

Self-reliance is an integral building block that seeks to satisfy the basic needs of communities (Burkey, 1993: 31). These needs are the minimum requirements for a family to survive and may include, for example, adequate food, shelter and clothing. Services provided by local government are also seen as basic needs – these include safe drinking water, sanitation, transport, health and education. The improvement of these services could take place through the successful participation of communities in the IDP process. The Municipal Systems Act (Act 32 of 2000) describes “basic municipal services” as a municipal service necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety of the environment. The Municipal Systems Act, (Act 32 of 2000), provides a broad framework of service delivery options including the overall administrative restructuring to give effect to developmental local government. Communities should be consulted about the level and quality of services they receive and if need be, they should be given a choice about the type of services offered to them. The programme useful in this regard could be the IDP process. Parnell, Pieterse, Swilling and Wooldridge (2002: 164) suggest that service delivery should be financially sustained in both provisioning and profit-making, irrespective of whether the local authority or private service provider provides the service delivery.

Democracy

Democracy is ‘government by the people in which the supreme power is vested in the people and exercised directly by them or by their elected agents under a free electoral system’. Democracy is indeed a set of ideas and principles with regard to institutionalised freedom, but it also consists of practice and procedure assets. The crux of the matter is that democracy implies that the communities should have the final say with regard to how they are to be governed (Carpenter, 1987: 12). Reddy (1996) explains the two forms of democracies, namely participative and representative. In a direct democracy, all citizens can participate in making public decisions (Esau, April 2003). Reddy (1996) also argues that citizens are not able to make direct decisions as a result of the complexity of modern society (participative democracy) but that representatives make decisions on their behalf (representative democracy). Participation, according to Crook and Jerve (1991: 30), is considered to be synonymous with democracy. For example, if participation is not forthcoming in the phases of the IDP process then fundamental questions about the orientation of the process need to be asked. But what does democracy really mean to the IDP of local government? Public participation does, however, call for a participative democracy process between communities and council through various forms of engaging dialogue such as public meetings during the IDP process. Thereafter, the representative democratic process follows whereby council members are democratically elected and go on to make decisions about how, when, why and how much money is to be spent (Reddy, 1996).

Local government and local government policies

Cameron and Stone (1995:100) suggested that local government is the sphere which interacts most closely with citizens through service delivery and can respond speedily and

effectively to local problems. Commonly speaking, local government is a dynamic system of governance whereby power resides with the people of that locality and the municipal authorities. (Ministry for Provincial and Local Government, 30 July 1999). Fox, Schwella and Wissink (1991: 28) argued that policy could be seen as the authoritative but democratic allocation of values, implying the result of consensus and compromise between contending groups in society. Local government policies after 1994 such as the White Paper on Local Government and the Municipal Systems Act (Act 32 of 2000) are development oriented. These policies consist of a series of patterns of governmental actions by officials rather than separate discrete decisions. The policies not only ensure the enactment of the law, but they also regulate the decisions relating to its implementation, enforcement and feedback. Citizens' participation in local government policy-making processes, especially in the IDP process prescribed by the Municipal Systems Act (Act 32 of 2000), is imperative in order to promote participative democracy. The hypothetical scenario is that participation is less effective if communities are not empowered in the policy process of local government.

Governance and decentralisation

Theron, Van Rooyen and Van Baalen (2000: 29) define governance 'as a process in which power and authority are exercised between and within institutions in the state and civil society around the allocation of resources'. The Foundation of Contemporary Research (FCR) (2002) suggests that governance is actually 'the act or manner of governing, of exerting control or authority over the actions of subjects, a system or regulations'. Good governance as explained by Gildenhuis and Knipe, (2000: 9) is the 'attainment by government of its ultimate goal in creating conditions for good and satisfactory quality of life for each citizen'. Swilling (1997) and Theron *et al.* (2000) cite

four fundamental dimensions of good governance: transparency in public action and decision-making, supremacy of the law, openness to institutional pluralism and popular participation and respect of legal standards by those involved. In order to ensure the above, a certain amount of confidence and trust needs to be gained between authorities and the organisations of civil society (Swilling, 1997; Theron *et al.*, 2000). Gutto (1996: 10) agrees by alluding to the principles of good governance as set out in Section 178 of Act 108 of 1996, which underpins the prime responsibility of local government to remain accountable to its communities.

Decentralisation implies a ‘decongestion’ of local government that allows direct involvement in local issues in which communities can play a role in non-official leadership and control in the development process (Reddy, 1999). Decentralisation creates a better opportunity for direct participation in service delivery and policy and decision-making processes in the public arena. Hence the devolution of power is a necessity in order to speed up reform of developmental local government. This call is answered by Giddens (1998) who points out that democracy needs to be democratised. It implies thus nothing less than decentralisation, which cannot be regarded as a one-way process. By not weakening the institution ‘this double movement of democratisation’ is the condition of reasserting the authority. It makes authorities more responsive to the influences that outflank it all around. It is indeed a reform process, which is directed towards greater transparency and openness, thereby increasing the chances for participation in development planning.

Building blocks of development

Related research conducted by Du Mhango (1998); Rowan-Campbell (1999) and the World Bank Resource Book (February 1996) on development planning highlights the significance of public participation in the developmental local government process. Burkey (1993), the World Bank Resource Book (February 1996) and Rahman (1993), explored the interrelatedness of public participation with the rest of the building blocks of development. According to these authors, the building blocks of development are: empowerment, self-reliance, capacity-building, sustainability and social learning.

Empowerment as a building block of development

Empowerment is the sharing of knowledge and the transformation of learning in the service of people's self-development. Rowan-Campbell (1999: 91) suggests that 'people's participation enhances equity and social equality and it encourages democratic realms'. The method prescribed by Rowan-Campbell (1999: 91) which aims to achieve empowerment for successful development, is the Participatory Development Management (PDM) approach which entails principles such as sustainability, participation and empowerment. Local communities are therefore urged to be actively involved in the participation of the decision-making process of the IDP in order to manipulate resources for the fulfilment of basic needs. Turok (1993: 21) purports that it is crucial to build a community's capacity through participation, keeping in mind the background of South Africa's past. Empowerment is the essential tool in moving towards a basic human-centred development strategy. We need to bear in mind that growth for locals should occur as a consequence of reconstruction and development, with a high level of people participation and consumption of goods and services (Turok, 1993: 21).

Self-reliance as a building block of development

Du Mhango (1998: 6) states that public participation gives people or communities at lower or grass root level full legal powers to determine and decide for themselves what they want, in a self-reliant manner, with little outside interference. According to Burkey (1993: 31) and Rahman (1993: 150), self-reliance as a conscious process, is synonymous with participation. An important statement made by Burkey (1993: 50) is that nobody can make people self-reliant but that only their own efforts can be the driving force in obtaining self-reliance. As the name stated, 'self-reliance' is about doing things for one's self, maintaining self-confidence and making independent decisions, either individually or collectively (Burkey, 1993: 50; Rahman, 1993: 21-71), to the maximisation of one's own human, financial and material resources. External contributions to self-reliance can be made only when communities cannot manage situations. Through skills development, an important apparatus in this building block, communities learn how to manage and form their own organisations so that they can gain access to resources and services and adapt to new knowledge (Burkey, 1993: 50). As a result, communities build confidence by learning how to deal with complex problems in order to improve their own lives. Self-reliance must be seen as a deliberate process and not as a quick solution to deal with social needs raised by community members and organisations in the public participation meetings for the IDP. It must also be viewed as a participatory learning process, during which government and development agencies assist communities.

Capacity-building as a building block of development

Capacity-building is seen by Warburton (2000) as a key strategy in sustainable development policies to increase the participatory driven approach. Agenda 21⁶ is crucial

⁶ Local Agenda 21, tabled at the Earth Summit held in Brazil, Rio De Janeiro in 1992, derives from Chapter 28 of Agenda Two and defines a global action for sustainable development. It seeks to achieve long-term strategic goals through partnership and capacity-building (Peninsula Technikon, June 2000).

in the contribution of capacity building in development planning as it gives high priority to its calling for the requisite international, financial and technological support. This support is needed to enhance local development in order to improve the living conditions of the poor. In searching for ways to build local capacity, it is useful to think in terms of a continuum along which the poor are progressively empowered. The World Bank (February, 1996) argues that communities become more capacitated as the capacity of poor people is strengthened and as their voices start to be heard. Communities become 'clients', capable of demanding and paying for goods and services from governmental and private sector agencies. This notion of the World Bank (February 1996) could be compared to community participation in the IDP, which is the local government development planning strategy. As a result, a high level of participation could be reached through continuous involvement in development planning (World Bank, February, 1996).



Sustainability as a building block of development

Sustainability could be ensured when quantitative assessments indicate that more poor people are involved upstream in the planning and decision-making process. If the IDP is concerned with satisfying the needs of poor people as a mechanism for service delivery, the expectation is surely that this service be delivered in a sustainable way. The University of Cape Town (2000) states that one of the most commonly used definitions for sustainable development as used by the World Commission on Environment and Development from the Brundland Report, 1987, is as follows: 'sustainable development is development which meets the needs of the present without compromising the ability of future generations to meet their own needs'. Liebenberg and Stewart (1997: 126)

contribute to the latter argument by defining sustainable development as a holistic⁷ development strategy that is multi-sectoral, and which links environmental, social and economic integration in order to ensure the long-term well-being of citizens. Sustainable development, as stated by the DBSA (2001:4; SAAPAM, 2001: 64), is an essential requirement for redressing the past and normalising the economy in order to achieve economic growth. Sustainability can thus be seen as a ‘partner’ in the development process together with the rest of the building blocks. In order to assure sustainability, joint awareness and action of government, communities and individuals are needed (Carew-Reid *et al.*, 1994: 53). It is clear that sustainability can be achieved through continuous participation in the development planning activities of local government. Korten in *The Manila Declaration*,⁸ states that the fundamental role of communities in ensuring sustainability lies in caring and sharing for the environment and its livelihood through relationship-building in development (1990: 218-219). Sustainability as a building block of development highlights the long-term improvement of living conditions of communities.

Social learning as a building block of development

Learning on the part of the poor and disadvantaged in the local system is a prerequisite to ‘master’ the necessary skills for future development. Specifically, how can people in a local system learn the value and rationale of new social behaviours and methodologies

⁷ Holism, according to Williams (April 2003: 2) could be the formulation of a comprehensive plan of a municipality that guides both short-term and long-term development programmes of sectoral activities into a single strategic plan. These sectoral departments could be Community Development, Civil Engineering, Electrical Engineering, Economic Development and Planning, Housing, Finance, Human Resources and Communications/Public Relations etc.

⁸ This declaration, according to Korten (1990: 217), is known as the Manila Declaration on People’s Participation and Sustainable Development and tabled by participants of the Inter-Regional Consultation on People’s Participation in Environmentally Sustainable Development, held in Manila, Philippines from 6-10 June 1989.

specified by experts? It is logical to think that presenting people with a plan is enough to enable them to take new actions effectively. And if the actions taken turn out to be ineffective in practice, then we believe it is necessary to go back and reconstruct the strategy or project or plan (World Bank, February 1996). However, over time, development experience has shown that when experts alone acquire, analyse and process information and then present this information, social change usually does not take place. But when does social learning take place, especially during a complex process such as the IDP? The learning part takes place when the increasing support of stakeholders through public participation in the IDP starts coming to the fore. To ensure a successful social learning process through development planning, the process need to follow these steps: generating, sharing, and analysing information; establishing priorities; specifying objectives; and developing tactics. Also, when the experiences of both the experts and stakeholders are put together in a 'single basket' during the development programme phases, will we be sure that social learning is acquired (World Bank, February, 1996).

Conclusion

This chapter has shown the various ways in which the word 'public participation' can be interpreted, and the difficulty local government officials would face in their endeavour to successfully implement development planning. However, the conceptualisation of public participation stresses the important features integral to the participatory democracy process in development planning. The building blocks of development such as empowerment, self-reliance, capacity-building, social learning and sustainability form an essential part in the development discourse in the sense that it requires that communities be well informed as to what is required from them when participating in decision-making for development planning at local government level.

CHAPTER 3

HISTORICAL PERSPECTIVE OF PUBLIC PARTICIPATION

Introduction

Firstly, this chapter gives a historical overview of public participation in local government development in South Africa. The local government reform process of the late 1980's until the beginning of the pre-interim phase in 1995/1996 is summarised. Furthermore, the chapter examines the period from the late 1980's until the early 1990's during which institutional changes were undertaken in Cape Town by the then City Council to create an atmosphere for community participation in development planning.



Critical analysis of public participation in South Africa prior to 1994

In the past, many projects failed because communities were excluded from all processes related to decision-making and implementation (Sachs, 1993: 118). A top-down strategy of action in design and formulation formed an essential part of development. Elements of sustainability such as futurity and equity in local development were thus, non-existent. Unnecessary financial waste was the order of the day because participation in development projects was not a priority; instead, the ideas of certain elites or local government officials prevailed.

The South African government did not make any provision for social and cultural upliftment of the poor and needy. Most of the state funds were allocated to the defence 'coffers' such as the Army and the Police (Sachs, 1993: 118). It is commonly known that before 1994 the South African local government was undemocratically managed. South

African cities and towns were not only characterised by their geographic and racial fragmentation but also by the unequal distribution of resources (Atkinson and Reitzes, 1998: 129). The history of public participation was influenced by challenges faced by communities or organisations, who were routinely excluded from the governance processes. Bekker (1996: 1) argues that local government in South Africa became a mechanism by which cultural and racial groups were separated. In addition to the above-mentioned problems in local government, the South African Minister of Provincial Affairs and Local Government, Mr Mufamadi, in his address on the departmental Budget Vote in parliament on 12 June 2003, lashed out by saying that the previous state structures were mechanisms of domination that discounted participation by the masses of people (Sunday Times, 15 June, 2003:10). According to Graham (1995: 22), the relationship between council members and its communities was characterised by:

- Communities that were made aware of forthcoming local government elections only when posters and canvassing by aspirant candidates appeared on street poles;
- Contact that was only made when conflict arose as locals launched complaints about certain services;
- Only a few systematic and structural communication channels that were available to communities to raise issues with council members; and
- Mechanisms that recalled council members who performed unsatisfactorily (Graham, 1995: 22).

The political and local government reform process

Since 1994, the state organs of South Africa have undergone significant changes under the new system. Very prominent amongst these institutions is the Department of

Constitutional Development and Planning. As Heymans and Töttemeyer (1988: 39) point out, the 'reform process took place in the planning and development as well as the promotion of the constitutional evolution'. The reform strategy still had to develop Black local government in the homelands in order to accommodate the political aspirations of its inhabitants. During the time when separate local councils were established, Craythorne (1990: 70) cited that there was a reduction in autocratic behaviour and a move towards development and some form of participation.

The Negotiation Process

From the late 1980's towards the end of 1992, at the national negotiation forum, better known as Codesa, the two main political groupings in South Africa, namely the African National Congress (ANC) and the National Party (NP), entered into talks which finally led to multi-party negotiations. According to Cloete (1995: 2-3), three historical documents were drawn up at these negotiations namely: the Local Government Transition Act, Act 209 of 1993; the World Trade Centre Agreement on Financing of Local Services and the 1993 Constitution of the Republic of South Africa, Act 200 of 1993. These agreements set the framework for negotiations at local level. Most important was the Local Government Transition Act, Act 209 of 1993 that made provision for the inclusion of the TBVC states (Transkei, Bophuthatswana, Venda and Ciskei) into South Africa. This meant the end of the homeland governing system. Furthermore, the Act provided for the establishment of local forums in solving local government problems. Anti-Apartheid, civic and grassroots leaders played an important role in the history of local government and they cleared the way for joint decision-making. The author is of the opinion that the Local Government Transition Act augmented participatory democracy because it forced the establishment of a pre-interim council which consisted of both non-

statutory (ANC, Civics and other liberation movements) and statutory (racially-elected council members) bodies to address matters of public concern at local government level. Public participation was institutionalised from national to the local level of governance. Negotiations had started between leaders of grassroots organizations who were previously excluded and the former elected council members of the White municipalities as well as the management team. A joint decision-making and consultative body was formed. This joint decision-making body was dismantled subsequent to the introduction of the interim phase in 1995/1996 which came about after the first democratic local government election. It marked the end of governance by the Apartheid local government and the dawn of the first phase of a national democratic order for people's participation in local matters (DBSA, 2000: 14-18).

Top-down decision making



The South African system of decision-making was non-participative and characterised as a top-down⁹ approach. This kind of approach is highly centralised with the view that a lack of capital and human power are the main obstacles to development. Ironically, the South African style of local governance for the administration of Blacks, Coloured and Indians was identical to this approach. But what is this approach all about, and what is the outcome of it? Kotze (1997: 40) states that by executing this approach, 'a dependency mentality by communities and interests groups towards government occurs with a limited level of input on service delivery and project management'. This dimension creates an

⁹ Du Mhango (1998: 4) describes the top-down approach as one where top-officials are the only decision-makers without the need to involve beneficiaries and communities or residents in the development process. Coetzee, Graaff, Hendricks and Wood (2001:471) state that this approach to development 'refers to the tendency of the state in a particular context (local/provincial/national) to implement development with little or no consultation with the people who are meant to benefit. By using a bottom-up approach the beneficiaries actively take part in the implementation and monitoring of the development (Coetzee, *et al.* 2001: 471).

inevitably strong, all-encompassing bureaucracy of top-down decision-making and control. Participation by communities is seen as a threat that could weaken the power and authority of officials and politicians. Nevertheless, some of the solutions for development planning, which could counter this approach are: planning, financing and professionalism (Kotze 1997:40-41). Kotze (1997) further suggests that production-centred development is characterised by the above-mentioned decision-making style and tends to be authoritarian, thereby fostering a blueprint¹⁰ approach to the development planning process. The blueprint approach leaves too little or no room for participation in the implementation phase. It also does not allow the right of target groups to give input to events that would influence the final adoption of development plans.

The desire of communities for participation

The type of community action taken in South Africa towards the local government change strategy for development planning can be seen as grassroots radicalism. This action is linked with high levels of social conflict and a vituperative attitude towards local authorities. Communities were heavily influenced by the Marxist- Leninist philosophy in their endeavour to overthrow government activities at local level.

Communities organized themselves by forming street committees and sector groups as a means of enhancing participation in their own interests. This point was emphasised through research conducted by IDASA on the state of local government in the late 1980's. The research found that a rich culture of participatory democracy existed in South Africa (Barberton, Blake and Kotze, 1994: 108). Historically, communities from

¹⁰ A blueprint planning and implementation approach as explained by Kotze (1997: 40) is a process where 'planners gather information, diagnose problems, make projections and prescribe programmatic solutions after determining cost-benefit ratios'.

disadvantaged backgrounds staged a struggle in order to partake in local development issues or they challenged government by taking a stand against injustice. In the South African context, this kind of people's involvement in civil society matters led to the launching of the United Democratic Front (UDF) in 1983. Civic movements were well-informed and organised in their quest for community involvement. They challenged the former political system with demands made through formal government channels.

The process of participation presented local government with two challenges: civil society organs were to be strengthened and a close co-operation between local government and its communities was to be established when it came to joint decision-making and community participation (Barberton, *et al*, 1994: 109).

The history of community participation in Cape Town

According to the annual report of the Cape Town City Council's Planning Department (1989-1990), the City introduced new ways to address local or neighbourhood planning. Methods that are used by the Planning Department are based on central requirements, namely:

- The necessity for planning processes to be more consultative and accountable;
- Responding to citizen's basic needs and concerns and making the most effective use of both public and private resources in working towards the desired community development;
- The City Planners realised that 'local area planning could not guarantee the successful meeting of all the needs and concerns'. Furthermore the Annual Report of the City Planning Department (1989-1990) served to:
 - 'Identify the local community's main concerns about the future of the suburbs;

- Assist in identifying a range of possible sources of assistance for addressing issues of concern; and
- Clarify the respective roles and possible contributions made by individuals, organisations and the private sector as well as the Council (Annual Report of the City Planning Department, 1989-1990)'.

Irrespective of the changes undertaken by the City council, emphasis was not put on participation as a 'crucial element of the development planning system which provides a forum for public information, involvement and debate' (Davidson, 1998: 14).

After a heated debate at a Special Council Meeting held on 25 April 1989, Cape Town was declared open to all races. As an instrument of change, the Council voted overwhelmingly in favour of rendering the Group Areas Act inapplicable within the municipal jurisdiction areas, and rejected the Free Settlement Areas Act. This vote was a landslide victory for participatory democracy and for the citizens of Cape Town (Cape Times, 26 April 1989).

Mechanisms for change introduced by the City Council

In April 1993, participating organisations in the Western Cape Region were invited by the Development Strategy Commission (DSC) of the Western Cape Economic Development Forum (WCEDF) to prepare a vision for future development. Key to the vision for the future of the Metropolitan Cape Town was that the planning process be based on broad public participation, and jointly co-ordinated by the Cape Town City Council and the Western Cape Regional Service Council (WCRSC). The contextual issues underlying this process were:

- The need for integrated urban management and holistic physical planning, thereby ensuring the co-ordinated provision and management of assets, services, facilities and infrastructure in response to the public's essential needs, and according to the resources available. Development policies which link planning with programming, finance, budgeting and administration are essential for effective Urban Growth Management; and
- The focus on the concept of sustainability as integral to Urban Growth Management was viewed by the Cape Town City Council as an essential building block for global sustainability (Cape Town Planning and Development Department: 1 June 1993).

According to Baberton *et al.* (1994:107), the City of Cape Town launched a special department in 1993 - the Community Liaison Unit (CLU) of the Cape Town City Council. The aim of this unit was to make contact and liaise with the public, particularly the racially excluded and marginalised communities. This approach paved the way for public participation for the first time in Cape Town. According to Baberton *et al.* (1994), the Community Liaison Unit (CLU) supported community participatory efforts and viewed them as change agents. The need to shift power from politicians and bureaucracies into the hands of communities was an important intervention that fostered healthy interaction between representative and participatory democracy.

Conclusion

Local government in South Africa and in particular its development planning process of the past has been critically discussed through a frank process of introspection. Weaknesses of the previous era are currently being identified and macro-level legislation

has been drafted to improve the situation of the disadvantaged communities as part of the 'reform process'. Public participation was not clearly understood or applied in its developmental context by the previous South African government. This chapter shows that the building blocks of development were not considered significant to the development planning processes as a top-down planning approach was adopted. This approach allows minimum participation in planning. This form of government practice therefore resulted in a weak, illegitimate and unaccountable local government structure.



CHAPTER 4

PUBLIC PARTICIPATION IN DEVELOPMENTAL LOCAL GOVERNMENT AFTER 1994: A FRAMEWORK OF THE IDP

Introduction

Firstly, this chapter seeks to explain the meaning of developmental local government and its approach in establishing democratic governance after 1994. The crucial questions asked in this chapter are: Is developmental local government a reform process, and if so, in what sense? Secondly, can the building blocks of development play a significant role through the application of South African development policies and legislation and through the implementation of public participation in the IDP of the City of Cape Town? South African macro-level development policies which are significant to developmental local government such as The Reconstruction and Development Plan (1994); The Constitution of the Republic of South Africa (Act 108 of 1996) and The White Paper on Local Government (1998), form the cornerstone of public participation in order to promote service delivery.

Secondly, the need to establish IDP's represents a fundamental departure from previous local authorities' governance and planning practices. Thus, integrated development planning involves new and complex governance and planning processes for local authorities. Local authorities are therefore obliged to involve civil society organisations in the formulation of budgetary planning and developmental priorities (Houston, 2001: 207-208). The IDP is the official mechanism and framework within which local

authorities harness public participation. Through the IDP, local authorities can give expression to participatory democracy.

Developmental Local Government: Local Government Process after 1994

The rationale behind the ideology of developmental local government is that the imperatives are presupposed by a thriving legacy from South Africa's past. This form of local government negates the previous undemocratic system's tendencies towards racial exclusion and a 'segregationist planning' mentality. The White Paper on Local Government (1998) defines developmental local government as 'local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of lives'. The emphasis is entirely on the developmental nature of local government as an organ which improves the lives of communities. Legislative changes to governmental systems after 1994 give a very different meaning to local government. The ANC (May 10, 2001) states that local government comprised numerically defined powers, roles and functions that were subordinate to provincial and national government. Thus, the new dispensation has changed to a more democratic form of governance. Democratisation of development means a change in who participates, how they participate and where they participate. Democratisation of local government in this context means that communities can have a say in the kind of services delivered and the amount charged such as rates and taxes, water and sanitation, etc. This notion integrates residents with local authorities. This organ of government is not completely independent but is interrelated with provincial or national government. Not only has there been a change in co-operation between the different spheres of government, but institutional change also occurred, moving from a 'racial and autocratic system' to an open democratic and transparent institution. A

participatory development planning approach has been introduced, a hybrid process, which combines top-down and bottom-up approaches to planning processes (Du Mhango 1998: 5). Beside the above-mentioned structural changes which have occurred since 1994, Gildenhuis (1997) states that newly integrated municipalities have been formed, boundaries have changed, local council members are elected in a more democratic way, and staffing structures as well as service delivery mechanisms have changed. What does the newly developed system require local governments to do? Chapter 7 of the Constitution of the Republic of South Africa requires local government to:

- 'Provide democratic and accountable governance for local communities;
- Ensure the provision of services in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- Encourage the involvement of communities and community organisations in the matter of local government'.



To achieve the general goal of local government, the attainment of a satisfactory quality of life by encouraging people to develop their own physical and mental abilities, is essential (Gildenhuis, 1997). This people-centred approach enhances the people's capacity to participate in the development process (Kotze and Kellerman, 1997). This is a kind of personal development which can only take place if a favourable atmosphere is created and equal opportunity is developed without external 'threats and constraints' to the personal environment of people. Reddy (1999: 209) suggests that in terms of the developmental approach, these local governments, as a prerequisite to development planning, are able to form partnerships with 'citizens, groups and communities to create sustainable human settlements in order to seek their fundamental goals in meeting social, economic and material needs in an integrated manner'. What approaches and

characteristics make local government developmental? The approaches, according to Reddy (1999: 210), are the same as mentioned in the introduction of this chapter:

- To execute municipal powers and functions in such a way as to increase the impact on social development and economic growth;
- To integrate and co-ordinate public and private investment in jurisdiction areas; and
- To build social capital by providing community leadership and vision and to empower the disadvantaged and excluded groups, including women and youth (Reddy, 1999: 210).

These challenges specifically focus on development outcomes with a call for the representation of all citizens.

In the final phase of local government restructuring, developmental local government plays an important role in the 'institutional change processes in the management of local space, change in leadership, economic growth, and management of development in an integrated and sustainable manner and to address the socio-economic inequalities of communities.' The Peninsula Technikon (26-30 June, 2000) mentions three key elements in the creation of developmental local government. These elements are: democracy and participation, holism and integration and accountability.

Local Government Development Policies at a Macro-level

The Reconstruction and Development Programme – 1994

The Reconstruction and Development Programme (RDP) as explained by the ANC (1994) and the White Paper on Reconstruction and Development, 1994 is 'an integrated, coherent socio-economic policy framework that seeks to mobilize all people and

resources of the country towards the building of a democratic, non-racial and non-sexist future'. It presents a visionary framework for social transformation. The Consultative Business Movement (1994), states that it is imperative to ensure a close 'co-operation between all sectors and organisations which have the ability and capacity to make vital contributions towards development. Reconstruction and development demands are obviously most urgent at local level. The RDP is a philosophically acceptable framework for reconstruction in order to address the imbalances of the past and is most critical at grassroots level as a delivery system through community participation. The ANC (1994:15) states that one of the core objectives in meeting basic needs and improving lives is a 'commitment to grassroots, bottom-up development which is owned and driven by communities and their representative organisations. Mass participation in its creation and implementation is seen as an essential part of development. Bond and Khosa (1999) in the RDP Policy Audit believe that if government facilitates effective involvement, it must introduce programmes that will enhance the capacity of community organisations. The RDP, through the widest possible consultation and participation with citizenry, can be implemented as follows:

- Through structured consultation processes at all levels to ensure participation in policy-making and planning and project management; and
- Through agreement or accords to facilitate the full participation of civil society and together with government to remove obstacles, which might occur in the development process (Bond and Khosa, 1999).

The Constitution of the Republic of South Africa (Act 108 of 1996)

The preamble of the Constitution sets the tone for development by emphasising the need for the 'improvement of living conditions of all citizens'. According to Currie and De

Waal (2001: 27), the Constitution also advocates inclusivity in that it envisaged the establishment of a South African society based on democratic values and social justice. This Act lays a foundation for citizen protection by law. Significantly, Chapter 7, Section 153 states that municipalities must be managed and structured in such a way so that its budget and planning gives priority to the basic needs of communities in order to improve social and economic development. It therefore means that the possibility exists that all members of South African society, whatever their background, could become integrated into a diverse but common community.

The White Paper on Local Government, 1998

The 1998 White Paper on Local Government took its lead from the 1996 Constitution of the Republic of South Africa (Act 108 of 1996) to implement a new form of developmental local government. This Paper acknowledges the inability of local government during the pre- and post-interim phases to attain developmental local government (DBSA, 2001: 18).

The White Paper on Local Government, 1998 according to Williams (April, 2003), is a broad statement of government policy that lays the basis for the transformation of existing local government. In terms of its developmental contribution, this piece of legislation is a comprehensive plan, which advocates a more accountable government for all South Africans. The aim is to link development, delivery and democracy. As the perceived role of local government is to build local democracy, municipalities are thus required to continuously engage citizens, business and community groups in a participative manner (FCR, October 2000).

The framework for public participation cannot be complete without mentioning macro-level legislation as explained in the previous chapter, such as the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) and the 1998 White Paper on Local Government. Local government legislation has had two consistent themes: the developmental role of local government in planning, implementing and monitoring and the obligation imposed on local authorities to consult with their stakeholders in the performance of their tasks. The South African Local Government Association (SALGA) (1998: 54) acknowledges the importance of participation in local government by saying that in order to reconstruct and develop South Africa, there is a need for popular participation. According to Houston (2001: 211), The White Paper on Local Government, 1998 requested municipal council members to involve communities in the design and delivery of municipal programmes. The 1998 White Paper on Local Government also encourages public involvement in developmental local government through:

- Forums initiated from within or outside local government which allow organised groups to initiate policies and/or influence policy formulation, as well as to participate in monitoring and evaluating activities;
- Ensuring stakeholder involvement in certain council committees;
- Participatory budgeting initiatives aimed at linking community priorities to capital investment programmes; and
- Focusing on group participatory action research to generate detailed information about a wide range of specific needs and values (Houston, 2001: 211).

Strategies to structuring participation in the IDP

Planact (1997: 41) is of the opinion that no standard recipe for community participation exists. However, attempts should be made by municipalities to promote the participation of its communities in the IDP. Possible options which have strategic importance, are:

- A community representative forum which allows for community participation at local level;
- An effective communication system between the different departments within the administration, as *well* as the administration and the public;
- The municipality must recognise the legitimacy of newly formed community-based organisations (CBO's) by actively incorporating these groups into decision-making processes and structures;
- The establishment of a civic capacity-building and mediation fund, especially in areas where participation is minimal;
- The support and promotion of youth participation in programmes and activities by forming local youth councils or their equivalent, and by encouraging their establishment where they do not exist (The World Summit on Sustainable Development, 2002).
- Avoiding duplication of participatory structures (various sectoral committees should form sub-committees of a broader development forum); and
- Community groups should set performance targets for service delivery.



Participation must not be a once-off activity to fulfil legislative requirements in order to produce an IDP, but it should rather be seen as a continuum (Planact 1997: 41-43). See other forms of participation in the Participation Workbook of Meyer and Theron (2000).

Public Meetings

Public meetings could be an optimal platform for municipalities to share information about the needs of their communities and give clarity on issues that are misunderstood by them. Integrated development planning could be promoted in this way. Community members and their leaders could use the opportunity to interact with officials during

breaks and after meetings. The existing political structure, which may include local activists and local council members, could use these meetings to promote interaction between council and community regarding developmental issues or matters of mutual concern (Sewell and Coppock, 1997:36; Meyer and Theron, 2000: 40).

Public Hearings

According to Sewell and Coppock (1997: 105) these hearings may be held at various strategic points close to communities. The timing of the hearings is important, because it affects the degree of public influence on the IDP process. Public hearings could be held in three stages. These stages are:

- Preliminary hearings – held before the study begins in order to identify general needs and opinions;
- Pre-final hearings – the reason for these hearings is to record the public's reactions so that they can serve as recommendations to the broader public; and
- Final hearings – these are held to provide a forum for reactions to a defined action proposal outlined in the IDP's draft budget.

The time, setting and length of the hearings must be a reflection of the communities' wishes (Sewell and Coppock, 1997: 106). See also (Meyer and Theron, 2000: 47).

Ward Meetings

Ward forums must be set up in wards as set out in the Municipal Structures Act, (Act 117 of 1998). Ward council members must therefore take the responsibility to hold ward meetings on a regular basis to promote participation by communities. In terms of the Code of Conduct, council members are required to have at least four public report-back meetings per ward. Participation can be promoted by ensuring that the broadest possible

representation is achieved on these ward forums. Both wards and representative council members must be appointed by their respective political affiliations and should take on active role in ward committees (Ismail, Bayat and Meyer, 1997:159). Special efforts must be made to hear the views and issues pertaining to the most vulnerable groups. These groups are women, the youth, the elderly and the unemployed and disabled (Planact, 1997: 41-43; Meyer and Theron, 2000: 51). (See also the Municipal Structures Act).

Ward committees, according to the ANC (May, 2001: 26), are structures that enhance participatory democracy. These committees may address issues affecting a ward through the council member or through the council member who will bring it to council's attention. A ward committee comprises the ward council member as the chairperson and up to 10 other people who represent a diversity of interests in the ward. Equal representation for women is a key requirement in the ward forum. The ward system seeks to provide a balance by giving residents as much opportunity as possible to participate in integrated development planning activities but at the same time ensuring the right of council members to govern. The ANC (May, 2001: 27) proposes that ward committees should be used to mobilise the broadest range of interests in the community behind progressive goals as part of the overall national democratic transition. According to Ismail, *et al.*, (1997:160), citizens play a vital role in decision-making and the output processes of development because they are at the receiving end of local government policy and are also the first to identify policy weaknesses. Due to their involvement in the Ward system processes, they add value to local policies, which could lead to the improvement of the quality of policy decisions and thus increase the responsiveness of local government councils. Moreover, citizens' participation increases the acceptability

of local level decisions and advanced community commitment and helps to ensure that local authorities do not run the risk of facing resistance from stakeholders and pressure groups or civil disobedience such as rent-boycotts (Ismail, *et al.* 1997:161). Attempts should be made to ensure representation from civic, community, trade union, business, taxi, women, youth, religious, cultural and other organisations on the various Wards (ANC, May, 2001: 27).



Figure 1: The Developmental Local Government Framework
 (Caesar, 1999 and Williams, April 2003)

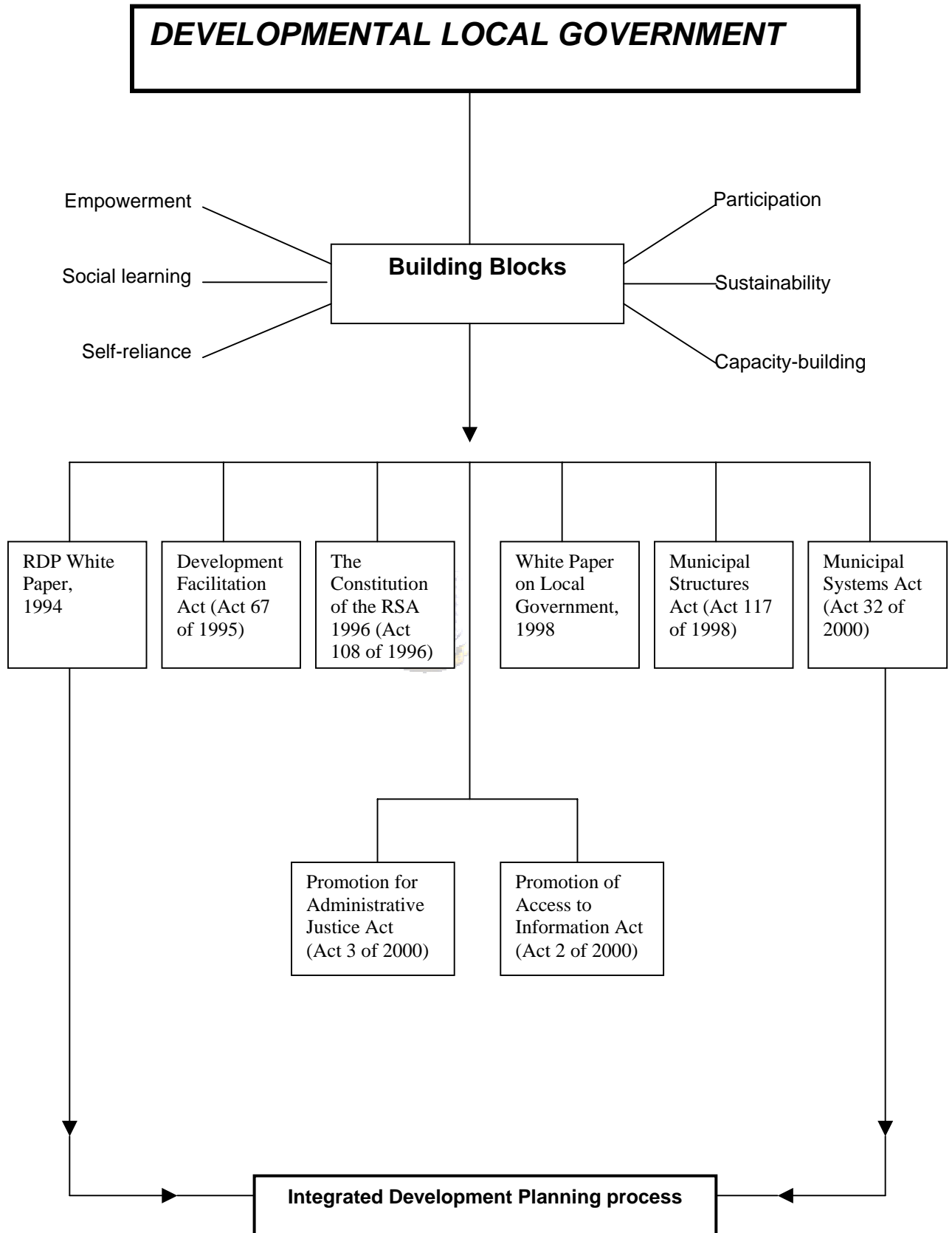


Figure I: *The Developmental Local Government Framework* illustrates the integration of development planning using the six building blocks of development. Public participation is viewed by Korten, (1990); Theron and Meyer (2000) and Muyonjo and Theron in SAAPAM (December 2002), as a building block of development. Local governments, according to Muyonjo and Theron (2002), are the most suitable platform on which to embark on strategies for community partnership building. The building blocks of development fit perfectly into the new development management framework with a 'bottom-up' approach. Developmental local government, as a development reform process, is established on the basis of these six building blocks of development namely, empowerment, self-reliance, social learning, capacity building, sustainability and participation. Development by using the buildings blocks, cannot take place without regulation. Thus the Model demonstrates the links between the building blocks of development and the integration with legislative acts promulgated since 1994. The micro-level and macro-level legislation explained in this Chapter makes a significant contribution towards the development of local government and the promotion of participation in the IDP.

Developmental local government: Micro-level legislation promoting public participation

Development Facilitation Act (Act 67 of 1995)

Section 3 of the Development Facilitation Act (Act 67 of 1995) highlights the correction of the historically distorted spatial allotment of settlements. The 1997 White Paper on South African Land Policy supports this Act by pronouncing the Development Facilitation Act (DFA) (Act 67 of 1995) to be the essential means by which to achieve sustainable conditions. The Foundation for Contemporary Research (FCR), October 2000, describes the DFA (Act 67 of 1995) as a mechanism that allows community

participation in the formulation and implementation of land development objectives (LDO). The 1997 White Paper on South African Land Policy describes the DFA (Act 67 of 1995) as a coherent and integrated institutional, financial and legal framework, that builds the people's capacity to involve those affected in the planning and implementation of actions required to satisfy their needs and facilitate development. According to the general principle outlined in Section 3 of the DFA (Act 67 of 1995), local government needs to formulate policies so that their administrative practices and legal frameworks give effect to the fundamental rights of citizens as set out in the Constitution of the Republic of South Africa (Act 108 of 1996). These fundamental rights are: the promotion of land development to establish communities, the promotion of sustained protection of the environment, and meeting the basic needs of communities as set out in Section 27 of the Development Facilitation Act (Act 67 of 1995). This section, according to Houston (2001: 210), stipulates that land development objectives must be set in a 'manner in which members of the public and interested bodies shall be consulted'. Is this Act, the DFA (Act 67 of 1995) a developmental tool? It is indeed so. This Act speeds up the decision-making process, assists conflict resolution between stakeholders and encourages greater community involvement in land development. When public organisations are broadly represented by particular interest groups, public participation is successful and ensures ownership of the process and the outcome. As in the IDP, provincial governments also monitor the land development intentions and performance of this Act at local government level. It therefore means that land development takes place in stages. The process involves various stakeholders and project managers and thus community participation is essential.

Municipal Structures Act (Act 117 of 1998)

This Act requires that municipalities be transformed during the final phase to create a truly democratic and developmental local government. The Municipal Structures Act (Act 117 of 1998) requires municipalities to engage in consultation with civil society so that they can meet their objectives. According to Section 19 of the Municipal Structures Act (Act 117 of 1998), each municipality is required to develop a method by which to consult the community and community organisations in order to perform their functions and exercise power (Houston, 2001: 210). According to the Municipal Structures Act (Act 117 of 1998), Ward Committees should be set up in terms of Section 72 (3) in order to enhance participatory democracy in local government. These Ward Committees should mobilise a variety of community interests behind progressive goals. Representation should be inclusive of civic, business, women and youth, religious, cultural and other organisations.



The Promotion for Administrative Justice Act (Act 3 of 2000)

South Africa is under huge pressure to deliver effective services and to hasten the process of reconstruction and development for historically disadvantaged communities. However, having said this, we need to balance administrative justice against the practical realities of implementing service delivery to communities in jurisdiction areas. The fundamentals of ensuring good governance at local government level are enshrined in the above-mentioned Act. The promotion of the administrative vision of the Act addresses important ethical issues such as openness and accountability and proposes a system of administrative justice that is fair and just (Promotion of Administrative Justice Act, 2000). Section 33 of the Constitution of the Republic of South Africa (Act 108 of 1996) forms the basis of the Promotion of Administrative Justice Act (Act 3 of 2000), which

gives communities the right to request participation in developmental local government, in this instance through the IDP.

The Promotion of Access to Information Act (Act 2 of 2000)

This Act operates in a two-fold manner. Firstly, it seeks to foster a culture of transparency, accountability and propriety. Secondly, it recognises the inherent right of all persons to have access to information and requires those who withhold information to justify their actions. Through the promotion of freedom of information, ordinary citizens will be involved in public debate on issues which affect them. These issues will be tabled on the agenda for budgetary consideration through the IDP. Planning and resources must increasingly be channelled towards dialogue with affected communities.

Municipal Systems Act (Act 32 of 2000)



This Act makes provision for core mechanisms and processes which are necessary to enable municipalities to socially and economically uplift local communities. The above could be achieved by defining the legal mandate of a municipality and by including the local community within the municipal jurisdiction. As stated in the preamble of the Municipal Systems Act (Act 32 of 2000), ‘the fundamental aspect of the Act is the active engagement of communities in the affairs of municipal planning, service delivery and performance management’. The Foundation for Contemporary Research (October 2000) suggests that communities, residents and ratepayers must therefore be encouraged to take part in municipal activities as it is to their own benefit. Thus, in terms of Section 16 of the Municipal Systems Act (Act 32 of 2000), a ‘municipality must develop a culture of municipal government with a system of participatory governance’. According to the Systems Act, participatory measures should include the following:

- Members of local communities must be notified timeously of meetings, through appropriate communication measures;
- Provision must be made for comments, consultation sessions and report back sessions;
- Public hearings must be held to enhance participation processes; and
- Community members with special needs in terms of Section 17(2) of the Municipal Systems Act (Act 32 of 2000), must be taken into account such as the illiterate, the disabled, women and the youth.

Clearly, this new system of local government offers the opportunity for ordinary people to become actively involved in local government issues.

Similar to the macro-level development policies and legislation, micro-level legislation fosters greater participation of communities in decision-making processes with regard to service delivery. A high level of accountability and responsibility from local government officials is expected; they are required to keep communities informed through various public participation processes and to ensure the delivery of just and fair services to all of them. The Municipal Systems Act (Act 32 of 2000) goes a step further by proposing the participation of communities in the review processes of the IDP to ensure effective service delivery and high performance management. These policies and legislative structures set key requirements for sustainability within local government institutions.

A participatory framework for the Integrated Development Planning process

The rationale

Municipalities have to constantly make crucial decisions but they need a guideline as to how best to arrive at these decisions. In the past, most of the crucial decisions on developmental issues were made by national or provincial departments and not by the

municipalities. These bodies tended to supply preconceived, standard solutions. Such standard solutions were often inappropriate or too expensive. Integrated Development Planning (IDP) is supposed to change this mode of thinking. It is important to shift from formal democracy (representative) to participatory democracy *via* a Sub-council and a Ward system of governance. IDP's allow communities to be involved in determining the priorities of the IDP. According to Caesar (1999), and Planact, (1997:19), IDP promotes developmental local government in the following ways:

- It enables municipalities to align and direct their financial and institutional resources towards agreed policy objectives and programmes. These objectives are based on a broader vision and strategies;
- Through the provision of tools it ensures the development and integration of local government activities in a co-operative manner;
- It serves as a basis for local government and citizens to engage at local level, and to engage with various stakeholders and interest groups to comment on how their needs are met and the manner in which their city is shaped;
- It enables local authorities to re-engineer or streamline resources to meet basic needs through the prioritisation of programmes but at the same time maintain the existing economic and social infrastructure. If used effectively, the IDP could contribute to the organisational development and administrative re-organisation of municipalities;
- It assists local authorities to ensure environmental sustainability in their delivery of basic social and economic services.

The IDP is meant to provide choices to municipalities. Strategic planning assists local government officials to make such choices in a systematic, rational and transparent manner (Caesar, 1999; Planact, 1997:19).

IDP as a Strategic Management Tool

The strategic management process of the IDP is illustrated in *Figure 2* as shown below. In the strategic planning stage, pragmatic decisions are made about what the priorities are and which direction to take. The use of participatory techniques during strategic planning serves to facilitate the formulation of group consensus on prioritising objectives and investigating possible action for the future (World Bank, February 1996). In essence, planning for development must be done with the people. Thus, the Integrated Development Plan (IDP) underpins the foundation and effective planning of development priorities determined by the affected communities from the beginning of the process. (See the *Annual IDP Model in Figure 2*). If municipalities are to fulfil their new developmental role, they need to adopt a strategic approach to planning and management. Integrated development planning, according to Van Rooyen in SAAPAM (March 2001:71), is a collective vision of development that provides guidelines for resource utilisation to ensure sustainable development. The IDP is a single process of planning that, according to the DBSA (2000), incorporates the sectoral planning strategies of municipalities. Hill and Jones (1998: 4) explain that a strategic management process is a process during which management sets strategies. A strategy is a ‘specific pattern of decisions and actions that managers take to achieve goals’. But what makes the IDP a strategic management tool? The ideology lies in the integration and holism of the plan as explained in the *Annual IDP Model* (*Figure 2*), enabling local governments to take broad, strategic views of development requirements. The *Annual IDP Model in Figure 2* describes the IDP as an annual budgetary process, a project management process and a performance management process, which all unfold during the planning programme of a local authority. This model demonstrates the periods of participation of communities in the IDP process, namely in June, September, November and January each year. In other

words, the planning process of a budgetary period of a municipality starts in July each year and ends in June the following year as highlighted in the Annual IDP Participation model below:



Figure 2 Annual IDP Model



Van der Molen *et al.* (2002: 75)

The IDP as a Performance Management Tool

As a performance management tool, the IDP deals with issues such as institutional development, community participation and financial planning (Planact, 1997: 19). The philosophy of performance management has emerged strongly, especially in major corporations, in both the private and the public sector. This is a wide-ranging concept with the primary emphasis on output, results, delivery, training and rewarding good performance. In the Cape Town Unicity, for example, five fields of action can set the backdrop for measuring performance with regard to poverty alleviation. These fields are: social safety nets (subsidies and welfare), infrastructure, special integration and environmental policy, job creation and economic development, empowerment and social development. In each one of these five fields the following must occur: priorities must be indicated, baseline indicators identified, and output indicators defined. Furthermore, community participation is important to ensure that the indicators are relevant to the specific community. In addition, indicators can be used to enforce accountability for local growth. Through a performance management appraisal, the endeavours of officials can be measured according to the satisfaction of communities with service delivery as well as according to the level of public participation in the IDP process. Clearly, devising a monitoring and evaluation system forms an intrinsic part of the IDP process at local level (Coetzee, *et al.*, 2001:563). Communities, by using the performance management process, must steer their development according to experience and the changing circumstances which they face. Carew-Reid, Prescott-Allen, Bass and Dalal-Clayton (1998:166) envisaged that performance management vision must have a strong ethical and qualitative basis that is well defined. The focus must be on measuring past performance in order to consider what implications it holds for future performance.

The DBSA, (March 2000:10) describes the Integrated Development Plan as a project management tool suited to a holistic programme. Thus the IDP encompasses a range of projects designed to achieve specific development objectives. As a development strategy, the IDP sets out measurable, operational and implementation steps with clearly assigned target dates for every task. Monitoring mechanisms must be put in place and necessary adjustments must be made to achieve objectives. The City of Cape Town must adopt sound project management principles in order to ensure efficient service delivery and effective participation of its citizens. Burkey (1993: 56) regards participation as important, especially in the initiation phase (participant cycle) of the IDP. Participation in projects benefit communities because they become self-sustainable. Decision-making in the implementation phase is one of the most significant factors needed to promote the success of projects (Burkey, 1993: 56).



The IDP as a Budgetary Tool

South African democratic processes necessitate public involvement in public financial management decisions (Van der Walt, Van Niekerk, Doyle, Knipe and Du Toit (2002: 15). Thus, the public financial system operates in a heterogeneous society. As a result, participation in financial decision-making is characterised by the participation of a variety of interest groups (Van der Walt *et al.*, 2002: 5). The system most suited for this process is the IDP. Integrated Development Planning as a sectoral planning programme adopts a holistic approach towards planning (SALGA, 1998; Planact, 1997). The purpose is to ensure compliance with the requirements of sectoral planning, principles, strategies and programmes, thereby providing a basis for departmental operational planning and budgeting. The Local Government Transition Act requires local authorities to draw up budgets which fit into the developmental vision of the South African government. The

budgetary process for local governments, according to SALGA (1998: 87), must achieve results without encouraging more expenditure. Budgetary allocations through the IDP clearly spell out what amount will be required for what purpose and when. If the IDP finds its expression through the local government budget, it therefore makes sense that local government budgets could be used to realise short-, medium- and long-term objectives, while reaching Council's overall goals and direction (Planact, 1997:49).

Ultimately, the efficient delivery of municipality services through the effective utilisation of limited resources could be monitored through market research and public participation in the budgetary process. Through the public participation process, Council's needs would be explained to the public, focusing on how it spends and raises funds. The emphasis would be on accountability, transparency and good governance (DBSA, 2001:58-59). The White Paper on Local Government (1998:112) states that equitable service delivery is an important requirement in order to fulfil the objectives of the IDP. The capacity-building component could ensure that people understand the process of prioritisation by explaining why resources are allocated to one project instead of to another. The 1998 White Paper on Local Government thus proposes a strategic financial framework to ensure sustainability and financial viability for municipalities' investments and operations. This would obviously ensure a close alliance between planning and budget allocation.

Since local government budgeting is a planned exercise based on financial estimates which link priorities, it is not an exact science. The finalisation of the budget is influenced by political, social, economic and developmental issues. The budget provides a comprehensive financial guideline which directs the local authority towards specific

predetermined objectives. The IDP is an integral part of the budgeting process that focuses on development priorities (Reddy, Sing and Moodley, 2003: 84).

To allow for greater participation in the IDP, different management styles need to be developed. The aim of marrying indigenous decision-making capacity and developing collaboration within and between communities by ensuring that participation is at the heart of development planning, will provide possibilities for a better fit between the use of external resources and the overall environment to which they will inevitably become embedded (Crook and Jerve, 1991:44). For effective community participation in the IDP, people must be involved in thinking, planning, deciding, acting, and evaluating. This process is a catalyst for further developmental efforts.

Conclusion



We have envisaged that successful achievement of developmental local government will improve the living conditions of communities and play a key role in attaining the objectives prescribed by the various legislative frameworks as explained in this chapter. Legislation creates ideal opportunities for participation. It provides a form of accountability and responsibility for the implementation of the IDP. These policies highlight the significance of community awareness, ensure that development projects are people driven, and enhance the people's ability to participate continuously in local government activities. Thus capacity building, empowerment, self-reliance, social learning and sustainability form the basis of development for service delivery through the "New Public Management" approach of good governance.

CHAPTER 5

PUBLIC PARTICIPATION IN THE IDP PROCESS OF THE CITY OF CAPE TOWN

Introduction

This chapter, which covers the empirical study, consists of two parts, namely participant observation and semi-structured interviews with officials of the City of Cape Town and members of the community. The process begun by the City of Cape Town took the form of a needs analysis, including prioritisation and target setting as well as budgetary planning. The approach followed by the City of Cape Town since 2001 has been by means of workshops, public hearings and the Mayor's Listening Campaign (MLC) held in 2003. The above-mentioned public participation approach adopted by the City of Cape Town is closely followed by the researcher through participant observation and analysis of IDP documentation on the City of Cape Town. The opinions and views held by communities are recorded through semi-structured interviews.

The City of Cape Town covers an area of about 2 487 square meters of the Western Cape with a population of 2 893 251 living in 759 765 households. (Intranet Strategic Information from Statistics South Africa 2003, Census 2001). (See population breakdown in Table 1).

Table 1: Population Demographic Profile of the City of Cape Town

AFRICAN	COLOURED	ASIAN	WHITE	TOTAL
917 161	1 391 653	40 506	543 931	2 893 251
31.7%	48.1%	1.4%	18.8%	100%

SOURCE: (City of Cape Town Intranet Strategic Information, August 2003 - Census 2001 from Statistics SA, 2003).

Overview of the study

As stated previously, the Unicity of Cape Town was formed after the local government elections held in December 2000. The former six local councils and the Cape Metropolitan Council (CMC) were brought together as part of the two broad restructuring objectives. The first objective was to create a financially more viable structure by the amalgamation of the seven administrations to increase the tax base of the City in support of poorer areas. The second was to fulfil local government's service delivery objective (South African Institute of Race Relations, 2001: 87).



The IDP process of the Unicity was adopted in May 2001 under the political control of the Democratic Party-led council and commenced in July 2001 with a comprehensive analysis of the seven administrative structures and with an annual IDP budget of R 9,1 billion for the budgetary year 2001/2002. As an interim arrangement, the Strategic Management and Planning Office for the IDP process was driven from the Strategic Management office of the former City of Tygerberg. The draft IDP document of the Interim IDP 2001/2002, managed by the newly established City of Cape Town, was completed in October 2001 after a range of public workshops were held city-wide (City of Cape Town, IDP Document 2002/3). Development strategies such as political mandate, a needs base and operational agendas were spelled out in the Interim Draft IDP document. The City envisages achieving these strategies through four main corporate

projects ie: crime prevention, HIV/Aids, free lifeline services and job creation through tourism. However, proposed amendments to the draft included HIV/Aids, safety and security, development and growth, poverty alleviation and housing. Together with the strategic priorities, the City of Cape Town outlined nine strategic pledges that touch on the dimensions of good governance. Both the corporate strategies and the pledges subscribe to partnership-building with local communities in council activities. This approach once again emphasises the fact that public participation, according to the Centre for Public Participation (June 2003), is the ‘cornerstone of any democratic system since the latter revolves around people’, As explained by the Centre for Public Participation (June 2003), the involvement of people is initiated and controlled by the City of Cape Town to improve and or gain support for its decisions, programmes and services.

Research-based community needs analysis and consultation

A household survey was conducted in August/September 2001 by the Environmental Department of the CMC Administration. The aim was to establish how communities viewed the future over the next 20 years and what their needs are. A statistical representative sample was done using 1200 residents within the Cape Metropolitan Area (City of Cape Town, IDP 2002/3). The findings on the respondents’ needs are illustrated per percentage point. The following community needs is listed in Table 2

Table 2: Listed needs of communities

39 % want more job opportunities	9 % want a cleaner environment
36 % would like a crime-free society	6 % desire a better place for everyone
25 % believe there should be housing for the people	6% want better policing; and
11% desire a friendly, safer environment	6 % want education for all

SOURCE: (CMC Environmental Department August/September 2001; City of Cape Town, IDP 2002/3)

Besides the above-mentioned list, more serious issues emerged – these issues present important challenges to the City of Cape Town. The following social development problems which concern the respondents are listed in Table 3

Table 3: Social development problems highlighted by the respondents

High crime rate – 99 %	High rate of HIV/Aids infections – 88 %
High rate of unemployment – 98 %	Inadequate housing – 85 %
High levels of poverty – 90 %	Littering 76 %
High rate of homelessness – 89 %	

SOURCE: (City of Cape Town, IDP 2002/3)

The quantitative findings of the survey give a clear indication to the city leaders of what the shortcomings are and what needs should be tabled on the budget for 2002/2003.

How IDP workshops were organised to maximise community involvement

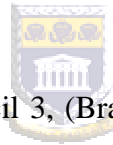
As stated in the introduction of this chapter, the IDP workshops for the City of Cape Town were arranged in October 2001 to explain to the communities how the IDP process worked and to formulate a needs analysis according to the communities’ social priorities. The researcher, while observing the planning of IDP workshops, noticed that pamphlets and posters were used as a medium to communicate the sessions to communities. Community organisations were telephonically informed from the Interim IDP office in Parow. Officials from the Social Development/Community Service Directorates of the various administrations was used to further inform community organisations. The local administrations had compiled a database on the various civil society organisations and NGO’s. Public attendance at IDP workshops was as follows:

- Sub-council Three - two out of the three workshops were cancelled due to non-attendance. The workshop was held in Kraaifontein, attended by only 35 people;

- Sub-council 12 - only one workshop was held, at the Sports Centre in Portlands, and was attended by about 100 people;
- Sub-councils 13 and 14 - combined workshops were held in Khayelitsha. There was a satisfactory attendance.

Public Hearings of the City of Cape Town – April 2002

Public Hearings were held to promote the legitimacy of the public participation process of the IDP. These hearings were conducted during April 2002, about two months after a preparatory round of workshops with the communities. Only one hearing per Sub-council was scheduled, as the plan was to hold a total of 16 hearings. According to the City of Cape Town’s Public Hearing Report (2002), approximately 215 submissions, verbal and written, were made by the public, civil society organisations and individuals citywide.



The demographic profile of Sub Council 3, (Brackenfell/Kraaifontein/Durbanville); Sub Council 12 (Mitchell’s Plain) and Sub Councils 13 and 14 (Khayelitsha), for the period 2001/2002 and 2002/2003 are shown in Table 4 below.

Table 4: Demographic profile (Ethnicity)

ETHNIC GROUPS	BRACKENFELL/KRAAIFONTEIN/DURBANVILLE	SUB- COUNCIL 12	SUB- COUNCIL KHAYELITSHA	SUB- COUNCIL KHAYELITSHA
		Plain		
African/Black	26, 599	2, 802	119, 824	105, 242
Coloured	49, 874	187, 389	242	502
Indian/Asian	526	1, 373	7	22
White	89, 899	111	6	1
Unspecified	11, 485	4, 746	880	598
Total	178, 383	196, 423	120, 959	106, 365

SOURCE: (1996 Census data supplied by Statistics South Africa; City of Cape Town, 2002) The 2001 census is not available yet at this time.

For the purposes of this study, the profile in Table 4 shows that the majority of the disadvantaged communities are located in Sub-council 12 (Mitchell's Plain), and in Sub Councils 13 and 14 (Khayelitsha). The profile shows that the majority of Whites are situated in Sub-council Three (Durbanville/Kraaifontein/Brackenfell). On a percentage basis out of a total population of 178 383, 50,5% Whites, 27.9% Coloureds and 14.9% Blacks live in Sub-council Three (Durbanville/Kraaifontein/Brackenfell). This Sub-council is dominated by Whites percentage-wise, the ratio per population groups being 3-2-1. Sub-council 12 (Mitchell's Plain), has an overwhelming Coloured majority while Sub-councils 13 and 14 (Khayelitsha), is African-dominated. These figures give a clear indication as to where the budgetary allocation per Sub-council should be directed. The bulk of Councils' budgetary expenditure needs to be allocated to the poorer areas where the social need is higher. In the past, disadvantaged areas were neglected by the municipal councils of South Africa in terms of service provision. Therefore, Sub-council 12 in Mitchell's Plain and Sub Councils 13 and 14 in Khayelitsha, must be seen as priority areas.

Public Hearing Process

The Public Hearing of Sub-council Three was held at Durbanville Town Hall on Thursday, 11 April 2002 from 14:00 to 21:00 and on the same day for Sub-council 12 at Lentegeur Civic Centre, Mitchell's Plain from 10:00 to 21:00. A joint meeting for the Khayelitsha Sub-councils 13 and 14 was arranged at Lingulethu Training Centre in Khayelitsha from 14:00 to 19:00 on 10 and 11 April 2002. The researcher sat through the full sittings of the Public Hearing sessions and acted as co-ordinator in Durbanville. He observed that problems such as representation, information, skills and constraints on participation, were evident at these hearings.

Representation at Public Hearings

Thirteen submissions were made by the community and two by Ward Council Members (Democratic Alliance and the African National Congress). Submissions that were made by the Ward Council Members centred on the improvement and development of sport facilities. Considering the background of social problems which confront the communities of these Sub-councils in areas such as Fisantekraal, Scottsdene, Wallacedene and Morning Star, the submissions made by the Ward Council Members do not even come close to dealing with the priorities of the communities.

About five submissions were made by representatives of organisations at the meeting held in Mitchell's Plain. The Public Hearing Meetings in Khayelitsha were attended mainly by members and groups of the various political parties active in the community, such as the ANC, ANC Youth League, ANC Women's League and the UDM.



Access to information on IDP

Of the 13 submissions, only two Community members expressed their dissatisfaction about the IDP regarding access to information for communities, especially on the budgetary issues. In reality, these two community members are actively engaged in issues relating to the community and well-informed about the IDP process. One of the residents is from a Durbanville organisation, namely the Community Improvement District, and he requested information on the comparison of service levels from 1998 up to the present time. This member of the public was seeking an analytical report on service delivery improvements. The rationale was to assess whether service delivery levels had improved prior to the establishment of the final phase of local government restructuring (pre-2000). The other resident, a member of the Environmental Development Forum, wanted to know 'how communities benefitted from social change'. Although answers could not be given

by the panel (consisting of council members) on these questions, the reality is that these questions sought to challenge performance management, a concept with which Council was not familiar at that time.

Proposals that were brought forward at the Public Hearing in Mitchell's Plain related to small businesses, poor roads and streets, streetlights and robots and the plight of the disabled community in Mitchell's Plain which battles to obtain access to health and transport facilities. The dissatisfaction that was expressed once again highlighted the poor relationship between Councils and their communities.

As stated in the IDP Portfolio Report, City of Cape Town (9 May 2002) and the Summary Report on Public Hearings (May 14, 2002), the community input made at the Public Hearing in Khayelitsha was as follows:

- The Khayelitsha Development Forum (KDF) made submissions by presenting a written report on development in eight different areas in Khayelitsha. The communities were not pleased with the IDP Draft budget and made mention of the Urban Renewal Programme as announced by the State President;
- The Khayelitsha Sheneer Association (KHASA), referred to in Section Three of the Development Facilitation Act of 1995, states that land development policies are formulated in line with land development objectives of which the legal framework gives effect to the fundamental rights enshrined in the Constitution of the Republic of South Africa (Act 108 of 1996). This section, therefore, implies that the IDP should be formulated in line with the Development Facilitation Act (Act 67 of 1995);
- The Cape Town Association for the Physically Disabled proposed the following:
 - (i) That public transport be more user-friendly to the physically disabled;

- (ii) That the disabled be economically empowered; and
- (iii) That the SAPS and the Municipal police be more visible to prevent crime.

Skills development/capacity-building

The Public Hearing of Sub-council Three, held in Durbanville, highlighted the different level of skills levels amongst the population of South Africa, for example, the two White participants asked pertinent questions relating to issues that inform the IDP whilst people from disadvantaged communities focused on issues of social inequality such as health, housing, roads, infrastructural development and electricity.

Constraints to participation

Only eight of the submissions at the Public Hearing in Sub-council Three were adequately prepared and these came from well-organised groups. Some of the participants were politically influenced and raised issues pertaining to their party politics. However, one could sense the mode of non-consultation or minimum interaction between communities and Council members. Council members, be it the ward or the proportional representative, did not stimulate debate in order to encourage communities to speak or to ask follow-up questions.

The proposed market development that was requested by the Mitchell's Plain United Hawkers Forum at the preparatory workshop held prior to the Public Hearing and promised by Council, did not reflect on the draft budget. The lack of trust which characterised the relationship in the past, gave rise to various institutional problems, which affected the legitimacy of local authorities in South Africa. A question of 'national concern', ie the equity relating to budgetary constraint, was evident. The question raised

by a community member was: ‘how could council justify an allocation of R471 million for Sea Point and R7 million for Mitchell’s Plain in terms of development’ (IDP Portfolio Committee Report, 9 May 2002). This huge disparity once again reflected the huge issue of ‘race and class versus equity’. It is commonly known that the disadvantaged communities of suburbs such as Mitchell’s Plain do not contribute to the City’s revenue base to the extent that the ratepayers in the Sea-Point area do. When examining the budgetary allocation by the City of Cape Town, the ‘affordability to pay’ principle came strongly to the fore. The practice of social exclusion in development planning was apparent in this decision-making process. Furthermore, the power relationship of ‘race and class’ domination in this unequal budgetary allocation is prevalent.

Complaints raised by individual community members at the Public Hearing in Khayelitsha were as follows:



- The need for the establishment of effective youth structures and the implementation of capacity building programmes for the youth to effect leadership development;
- Inadequate health facilities and the bad behaviour of nursing staff at Day hospitals and clinics were underlined;
- The lack of basic services such as running water, sanitation, sewerage and refuse removal and streetlights were seen as a priority for Council;
- Capacity-building programmes for neighbourhood watches and visible and proper policing were seen as a solution to reducing the rampant crime rate in Khayelitsha;
- There is concern over the vandalism of public facilities – this is seen as an impediment to future development;

- The housing problems confronted by the communities are: a lack of proper housing, availability of land, a shortage of service plots, and land invasion by communities from areas outside of Khayelitsha.
- Key issues raised by the small business sector relating to the Local Economic Development programme of the City was the lack of training and financial support offered to local entrepreneurs;
- Unemployment, the ‘public enemy number one’, was seen as one of the major social problems which confront the community;
- The need for training and capacity-building in environmental matters such as Wetland conservation, was raised. These matters highlight the level of caring for the environment.

The approved 2002/2003 Annual IDP Budget for the City of Cape Town was R9. 3 billion with a capital expenditure of R1,9 billion and an operational expenditure of R 7, 4 billion (City of Cape Town, May 2002, IDP 2002/2003).

Political change and the Mayor’s “Listening Campaign” – Annual IDP Budget 2003/4

A political and institutional change emerged in the governmental structure when the ANC and NNP took over control of Council from the Democratic Alliance in November 2002. By December 2002, Council had adopted a new strategy. Its focus shifted to a more people-centred approach by involving the public in decision-making.

The first round of the Mayor’s Listening Campaign (MLC) – March/ April 2003

The first round of the public participation process that was led by the Executive Mayor of the City of Cape Town began 5 March 2003 and ended 1 April 2003 (City of Cape Town, May 2003). This campaign can be seen as a ‘top-down’ process as the organisation was

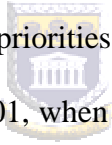
done by the highest office in the Council. The logistical problems such as transport and communication, which had contributed to low attendance at previous sessions, was resolved when transport was made available to people from disadvantaged communities. There was also an improvement to the method in which the participation process was communicated to the communities.

The MLC was well advertised. Advertisements were published in almost every daily newspaper as well as the Cape Town weekend newspaper, including the local newspapers such as the weekly Metro Burger. Advertisements on posters were highly visible and pamphlets were handed out to communities timeously. The citizens of Cape Town were lobbied to attend the sessions and they were also encouraged to make comments by means of faxes, e-mails, and telephone calls. The attendance at the first round of the MLC in the three Sub-councils held in March 2003 was as follows: 565 people plus 150 children attended a joint session held for Sub-councils Two and Three (6/3/03); 410 people attended the meeting in Mitchell's Plain (12/3/03) and 917 attended a joint session held for Sub-councils 13 and 14 in Khayelitsha (18/3/03). About 4 827 submissions were received with a total of 9834 comments.. The issues and needs that were raised were similar across the Cape Metropole. About 12 000 people participated in the process – this included individuals, members of civil society and NGO's. In terms of logistics, this session was well prepared to address the concerns of the public, because senior officials of the various Directorates, wards and proportional representative council members, and either the Mayor or the Deputy Mayor, were present at these meetings. Comments were captured in order of priority during the “Listening Campaign” and are shown in Table 5 as follows:

Table 5: Needs raised by communities during the Mayoral Listening Campaign

1 Housing	14.9%	11 External Stakeholders	3%
2 Economic development	13%	12 Water	2.8%
3 Policing	12.6%	13 Transport	2.8%
4 Social development	10.4%	14 Rates & Billing	2.8%
5 Social facilities	7.7%	15 Listening campaign	2.5%
6 Solid waste	5.9%	16 Political level (problems with councillors)	2%
7 Health	5.1%	17 Environment (pollution, waste removal)	1.6%
8 Admin/Staffing	4.1%	18 Land use & planning	1.3%
9 Electricity	3.5%	19 Emergency services	0.5%
10 Roads & stormwater	3.3%		

SOURCE: (City of Cape Town: IDP Review 2003/4)

Table 5 illustrates the needs (in percentage) raised by communities during the MLC by order of priority. Previous research mentioned in the study, namely the Community Needs Analysis done in 2001 by the Environmental Department of the Cape Metropolitan Council Administration, confirms the  priorities identified by Council in Table 5 (see above). It therefore means that from 2001, when the research was conducted, up to 2003, there has been no change to the social problems which confront the City Council. The issues listed in Table 5 give a clear picture of the social disadvantages which confront the communities of Cape Town.

After March 2003, the Executive Committee adopted a strategy according to the communities' principal needs which had emerged from the "Listening Campaign". As a result, a change in the criteria that guided service delivery was adopted on 15/16 April 2003. Subsequently, the annual budget of Council was significantly altered and it was evident that there was a financial backlog due to the re-prioritisation of the needs. (See Table 6 on budgetary allocation in the four Sub-councils in the SWOT analysis).

Institutional Changes after the first round of the Mayoral Listening Campaign

According to the IDP Review 2003/4, the City of Cape Town adopted a formal approach to good governance in April 2003, the aim being to improve Corporate Governance, and with the focus on ensuring sustainability financially, environmentally and socially.

Council adopted the executive Mayoral System at a meeting on 11 June 2003, thus replacing the collective executive with an 'Executive Mayoral Cabinet' as explained in the Municipal Structures Act (Act 117 of 1998). In addition, the 16 Sub-councils were increased to 20 Sub-councils. The changes to and the increase in Sub-councils were according to demographical boundaries – this meant that wards were also changed. The changes to demarcation served to increase the integration of population groups in line with the service delivery objective and the 'new' paradigm of developmental local government.



The second round of the Mayor's Listening Campaign June 2003

It was evident from an observation by the researcher that at all the MLC meetings, the importance of the IDP was raised and communities were encouraged to take part in public meetings called by Council in order to be updated on issues relevant to their lives. Clearly, the purpose of this round was to increase the legitimacy of Council and the budgetary process by marketing and by encouraging people to buy into the process. The continuation of public participation was encouraged as communities were urged to be involved in the Ward Committee Meetings which were due to be held from September 2003 and also to attend the next round of the public participation process that was about to start in October 2003. Common to the budgetary process is a shift towards genuine service delivery to the disadvantaged areas. In addition, the contribution from provincial

and national government to the Urban Renewal Programme for Khayelitsha and Mitchell's Plain, was highlighted as a positive goal for future local development.

Meetings were held in June 2003 and once again at this round, crime, housing, unemployment and health came out strongly as burning issues on the communities' agenda. The attendance by communities during this Cape winter month was as follows: about 267 people attended in Khayelitsha; 267 people attended in Mitchell's Plain and 304 in the Kraaifontein/ Durbanville area.

Opposition politics cannot be ignored in this process. Some of the members and supporters of the Democratic Alliance (DA) severely and vigorously opposed the 2003/2004 budget by protesting outside the meeting halls with pamphlets, encouraging people not to support the proposed budget Annual IDP Budget of R10,1 billion of the ANC/NNP-led alliance council. None of the DA council members attended the meetings of the budgetary processes (June 2003), while the ANC/NNP-led alliance served to highlight the purpose of the alliance for future co-operation and achievements compared to what was achieved during the previous era of the opposition party (DA-led alliance).

Through this process, it was evident that the City of Cape Town, for the first time, had begun to prioritise community needs by adequately implementing the legislative provisions set out in Municipal Systems Act (32 of 2000) and by encouraging debate, the participation of communities and the establishment of structures to improve service delivery.

Beside the improvements in service delivery mentioned by the communities, the City of Cape Town, in its Mid-Term Report (June-December 2003), stated that through listening

and communicating with communities, the city leadership is able to ‘know the city and its residents better’. The city leaders are assisted by a new centre of information and knowledge, a web-based resource that gives community services directorates up-to-date information about facilities, resources and community needs at suburban level. In addition, this initiative improves responsiveness, strategic planning and enables better service delivery to the communities of Cape Town. A number of successes have been achieved after the public’s participation in the IDP such as the delivery of basic services and budgetary increases to poor areas. Through a more co-operative relationship with the provincial and national governments, social programmes such as welfare grants, public works programmes and sectoral training for communities have been initiated in order to alleviate poverty and unemployment.

The current budgetary period 2004/2005



An interview with an official from the Department of Public Participation was held on Tuesday 19 October 2004 in her office in the Paul Sauer Building in Cape Town. The purpose of the interview was to gather information on public participation in the IDP for this year, 2004.

The interviewee stated that public participation for the budgetary period 2004/2005 was conducted through sectoral meetings with six sectors from 18 March 2004 till 30 March 2004 with a budget of R1 150, 00. These sectors were: established business (18/03/04); small, medium and micro enterprises (18/03/04); women (23/03/04); youth (23/03/04); organised civil societies (30/03/04) and faith-based organisations (30/03/04).

Communication

Communication with these sectors was conducted telephonically with representatives of the various organisations listed on the City's database. Advertisements were published in the newspapers about seven days before the commencement of the first session. The events were advertised by means of radio interviews, posters, banners and pamphlets. In addition, all organisations which were not listed on the City's database, could communicate telephonically with the call centre or per fax to request representation and IDP summary documents. IDP summary documents were sent to the various listed organisations so that they could prepare themselves for making informed inputs at the meetings. These documents were also available for scrutiny at public libraries, local council offices and town halls. Ward councillors assisted by gathering views from sectors and community members in the various wards on issues to be discussed at the cluster meetings.



Community needs analysis

Organisations were also requested to forward their views on various issues and community needs through the call centre or per fax to the IDP Office. These issues would then be discussed at the cluster sessions. The purpose of the cluster meetings was to review the IDP summary document and to ensure that community needs, which were raised at previous IDP meetings, were listed. These meetings could address outstanding community needs not listed in the IDP summary document and could give input as to how services should be delivered. The idea of the sessions, according to the interviewee, was to align the IDP Budget with the service delivery needs of the communities of the City of Cape Town. The Annual IDP Framework outlined six strategic points which were to be achieved for the next three budgetary years. These six strategic points, according to

the City of Cape Town (Annual IDP Framework 2004-2007) are: sustainable job creation, competitive advantage, access and mobility, the improvement of existing settlements, the development of urban core and a cohesive self-reliant community.

Final approval process of the IDP Budget for 2004/2005

To enhance participation in the revised IDP Budget, the City of Cape Town made available a complaints and comment hotline (0860440441 or idp@capetown.gov.za) to the citizens of Cape Town. Comment boxes and summaries were made available at citizens' contact points so that the public could give input on the revised IDP Budget up until the 19 May 2004. The comments would then be given consideration by the Mayoral Committee. By the end of May 2004, the IDP Budget was advertised and published on the website for public comment. Reports and schedules were submitted to the national treasury and local MEC on the 14 June 2004. To comply with service delivery payment objectives, an opportunity was also given to communities to raise objections to the rates increases considered by Council up until 23 June 2004. The Council of the City of Cape Town approved the 2004/2005 IDP Budget at the end of June 2004 (see also City of Cape Town: Refinement of revised IDP Budget 2004/2005 time lines).

Views of the officials of the City of Cape Town

The research was conducted by using the semi-structured interview method and consisted of two parts: firstly, 14 officials from the City of Cape Town who were involved in the public participation process with the communities in the four Sub Council under discussion, gave their views and secondly, the members of the communities in those same areas, gave their opinion. (See Appendix I for interview questions and Appendix II for names of interviewees). Interview questions were classified according to two specific

focus areas, namely a municipal focus from an internal perspective and a community focus from an external perspective.

Roles and functions of interviewees

Interviewees have a diverse role, but ultimately they all focus on community upliftment. The role of Social Development Officers and Development Facilitation Officers is to facilitate public participation as well as youth, gender, and early childhood development, in their areas of jurisdiction. But the officials with the same portfolio who were responsible for the Kraaifontein area stated that their major functions included liaison in physical/structural development such as housing development, planning for open spaces and recreational structures. Their colleagues in Mitchell's Plain and Khayelitsha, however, found that they focused mainly on human development and not liaison. The Area Managers in the Sub Councils primarily have to execute a governance function of control and to manage municipal activities in the Sub Councils. These Area Managers implement decisions made at the Sub Council monthly meetings and direct the communities' requests to the relevant municipal departments.

Opinions on the change approach of local government

Most of the officials are of the opinion that the development approach to local governance is a change approach. The common phrase that was uttered was that developmental local government seeks "to eradicate the backlogs of the past or to redress the imbalances of the past". One of the Social Development Officers, a Doctoral Student at the University of the Western Cape (probably studying public management), correctly stated that the council's mandate is to promote good governance to which participatory democracy is central. The interviewee further stated that a legal requirement of council is

to adhere to local government legislation, in particular the Municipal Systems Act (Act 32 of 2000) that focuses on local governance. A second interviewee, who was studying a Masters in Public Administration at the University of the Western Cape, echoed the views of the previous interviewee by saying that the change approach within local government brought with it elements of good governance. These included: the involvement of communities in decision-making; the access of communities to information; a high level of accountability by municipal officials and the need for consultation regarding the type of service delivery. Another official, a Sub Council Area Manager in Khayelitsha, is of the viewpoint that developmental local government “brings government closer to the people and by way of community interface, resolves people’s problems”.

Views on the importance of participation in their daily function

On the question of where participation is placed on the officials’ agendas, the comment was that “participation becomes a necessity and every activity is linked to it”. Participation is therefore highly valued and is a key element in the development process. The officials points out that project development cannot be applied without the community’s involvement. One of the officials went on to say that participation in its current form requires administrative and political will and bias towards the poor.

Community concerns

Community concerns raised at the IDP public participation meetings were that communities in Khayelitsha in general faced abject poverty and that the area is in a disastrous state. Interviewees who work in the Khayelitsha area agree that unemployment, crime, housing, health (TB and HIV/Aids) and access to basic municipal

services such as water, electricity and sanitation, are the burning issues. The Area Manager for Sub Council 10 raised some very different concerns. The official says that urban livestock farming in Khayelitsha needs serious attention. Farmers do not have adequate crawls to keep their livestock and livestock are moved through building structures across the streets in an attempt to seek open land for grassing. The official is of the opinion that these livestock, which are found close to living spaces, contribute to the health problems in the area. Problems of community concern in the Mitchell's Plain area are: a high crime rate and rent arrears. Local Economic Development (LED) is also mentioned as a need for alleviating poverty and unemployment. In Sub-council Three, two Kraaifontein areas - Wallacedene and Bloekombos, are informal settlement areas which face similar problems to those in Khayelitsha, while in Scottsdene and Scottsville, as sub-economical areas in Kraaifontein, the concerns which were raised are housing, crime and rent arrears. In Durbanville a high-income area, problems such as safety, grass-cutting and street cleaning are the major issues of concern.

Mechanisms promoting public participation

Currently the city does not have IDP Representative forums such as the Reconstruction and Development Forums to promote public participation. Development Forums, which consist of various clusters such as Youth, Gender, Street People's Forum, Arts and Culture, a Religion and Police Forum, operate in the City of Cape Town. In Khayelitsha and Mitchell's Plain, public participation is promoted through the Khayelitsha and Mitchell's Plain Development Forums, which consist of similar clusters to its mother body, the City's Development Forum. Monthly community meetings take place in every ward even though the wards are not yet officially established. Monthly Sub-council

meetings, which are open to communities, could also be viewed as an organ to promote participation in all Sub-council areas.

IDP as a developmental tool

There is an overall agreement that the IDP is a developmental tool because it requires community involvement in the formulation of budgets, it puts greater emphasis on participation and is a vehicle to address community needs. To quote the views of a Development Facilitation Officer assigned to the Mitchell's Plain *verbatim* on the community's perception of development: 'You know Mr Mac Kay, I am very much concerned about the level of the community's understanding of participation in development. These people thought that the IDP is a project that delivers handouts such as 'food parcels' and establishes 'soup kitchens' or 'needle work groups'. But what we have to do is to train the communities and empower them with the facts on governmental issues and their rights'.



Who attends public participation meetings?

Poor people, those loyal to political organisations and those individuals who are organised by those political parties, mainly attended the public participation meetings. Also, those organisations which are well organised such as those in the Durbanville area, attended the meetings. Also, if the meetings were held nearby, it would attract attendance by individuals from all sectors of society. Furthermore, individuals who normally attend public participation sessions are the ones with a vested interest and therefore want to articulate concern about a specific need.

What causes the low rate of public attendance at IDP meetings?

Many issues contribute to the low rate of attendance. On this question, interviewees opened up a whole can of 'worms'. For instance, an official from Social Development maintained that the community is apathetic towards council and ill-informed on what the IDP is all about. The other Senior Social Development Officer echoed his views by stating that politics in Mitchell's Plain added to the low levels of attendance because the political parties and organisations to which communities are aligned are not co-operative and this causes in-fighting and disunity amongst members. An additional factor is that meetings are advertised in newspapers and many communities do not have access to newspapers or they are illiterate. Also, council officials are unable to facilitate conflict and to resolve tensions amongst the political factions and the community. Poorly designed advertisements, an unorganised civil society and an inadequate database in the Kraaifontein area were contributory causes to low attendance at public participation meetings. A community member in Mitchell's Plain says that the reason for poor attendance is that it is the council officials and not the community councillors, who determine agendas for public participation in the IDP. An official in Mitchell's Plain proposes a programme of continued civic education to inform Cape Town communities about the purpose of IDPs.

Difficulties and obstacles which hinder the organisation of public participation meetings

From the outset, it was clear that public participation meetings are not easy to organise. In Mitchell's Plain for example, beside the in-fighting in the Mitchell's Plain Development Forum (MDF), there is a difference in opinion between the ANC/NNP alliance and the DA as to how meetings should be constituted. The Development Facilitation Officer who sits in the City Centre in Cape Town and who has been assigned

to the Mitchell's Plain area since 1987, highlighted the vastness of Mitchell's Plain which comprises six suburbs (Tafelsig, Beacon Valley, East and Westridge, Lenteguur, Rocklands and Strandfontein). The officer explains that it is impossible to effectively execute public participation sessions. For example, it is difficult to arrange for a meeting to be held in Rocklands and successfully manage to persuade community members and organisations throughout the vast area of Mitchell's Plain to attend this specific meeting. Furthermore, a shortage of staff makes it difficult to facilitate development in Mitchell's Plain. Currently there are only two officials responsible for community development in the Mitchell's Plain area while five individuals were appointed by the council to facilitate community development in Khayelitsha. The notion of the vastness of the areas is captured by another officer who lamented that in 'general terms the demographic gaps and the large social gaps' contributed to the fact that community meetings were difficult to organise. The officer further commented that communities participate based on their capacity and the vulnerability of the community due to its dependency. The IDP needed to have a high level of understanding about local governance – this factor facilitated the successful organisation of public participation meetings for the IDP.

Officials from the Khayelitsha area, however, were more positive about the successful participation of communities. These officials argued that in Khayelitsha, public meetings were easily organised and with great success. Tensions and destructive differences of opinion are non-existent in the area. Representative meetings are held in Wards prior to public meetings which are advertised on posters and loudhailers timeously. Community organisations and ward clusters seem to be more united towards a common goal. One of the officials joked by saying 'our work is made easier than in any other area because only one political organisation rules in Khayelitsha'. The official also stated that community

leaders at grass roots level are very loyal to the political party which is also in control of governance affairs in all the wards in Khayelitsha as well as the council. In conclusion, officials from the Sub-councils, the Social Development Directorate and the Directorate for Transformations claimed that they are the ones best placed and mostly responsible for co-ordinating public participation.

Budgetary differences addressed through public participation

Considerably less money was allocated to poorer areas than to the high income areas before the 2003/2004 budgetary period. One of the officials made a shocking observation –the ward allocation to the ward control by the ward councillors and deputy Mayor (DA member) in Sea Point in 2002/2003 was higher than the allocation for all of the 12 wards in the Khayelitsha. The highly disproportionate budgetary ward and Sub-council allocation is addressed by the current leadership (ANC/NNP alliance) of the City of Cape Town for the budgetary period. An attempt is made to listen to community needs by conducting well-organised meetings before the formulation of IDP budgets. Present at these meetings are senior officials and politicians from council.

Prospects of the Mayoral Listening Campaign (MLC)

Almost all the respondents who were interviewed expressed their appreciation for the Mayoral Listening Campaign (MLC). One argued by saying that ‘a programme of this magnitude is long overdue’. The MLC was needed to understand first-hand the problems faced by communities in order to compile a proper needs analysis as required by the IDP. The programme highlighted the frustrations of communities, which had built up over the years. One of the officials said that since the implementation of the MLC, funding for social development projects had increased such as the youth and gender development,

poverty alleviation programmes and early childhood development programmes. Important to the development debate, the official added that funds for education for youth and gender were significantly increased after the MLC. The MLC seeks to plan by listening to the people first and thereafter to allocate funds according to the needs and scope of areas. The MLC meetings held in Mitchell's Plain and Khayelitsha were useful in addressing the needs analysis of the Urban Renewal programme. The interviews on this matter did not end without a critique of the MLC. An official, who was very frustrated, said that the MLC was conducted to too large an audience. Consequently, efficient learning about what the IDP means could not take place, the expectation by communities is high and lastly, pressure is exerted on officials to address community needs. Another official complained that 'there is no continuity because we are now starting afresh by listening to communities' needs – why could we not deliver on the needs that were previously raised at the workshops and public hearings?'



IDP requirements

On the question whether the city adhered to IDP requirements, it emerged that the officials lack an understanding of the IDP process and developmental local government as such. Officials gave vague answers to this question but in general they argued that the council have listened to the people, needs have been prioritised and service delivery has improved.

Community's views

The semi-structured interview was done randomly in Mitchell's Plain and Scottsdene and asked questions on public participation and service delivery of community needs by the City of Cape Town. The aim was to assess whether community needs had improved

through the public participation process implemented by the City of Cape Town since October 2001.

Service delivery needs before 2001

These interviews were conducted exactly one year after the semi-structured interviews were held with council officials in the areas under discussion. The results show that the same service backlogs still prevail. Unemployment, housing and health seem to be the major problems overall. Illiteracy and lack of entrepreneurial and skills development fall in the second category of the needs analysis profile both before and after 2001 when the ANC-led alliance took control over local government affairs in the City of Cape Town. Beside the previously mentioned needs, certain sections in Wallacedene are without service plots for example, and Mooitrap still encounter problems such as a lack of running water, sanitation and waste removal facilities (refuse bins). The researcher was surprised to observe that something as minor as the provision of space between the shacks dwellings was seen as an improvement in living conditions. One of the women said 'we can now move around in the area and children can play as well'. This space, which provides a sense of relief, was created through the relocation of some of the communities to the adjacent area in Wallacedene.

Accessibility to pre-paid electricity payment points is a major problem. The nearest electricity purchase point for rental dwellers in the Scottsdene Flats are the local Council Offices, which are open during normal working hours from 08:00 in the morning to 15:30. The concern was raised by a group of five males that if the breadwinner or anybody who contributed to the household financially arrived after normal working hours, those families would not be able to purchase electricity. The only alternative is to

hire a vehicle or to walk to the nearest Engen garage. There are times that the computers at Engen garage are off-line, which forces consumers to walk two kilometres to Kraaifontein. Communities at the Maisonettes and the sub-economic houses in both Scottsville and Scottsdene, also battle to find access to pre-paid electricity outlets. The households in Scottsdene purchase their electricity from a local shop, namely Everest. This shop opens at 10:00 in the morning and closes at 19:00 during the week but is open for electricity purchases until 18:30, until 17:00 on Saturdays and until 14:00 on Sundays. There is no alternative outlet for electricity purchases for the local communities living in the sub-economic houses unless these communities go to North-Pine Engen garage in Kraaifontein. Closer to Scottsdene at the informal settlement in Wallacedene, illegal electricity connections are common in sections where plots exist but in other sections in the same areas, many do not have the privilege of electricity. Paraffin stoves are the only available option for cooking.



Changes in the approach to service delivery and the addressing of needs through the IDP process

Through the IDP, many community needs are addressed. Community members appreciated the progress made on refuse removal and the cleaning up of the area in Wallacedene, Bloekombos and the broader Kraaifontein after airing their views at IDP meetings including the MLC. Mixed reactions were received from communities in the Scottsdene area and Mitchell's Plain. Communities in the Scottsdene and Scottsville areas said that the big dumping bins are to be replaced and that wheelie-bins were to be allocated to each household in the near future. As an answer to the refuse removal problem in the area, household refuse could now be dumped as needed in wheelie bins at a refuse cage close to the flats. The Flats Committee appointed an unemployed person,

residing in the flats, as a flat cleaner. The role of the flat cleaner will be to manage the cleaning of the refuse cage. However residents complain that the streets are still dirty. Council's call-out reaction for basic needs such as electricity, water pipe leaks and drain blockages is very satisfactory but the problem of stormwater blockages after heavy rains needs to be addressed. The free issue of electricity units from council to the communities is highly appreciated by the communities in Mitchell's Plain and the broader Kraaifontein areas accept certain communities in Wallacedene and Bloekombos.

Indigent policy

A former member of the Scottsdene community, who was a former Mayor of Scottsdene in the pre-interim phase of local government restructuring, spells out the criteria of the indigent policy. The respondent explains that the total income of a household is calculated and if it is more than R800, the owner's application for service and rental discount is rejected. However, one of the tenants of a rental flat in Pescodia Court in Scottsdene said that the indigent policy added to the improvement of their family's life because due to their low household income, they only have to pay R150 per month for services and rental. One of the council's officials, a Manager responsible for the arrangement of arrears of service payments echoed this by adding that poor households, those receiving disability grants or pensioners could receive a discount of up to 100%. To emphasise the point, the officials said that some households only have to make a monthly payment of R10 if they meet the criteria of the indigent policy. An official was then asked the question: are there a lot of poor people who fall into the monthly income group of less than R800 per month and does this not lead to a financial loss for council? The official was vague in his answer but politely stated that 'not many people are aware of the

benefits of the policy because of the lack of communication by council and or the councillors’.

According to community members in Kraaifontein and Mitchell’s Plain, the long-awaited problem of rent arrears, which stems from the ‘*Campaign against the apartheid councils*’ from the late 1980’s up until the early 1990’s, had been partly resolved. The Manager at the council’s office who deals with arrears payments in Scottsdene and a proportional representative councillor in Mitchell’s Plain explained that only arrears on rent and not services from 1994 up until the end of June 1997 had been scrapped and that a further concession had been made by council by scrapping rent arrears from 1 July 1997 until June 2002 on a R1 on R1 basis (council contribute R1 for every R1 paid by the tenant). Despite the positive steps taken by council, community members still believe that the arrears owed for service charges and property rates, which does not form part of the arrears scrapping strategy of councils, is more than the rental issues which council has attempted to resolve. The community argues that the annual increases in services and rentals still make their lives unbearable.

Community organisations involved in addressing social needs

Organisations active in local government issues in Wallacedene and Bloekombos are the Imasizake Youth Forum, the Health Caring Network (adult and home-care), the Infant Care Group (maternity and babies) and the Treatment Action Campaign (HIV/Aids care and treatment). The Unemployed Organisation, active in the Scottsdene area, is well organised. Members of the organisation are listed at the Western Cape Trade Centre and registered as Close Corporations at the Department of Trade and Industry to tender for local jobs created through the council’s development projects in the area such as the

renovation of flats (stairs, gutters, painting etc) fencing, road and street constructions. Skills development workshops and finance application through small business entrepreneurial sectors, are currently being arranged. This is not the case in Bloekombos and Wallacedene where there is a lack of co-ordination in business development.

Sharing of information to empower communities

Leadership of political organisations in the area blame the Councillors for not sharing information with them. The view of a member of the Youth Committee in Mitchell's Plain, supported by three other community members, said that they do not know their ward councillors and that these councillors are not working with the communities, although legislation required it. They said that housing delivery problems overshadow community meetings and that entrepreneurial development issues are not raised at these meetings. Not many empowerment projects are in operation in these areas, except for a Needle Work Project in Scottsdene involving unemployed women from Wallacedene and Scottsdene. In Bloekombos, empowerment projects are managed by women and funded by the Mayor of the City of Cape Town. These projects include vegetable gardening, soup kitchens and clothing.

Service standards

Various community members highlighted the unethical behaviour of council officials concerning service delivery. They commented that attention is given only to complainants who raised concerns about a particular service at formal meetings. On one occasion, a water pipe that had leaked for more than a month was only repaired the day after the meeting when the complaint was voiced. The other community member, a school teacher at the Senior Secondary School in Wallacedene, but resident in

Bloekombos, said that the service delivery policies of council is applicable only to those who complain, who are informed and who make use of their rights to service delivery. The schoolteacher said: 'I personally launched an enquiry about the free units of electricity and water, which are issued by the City of Cape Town to all households in the city's area of jurisdiction. Many of the communities in Bloekombos are not aware of this benefit and have therefore not requested it. You know what, only the complainants receive the free services of electricity and water as promised by the President, while the rest of the residents are neglected.'

Health services are another problem that need serious attention. This point is emphasised by a HIV/Aids Councillor in Kraaifontein, and confirmed by a councillor from one of the political parties in Mitchell's Plain. A shortage of medicine and medical practitioners at the clinics, high numbers of attendance, and the large amount of people requesting medical assistance, contributed to the problem of inadequate service delivery.

Suggestions

Positive suggestions made by some of the community members. A community member involved with the Community Research Group in Mitchell's Plain, suggested that council should involve the community or members of organisations in decision-making on resource allocation through training and networking programmes in order to reach out to other community members and resource centres throughout Cape Town. The councillor from Mitchell's Plain proposes that to improve job creation, every type of service, either from public or private enterprises, should be rendered by people living in the area, in other words by local people.

Conclusion

Integrated development planning is a complex process that requires high-level knowledge and understanding. The interview process has demonstrated that huge backlogs still present major challenges to service delivery to the poor communities of Cape Town. The question that one could ask is: How could people participate effectively in a process that they do not understand and what impact would their presence have on the participation process? The effective application of the building blocks of development could be an answer to this question ie it is important to enhance participation in the IDP to ensure effective service delivery. Although legislation stresses the importance of public participation in IDP's, communities should understand the process in order to make constructive contributions to the development planning processes and thereby improve their own living conditions.



CHAPTER 6

A SWOT ANALYSIS OF PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS OF THE CITY OF CAPE TOWN

Introduction

The SWOT Analysis is an analysis method that is derived from strategic planning. It is an acronym that represents the following: *S* stands for strengths, the *W* for weaknesses, the *O* for opportunities and the *T* for threats. The analysis was done based on the views of the respondents - mainly council officials involved in the participation process. The analysis is a reflection of the interviewees' responses and is comprised of the following sections: strengths, weaknesses; opportunities and threats to Council.



Strengths

The Mayor's Listening Campaign (MLC) partly met the criteria for public participation because the disadvantaged communities attended the public participation meetings in large numbers. Improvements to logistical arrangements have been noted such as transport provision for the poor and needy, proper notification and the presence of Executive and Ward Council Members, as well as senior officials. The MLC had a pro-poor agenda. Most of the MLC meetings were held in poorer areas with the emphasis on 'listening to the poor'. This 'agenda' mainly focused on addressing the historical past of the disadvantaged citizens of Cape Town.

Table 6: Capital budgetary allocation per Sub-council

SUB -COUNCILS	AMOUNT PER TERM 2002/2003	AMOUNT PER TERM 2003/2004
	DEMOCRATIC ALLIANCE	ANC/NNP ALLIANCE
3 now 2 (Brackenfell/Kraaifontein/part of Kuilsriver)	R 73, 041, 859	R 32, 140, 781
12 Mitchell's Plain	R 3, 185, 000	R 43, 029, 064
13 now 9 Khayelitsha	R 2, 788, 000	R 74, 766, 020
14 now 10 Khayelitsha	R 41, 154, 925	R 41, 754, 158

SOURCE: (City of Cape Town, Annual Budget 2003/2004)

An increase in the budgetary allocation by Council to Sub-councils after the MLC of March/April 2003 is illustrated in Table 6. This substantial increase to the poorer areas such as Mitchell's Plain and Khayelitsha, highlights the intention of Council to address the basic needs of communities in these areas. This increase depicts the 'pro-poor agenda' of Council. The decrease in the capital expenditure for Sub-council Two is due to the fact that the greater part of Durbanville/Morning Star and Fisantekraal no longer falls under Sub-council Two but within Sub-council Three, together with Goodwood/Parow and the greater Bellville area.

Strong political and administrative will is displayed by the political leaders of the City of Cape Town in their endeavour to bring Council closer to communities. This ultimately forces officials to implement the IDP programme. Communities for the first time have had the opportunity to 'air' their views to senior officials and City leadership on issues of community concern.

Civil society organisations are well organised in the Khayelitsha Sub-councils and in the Mitchell's Plain Sub-council areas. Development Forums exist in both Khayelitsha and Mitchell's Plain - these operate as 'umbrella bodies' to facilitate community participation

in development. The community selects the leadership of these ‘bodies’ out of their own communities. Various sub-committees are incorporated into development forums – these include committees concerned with the youth, women, the disabled, health, education, housing, crime and local business. Monthly meetings held by the Executive Committees of the forums offer an opportunity for complaints to be launched and for information to be shared on current and future developmental activities in the Sub-council areas. Both the Mitchell’s Plain and the Khayelitsha Development Forums are actively engaged in the Urban Renewal Programme which seeks to address poverty and unemployment in both areas.

Ward committees operate effectively in the Khayelitsha Sub-council areas despite the fact that the Ward Committee system has not even been officially implemented in the City of Cape Town. Sub-council meetings as well as the Khayelitsha Development Forum Meetings, are well represented by Ward Committee Structures. Problems of community concern are resolved through the monthly structure meetings held by the Ward Forums. Leaders of the Ward Committees in the Khayelitsha area took ownership and responsibility for improving their lives through constructive contribution to local government activities. Monthly Sub-council meetings are conducted in the Sub-council areas. These meetings are open to all communities and civil society organisations. The purpose of these meetings is to deal with community-related concerns and issues for recommendation to council. Public complaints are dealt with at these meetings and forwarded to the line management of the various departments (multisectoral). But the same are not happening in Sub-councils 12 in Mitchell’s Plain and the Kraaifontein Sub-council 2 (the greater part was previously Sub-council 3).

Clusters meetings held for the 2004/2005 period allowed community representatives to influence the annual budgetary process by making recommendations. They were also involved in the discussion as to how services should be delivered in future.

The strengths outlined in this thesis illustrate that effective service delivery is possible through meaningful public participation in order to improve the living conditions of the disadvantaged communities of the City of Cape Town. The Council must continue to build on its strengths by facilitating effective public participation, develop leadership potential and organise civil society at local community level in order to achieve effective service delivery.

Weaknesses

Public participation is not driven or facilitated by the IDP Directorate but by the Transformation Directorate, assisted by Directorates, Social Development and Sub-councils. The IDP Directorate does not have the capacity or the human resources to execute the IDP programme. Thus, the alignment of the programme with other activities is non-existent. Therefore the evaluation and monitoring of the IDP will not be successful. Data on views raised by the communities and needs prioritisation is captured by the Transformation Directorate and not by the IDP Directorate. The question can be asked: who is really responsible for the co-ordination of the IDP of the City of Cape Town? Apart from the assistance of Community Development and the Liaison Department at the Social Development Directorate, the Transformation Office which manages public participation, does not have the capacity to drive the participation process by engaging actively with communities at local level. There are in fact no real institutional structures to co-ordinate, evaluate and monitor the public participation of

communities in the IDP process (see current and proposed organigram in Appendix III and IV). It therefore means that the City of Cape Town has not fully complied with the institutional arrangements as explained by Houston (2001: 212-213). (See also Public Participation Strategy Plan for the IDP on page 76). Hypothetically, it means that if the City of Cape Town finds it difficult to properly implement the IDP, then the challenge of delivering services effectively will not easily be overcome.

Signs of conflict in roles and responsibility were evident as both the interviewees of the Sub-councils and the Social Development Directorate view their Directorates as the most responsible organs to promote public participation. On the other hand, the Transformation Office claims responsibility and accountability for the process but lacks the facilitation or co-ordination. Council officials in the Transformation Office who are responsible for public participation, do not have the necessary experience to drive the process. In addition, the two Public Participation Practitioners are unskilled, lacking the required training and knowledge of public and development management methodologies which are needed to assist them in functioning adequately.

A lack of communication and co-ordination of logistics during the IDP's participation sessions was apparent in the first two years of the process. The MLC does not inform the IDP nor does it meet the IDP prescriptions as explained by the (DBSA, 2000:6 and SAAPAM, March 2001: 71). Although senior officials and politicians have been more supportive of the process than previously, the MLC adopted a top-down development planning approach. Given the fact that the process was arranged at the Mayoral Office, not a single community organisation or individual member of the community was actively involve in arranging meetings or making input as to how the IDP should be

conducted. Not a single community organisation or NGO participated in the assessment of the two MLC's on the form of public participation, the community needs analysis or the way forward regarding budgetary alignments. Popular participation was supposed to be the main priority. However, the MLC attempted to mobilise the community into supporting the IDP programme without explaining the programme to the communities. This process took place in the form of mass meetings. As in the previous years (2001 till 2003), the MLC did not explain: the state of affairs to communities; what the purpose of the IDP is; how the IDP evolved; what benefits the IDP offered if communities were to participate in the process and what could happen if they were not to participate in the process. The first round of the MLC focuses on needs identification ie. 'what to budget for', while the second round seeks to achieve the acceptance of the proposed draft budget of 2003/2004, in other words '*what* is being budgeted for or how much is being allocated for *what*'.



A lack of continuity in the MLC is observed, as the second round of the MLC shows a decrease in attendance by communities at the public participation meetings compared to the first round of the MLC. It therefore shows that the officials did not focus on improving the facilitation of the process. Additionally, the public was discouraged from involvement in the IDP process for the 2004/2005 budgetary year but the emphasis was rather put on cluster meetings. This approach led to a downward trend in participation when compared with the first round of the MLC.

Very few public participation meetings of the Sub-councils were held during the MLC. One meeting per Sub-council with a community of more than 20 000 people is not

enough and in some instances joint meetings were held at Sub- Council level, for example Sub-councils Two and Three and 13 and 14 met jointly.

Civil society organisations were visibly absent at almost all public participation meetings held in Sub-council Three (Kraaifontein/Brackenfell/Durbanville) (now Sub-council Two and Three) both at the workshops and the public hearing processes. Interviewees who were involved in the IDP public participation process are of the opinion that 'either these organisations do not exist any longer or they are not properly informed or organised'. The lack of trust in the relationship between Council and its communities, an inadequate database of community organisations, the availability of free transport in the first two years of the IDP process and the lack of proper communication can be seen as the major problems that led to the low attendance by civil society organisations at these meetings.



The public participation process did not receive the necessary co-operation from the Financial Directorate, as it was not prepared to explain the Draft IDP Budget to communities during the 2001/2002 and 2002/2003 budgetary periods. Also, this Directorate did not change its traditional management style to the new participatory style of budgetary planning for the budgetary period 2001/2002 and 2002/2003. Serious questions were raised by communities in Mitchell's Plain and in the Kraaifontein area about the scraping of Rent Arrears and problems pertaining to service payments and these questions could best be answered by the officials of the Finance Departments. Therefore, a lack of understanding of the new vision of developmental local government was evident.

Public officials involved in the process lacked facilitation and presentation skills. These officials were not adequately trained or informed about Developmental Local

Government, the IDP process or participation and performance management. Nor could they break the cycle of fear and uncertainty by encouraging debate. When confronted with questions, these officials could mostly not provide answers and they either deviated from the question or shifted the blame to the departments responsible for the particular service. As a result, participants did not receive much new information due to the incompetence of officials and community input to the process was therefore limited. What was evident through from the process, was that Council wanted to sell the public something by seeking its co-operation but simultaneously, Council wanted to dominate the decision-making process of the IDP.

Local communities are not well organised and as a result their impact on the process is minimized. They could not claim their right to information but instead had to rely on leadership to lead the process. Most of the community organisations are non-existent but are still represented by so-called leaders without community consent.

Ward meetings or local development forums dealing with the IDP do not take place at the supposed level.

Communities are not even aware of the fact that they have to be present at Sub-council Meetings nor are they aware of the existence of Sub-council meetings as a participatory organ.

Council members are not actively engaged in community issues as complaints about their non-performance were raised at almost all the meetings.

Communities are poor and cannot afford to attend meetings or gatherings late at night at venues far from their homes, thus the attendance at meetings is often poor.

As a result of poor communication strategies, Council did not properly inform communities about meetings during the 2001/2002 and 2002/2003 budgetary periods, nor were they effectively mobilised by community leaders and council members to take part in the process.

Services are still delivered on the same level as it was prior to December 2000. Racial boundaries in service delivery still exist and attitudes of management have not yet changed. The method of waste removal is disproportionate because solid waste is removed on a weekly basis while Big Dumping Waste Bins are used in other areas. In Wallacedene and the Municipal Flats at Scottsdene, the Big Dumping Waste Bins are only removed once a week or when the need arises.

The final phase of municipal restructuring in developmental local government is due to end in 2005, just after the next local government election. Institutional weaknesses such as the bad organisation of public participation, the confusing roles of officials involved in the IDP process, role conflict, lack of communication and inadequate representation of communities are unacceptable in one of Africa's most modern cities. Weaknesses of this magnitude could derail the development objectives of Council in achieving improved service delivery.

The 2004/2005 Annual IDP Budget was conducted on the basis of a 'quick fix solution'. Communities were not informed and only representatives were invited to attend the IDP sessions. There is an overall assumption that these organisations are normally constituted without having annual meetings or general meetings with their constituencies or interested parties. As a result, the large majority of communities is still excluded from

decision-making in the IDP process. Once again, these communities were not involved in the initial drafting of the IDP Draft Documents and only the input of representatives was allowed. Furthermore, council single-handedly determined the needs and the strategy of the IDP. Development requires the involvement in planning processes right from the beginning.

Council did not embark on a learning process relative to the IDP and local governance. Communities are therefore ill-informed about their role in the IDP and their rights on service delivery.

Opportunities

The City of Cape Town finds itself in an environment with huge social challenges and a highly politicised environment. By integrating these two environmental factors, community participation can, as a result, make a tremendous difference in the daily lives of ordinary citizens. The City of Cape Town, with an effective political opposition and watchdog in Council (ANC before December 2002 and currently the DA), will ensure effective public participation in the IDP in future. High on the political agenda of council members and local political party leaders is the question of whether local communities are being consulted on issues prior to their development. This concern increases the prospect of participation in IDP projects in the City of Cape Town.

The establishment of Sub-councils contributes to institutional development because it assists ward structures which do not have the capacity to deal with community complaints at local level.

The fact that Council has adopted the concept of Ward structures, although they are not yet established, can contribute significantly to the notion of the decentralisation of local government. In so doing, Council is effectively promoting public participation.

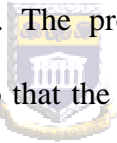
The MLC creates high expectations amongst the communities of Cape Town. Community expectations commonly lead to an increase in participation. The negative connotation is that communities become disillusioned in the long-run if development does not take place or if promises of better service delivery do not occur. But expectations also indicate positive signs in the short and the long-term if communities observe some form of change in the improvement of their living conditions or if development projects starts to take shape in their neighbourhood.

The Summary Report on Public Hearings of the IDP shows that the age distribution of the City of Cape Town reflects a young population, with 27% of its people aged 14 years and younger. About 65% of the population is younger than 35 years old (City of Cape Town, 1 April 2002). Hypothetically, this means that the younger the community members, the greater the prospect that they could take part in local government development initiatives. Sustainability for the IDP programme can be achieved through capacity-building programmes for the youth if local partners in business development are prepared to drive and set up SMME's to enhance local business.

As stated by the interviewees, the Social Development Directorate is viewed as the only Directorate that currently has the necessary skilled and trained staff to enhance public participation at local level. Continuation of this role by the above-mentioned Directorate can contribute towards the objectives set out in Section 152 and the developmental duties which appear in Section 153 of the Constitution of the Republic of South Africa.

The fact that the Khayelitsha Sub-councils operate in ward structures is a positive prospect for the future of development at local government level.

Urban farming in the form of livestock farming in Khayelitsha is currently being highlighted by the Environmental Health Department of the City of Cape Town as a priority that needs to be addressed as a matter of urgency. A policy on this issue will soon be drafted with the consent of communities on issues such as the availability of land for crops and grazing, security, access to finance, health facilities for livestock as well as the monitoring of grazing areas.

The Trading Services Directorate will liaise with ESKOM to resolve the agreement on the policy of Basic Service Delivery.  The problem of unequal service delivery of electrical provision must be rectified so that the areas serviced by ESKOM also qualify for the issue of free electricity as agreed by National Government. An increase in budgetary allocation for Waste Removal is due to be implemented after the outcry of almost all the communities for an improved Waste Removal Policy. During the Mayor's Listening Campaign, loudhailers were used and transport was provided to citizens - this led to an increase in attendance of the poor and the needy.

The City of Cape Town can take advantage of the positive outcome regarding the organisation of ward structures as this increases the potential for a better co-operation with council. This encouraging sentiment could lead to the benefit of both Council and communities as far as service delivery is concerned.

Threats

Grassroots party political leaders and not the community at large, tend to dominate public participation sessions. These grassroots leaders influence public participation meetings by influencing the proceedings either positively or negatively in favour of their own political parties. Often, the rest of the community members have to ‘toe the line’ by following the leader’s views or by remaining silent. Political mudslinging is common at public participation meetings.

The protest of the Democratic Party (DA) outside the venues of the public meetings was definitely not in the interest of good governance; not only was it unprofessional but its loyalty and allegiance is questionable and one wonders whether these council members have the community’s interest at heart or whether the party has a strong political bias.



Role conflict between the Directorates - Social Development and Transformation and the Directorate Sub-councils is evident. No one knows who is really responsible and accountable for facilitating public participation. Both these Directorates claimed public participation should be vested with them, as one of the respondents stated: ‘we are the ones who work with the communities the most and are closest to them’ (See current organigram in Appendix).

Communities are ill-informed about the IDP and its benefits. Communities’ reactions are negative due to the lack of trust in the relationship between them and Council. Mistrust has arisen due to empty promises and the fact that the priorities which are listed by communities at the meetings are not addressed or go unnoticed by Council. Very few community expectations are met during their participation in the process. No feedback

was ever given to communities after the workshops and the second round of the Mayor's Listening Campaign (June 2003) (See chapter 5 of the thesis).

The level of disunity amongst the communities of the City of Cape Town is great. Due to a lack of education and vulnerability, they easily disagree on issues of mutual interest.

Local economic development and lack of a share in the economic resources of the City by its communities, has not ever been properly explained, neither is the private/public partnership lobbying during or after the IDP meetings/workshops. We must note that public participation in the IDP could be improved through the approach of public-private partnerships.

Almost all interviewees suggested that local communities often are not willing to attend meetings or activities or serve in community structures if they do not directly benefit from it or if they believe that it is not in their own interest. According to an interviewee, these community members normally ask: "What will I get out of the process if I take part in it". But as the World Bank (1996: 147) states, 'participation is too often seen as a way of getting poor people to carry out activities or share in the costs, when the benefits are not clear to those expected to participate'. We can therefore assume that the communities of Cape Town, when making the decision whether or not to partake in the IDP, are made on a similar basis as stated by the World Bank (1996: 147).

Council members are not leading the development process in their areas and they give none or little feedback on development issues. Transparency as a development principle is under question as some of the council members play a 'gate-keeping' role by not

sharing information with communities and by keeping it to him/herself for political benefit.

The communities do not receive equal service delivery with services such as electricity. Those who reside in areas maintained by ESKOM do not receive the minimum government contribution of 60 kilowatts as do those communities who reside in the municipal areas. The majority of the White population under research reside in areas maintained by the municipality.

Council members and officials are biased towards their perspective political affiliations. Development is not evenly spread in wards as favouritism overrules ethical standards in service delivery. Community concerns are addressed along political lines. Reddy (1996: 102) warns us by arguing that the newly established local authorities need to craft strong and stable local political systems out of the chaos and distrust of the past. Therefore, the City of Cape Town must try to avoid conflict and adopt a reconciliatory approach in line with national and development policies. The City, therefore, must inform communities in more advanced areas and those in the higher income groups about the realities of the prospects of service delivery without lowering its standards of delivery.

Threats of this enormity as mentioned above, are not a positive sign of institutional development and could negatively affect the service delivery objectives of the City of Cape Town.

The MLC developed an awareness of the IDP through the public participation process as a form of social reliance. Information on budgetary issues was highlighted and this contributed to service delivery improvement. But this process excluded skills

development and knowledge building as an important apparatus of self-reliance, social learning, capacity building and empowerment. We could also argue that social learning did not occur at the MLC because it was evident that input from the communities did not get much attention, however Council's contribution dominated the process.

Conclusion

The study shows that public participation in the IDP of the City of Cape Town was a process whereby Cape Town communities had the opportunity to share a common development vision with council leadership, make choices, and manage activities. One of the major advantages of public participation in this process was that it led to a shift in budgetary allocation favourable to the poorer areas. The low attendance figures, lack of facilitation and the capacity of city officials in the public participation process of the IDP for the first two budgetary periods 2001/2002 and 2002/2003, contributed to the failure of public participation in the City of Cape Town. The learning process was limited in the sense that communities were informed by means of workshops and information sessions and not through training programmes that could have enhanced capacity building. It therefore means that the building blocks of development were not utilised in the participation process. But on a positive note, the study highlighted participation in a 'popular' forum - the Mayoral Listening Campaign. This forum increases public participation and is a way for Council to listen to the people.

CHAPTER 7

CONCLUSION AND RECOMMENDATIONS

The research attempts to give solutions to some of the constraints experienced through the participation process, which is highlighted in Chapters 5 and 6 of the Thesis.

In order to address the *budgetary constraints*, the city of Cape Town should design financial strategies that respond to the identified resource limitations. Preparation of preliminary budget allocation has to be done in consultation with the relevant stakeholder groups listed on the data-base of the City of Cape Town and it must include the priority needs raised by the communities through the public participation process.



To ensure an *equal distribution of municipal services*, the City of Cape Town must ensure that all citizens, regardless of race have access to at least a minimum level of basic services. Imbalances in access to services must be addressed through the development of new infrastructure and rehabilitation and upgrading of existing infrastructure. Although communities acknowledged the *improvement of service delivery* by the City of Cape Town, *acceleration of social services* such as housing, crime, health, job creation, education/ skills development, water, sanitation and refuse removal and roads construction is needed to address the backlogs of the past.

Communication and information sharing which is mentioned in Chapters 5 and 6 as one of the constraints is important feature in the public participation process. Therefore the City of Cape Town should introduce a communication and information strategy inline with section 80 (2) of the Municipal Systems Act (Act 32 of 2000), which include the

identification of key stakeholder groups and their interests in the serving initiative of the IDP as well as receiving information from them. The involvement of the media in enhancing the communication process cannot be ignored. This dialogue should not be a once-off event but an ongoing exercise.

Conditions for an effective public participation process must be created in order to address the challenges faced by the City of Cape Town – this includes poverty, unemployment, homelessness and HIV/Aids. Conditions for an effective public participation are:

- Adequately informing the public and specific stakeholders about the IDP process and encouraging their contribution; and
- Establishing an IDP Representative Forum at Ward level.



Other recommendations for improving the participatory framework in future are as follows:

- As participation is an ongoing process, communities must be continuously engaged in participation to advance *conscientisation* and thereby implement the processes which are reflected in the annual budgets. In this way, project implementation will ultimately perpetuate continuity.
- *A closer interaction between citizens and council members* is a prerequisite for good governance. *Good governance* can only be established and advanced if Council takes community's needs and aspirations seriously. This in turn will help to build a trusting relationship between the municipality and the community and therefore ultimately lead to the legitimisation of the institution.

- The *building blocks of development* which form an integral part of social upliftment of the communities of Cape Town, need to be acknowledged by development practitioners and those responsible for the implementation of the participation programme of the IDP in order to ensure effective service delivery.
- *Institutional capacity* can serve as a catalyst for effective service delivery by the municipality. This calls for learning on both sides - between the officials and the community involved in the process of 'humanism'. Municipality programmes such as public participation, policy-making and the IDP should be driven by professional people with a knowledge of internal and external issues and they should be acquainted in the 'school' of public and development management and governance at large.



- *Institutional arrangements* need to undergo change in order to make participation meaningful. An IDP representative body, co-ordinated from the IDP Manager's office, must be formed. This body could consist of ward representatives, NGO's, business and civil society organisations. At least three IDP co-ordinators, reporting to the IDP manager, must be appointed. The IDP's representative forum must be given the opportunity to give input on the IDP review process, tender proposals on the needs analysis and make arrangements relating to the forms of participation (the process). It is up to the members of the IDP Representative Forum to stimulate debate amongst the groups or communities which they represent. The co-ordinator's role should be to draft reports which focus on departmental operational activities (performance management) and its budgetary

alignment with the IDP. The co-ordinators should also assist with the facilitation of public participation in the IDP at the various Sub-councils and Wards. An IDP Steering Committee, consisting of the Executive Mayor, the City Manager and Senior Directorates/Officials and facilitated by the Director of the IDP, should be established. This Committee should deal with strategy and budgetary alignment after the review process has been conducted by the Representative Forum and the IDP Management Committee (See proposed organogram for IDP in the Appendix). The IDP Steering Committee should also be responsible for the compilation of the necessary information for the public.

- In order to *hasten poverty alleviation and local job creation*, Council must ensure that economic development aspects in general and *local economic development (LED)*, in particular, are taken into consideration when strategies are defined and projects are planned. The IDP is considered to be the tool needed to plan LED support programmes, assuming that pressing socio-economic needs will be best addressed through LED initiatives. Clearly, if communities engage in local programmes facilitated by the municipality and initiated by the community, partnership building will take place. Poverty alleviation efforts through the LED could also be catalysts for capacity building community's and empowerment in its endeavour to achieve sustainable growth locally.
- When considering the topic of sectoral *decentralisation*, the IDP is the programme best suited for the process because of its multi-sectoralism. Ward structures need to be maximally used to ensure that decentralisation occurs and that democratic values are fostered. Efficient and democratic accountability could

be enhanced through decentralised structures, thereby bringing local citizens closer to government.

- The research shows that public participation is a *timeous process* of which the benefits are not measurable over night. If the City of Cape Town wants to achieve success through this process, it should go back to the drawing board and follow the “Learning Approach” adopted in October 2001. Communities can only be empowered and properly informed about the IDP through workshops and information sessions. Despite the negative aspects to Public Hearings as mentioned in Chapter 4, Public Hearings are imperative to create opportunities for individuals and organised civil society so that they can raise concerns and make submissions to the annual budget as the final process in the development planning cycle.



- *Development Research* - the research methodology proposed is the Participatory Action Research (PAR). The rationale is that by utilising this research method, Council officials could increase their understanding of the local communities. At the same time, it will increase the knowledge and understanding of the root causes and contributing factors to the impoverishment of citizens (Burkey, 1993: 60). PAR could also assist in evaluating the level of satisfaction with Council’s service delivery programme. In addition, poor communities can use this knowledge to improve their living conditions, and thereby enhance their self-reliance. This kind of research is proposed by Houston, (2001: 211) and Muyonjo and Theron in SAAPAM, (December 2002: 503) because it is most suitable for the IDP needs analysis and prioritisation due to its approach to continuity and participation. We

therefore suggest that the City of Cape Town should embark on this type of research before the drafting of the Public Participation Policy.

In conclusion, this introspective exercise forced us, as officials and citizens of the City of Cape Town, to consider our current reality, namely that public participation in the IDP can enhance service delivery. By means of the SWOT Analysis, we discovered that there are many areas where we can improve on our service delivery objectives. We also discovered that we were correct in enhancing public participation to achieve our service delivery goals. I hope that in future we are able to perform our tasks from an informed perspective and that we can direct our energies into addressing and improving the aspects of our job which display areas of potential weaknesses.



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APPENDIX I

Semi-structured interview questionnaire - officials

Title of Thesis: “ Public Participation in Developmental Local Government: A Study of the Integrated Development Planning Process in the Cape Town Unicity”

1. What is your role/function at the City of Cape Town?
2. From the historical perspective of local government: What is expected from this new approach of developmental local government?
3. What do you think about the phenomenon, Public Participation and where is it placed on your agenda?
4. What are the general concerns of communities raised in the Public participation meetings? Khayelitsha, Mitchell's Plain and Kraaifontein/Durbanville?
5. What mechanisms/forums do you exist internally/externally that promotes Public Participation?
6. Is the IDP a developmental tool? If yes why?
7. What levels of society attended the Public Participation meetings most?
8. What are the reasons/obstacles for the low rate of attendance of the Participation meetings?
9. Do you find any difficulties/obstacles in organising the Public Participation meetings? If yes what are they?
10. What were the differences in Public Participation periods, the budgetary year 2002/2003 and 2003/2004?
11. What contribution/significance did this campaign has to developmental local government?
12. Does Council/the City adhere to the IDP requirements in all forms? If yes, how? If not, why not?

Semi-structured interview questionnaire - community

1. What was the service delivery needs before 2001 in the area?
2. Did you experience/observe a change in the service delivery strategy of Council after 2001? If not why not and if yes what did you experience/observed? And which of these needs is being addressed through the IDP?
3. Which community organisations were involve in addressing these service

backlogs?

4. Beside those basic needs that is being addressed. What are the outstanding needs to be addressed?
5. Are you satisfied with the current standards/quality of service delivery? If yes, why? And if not, why not?
6. Do you have any suggestions on how council could to improve the living Conditions of communities?



APPENDIX II

List of names: people being visited and interviewees


Visits

- 16/01/2003 : Clive Keegan – Local Government Research Institute
- 16/01/2003 : Phillip Grobler – Cape Provincial IDP Co-ordinator
- 16/01/2003 : Ismail Davids – Foundation for Contemporary Research
- 22/01/2003 : Francois Theron – Author and Senior Lecturer in the Department of Public Management and Planning: University of Stellenbosch (Specialising in Development Studies)
- 26 – 28/03/03 : University of Stellenbosch Bellville Campus: Attending a Workshop on Developmental Local Government held by Consultus: University of Stellenbosch

Semi-Structured Interviews: Officials of the City of Cape Town in October 2003

- 6/10/2003 : Chris Ferndale – Senior Social Development Facilitator
- 6/10/2003 : Frederick Venter – Public Participation Practitioner
- 6/10/2003 : Margareth Isaacs – Public Participation Practitioner
- 6/10/2003 : Anvar Isaacs – Manager of Public Participation
- 20/10/2003 : James Rhoda – Senior Community Development
- 20/10/2003 : Elize Madella – Acting Principal Social Development Officer
- 20/10/2003 : William Ross - Principal Admin Officer – Community Development
- 21/10/2003 : Laura Muller - Senior Social Development Facilitator
- 21/10/2003 : Madoda Coto – Senior Social Development Facilitator (Telephonic)
- 22/10/2003 : Khaya Yaphi – Acting Principal Social Development Officer
- 27/10/2003 : Fesikile Cotani – Manager Sub- Council 9 in Khayelitsha
- 27/10/ 2003 : Pat Jansen – Manager Sub- Council 2 Kraaifontein Area
- 28/10/2003 : Ivan Anthony – Manager Sub-council 12 in Mitchell’s Plain

Semi-structured Interviews with community members in October 2004

- 10/10/2004 : Piet Cloete – Community member in Scottsdene, Kraaifontein
- 10/10/2004 : Ann De Kock – HIV/Aids Councillor and community member in Scottsdene
- 12/10/2004 : Marina Jacobs – ANC Women’s League and community worker in Scottsdene
- 12/10/2004 : Colin Jefthas – Manager: Finance Department in Scottsdene Council’s offices of the City of Cape Town
- 12/10/2004 : Ebrahim Jacobs and Jerome Cloete – Community members in Eikendal, Kraaifontein
- 12/10/2004 : Nomvula Dyintiyi and Nuvuo Dyintiyi – Community members in in Mooitrap, Wallacedene, Kraaifontein
- 12/10/2004 : Nosamkwe Mzola and Nonkusivumi Lenontidi - Community members in Mooitrap, Wallacedene, Kraaifontein 
- 12/10/2004 : Katrina Smith and Gail Jansen – Community members in Mooitrap, Wallacedene, Kraaifontein
- 12/10/2004 : Chippa Rosy – Community Worker in Wallacedene, Chairperson of SANCO and Branch Executive Committee Member of the ANC in Ward 12 Wallacedene
- 12/10/2004 : Solly Belu – Community member in Wallacedene and Chairperson of the ANC Branch in Ward 12
- 12/10/2004 : Jonkosi Ndika - Activist and a High School Teacher of Wallacedene living in Bloekombos, Kraaifontein
- 12/10/2004 : Bram Mhlom - Principal of Primary School in Wallacedene, Nolwazi Bapela and Patrick Nikali, Teachers at the primary School
- 14/10/2004 : Desmond Jones – Community member in Mitchell’s Plain

14/10/2004 : Carlo Nothing – Community member interest in Landscaping Services in Mitchell’s Plain

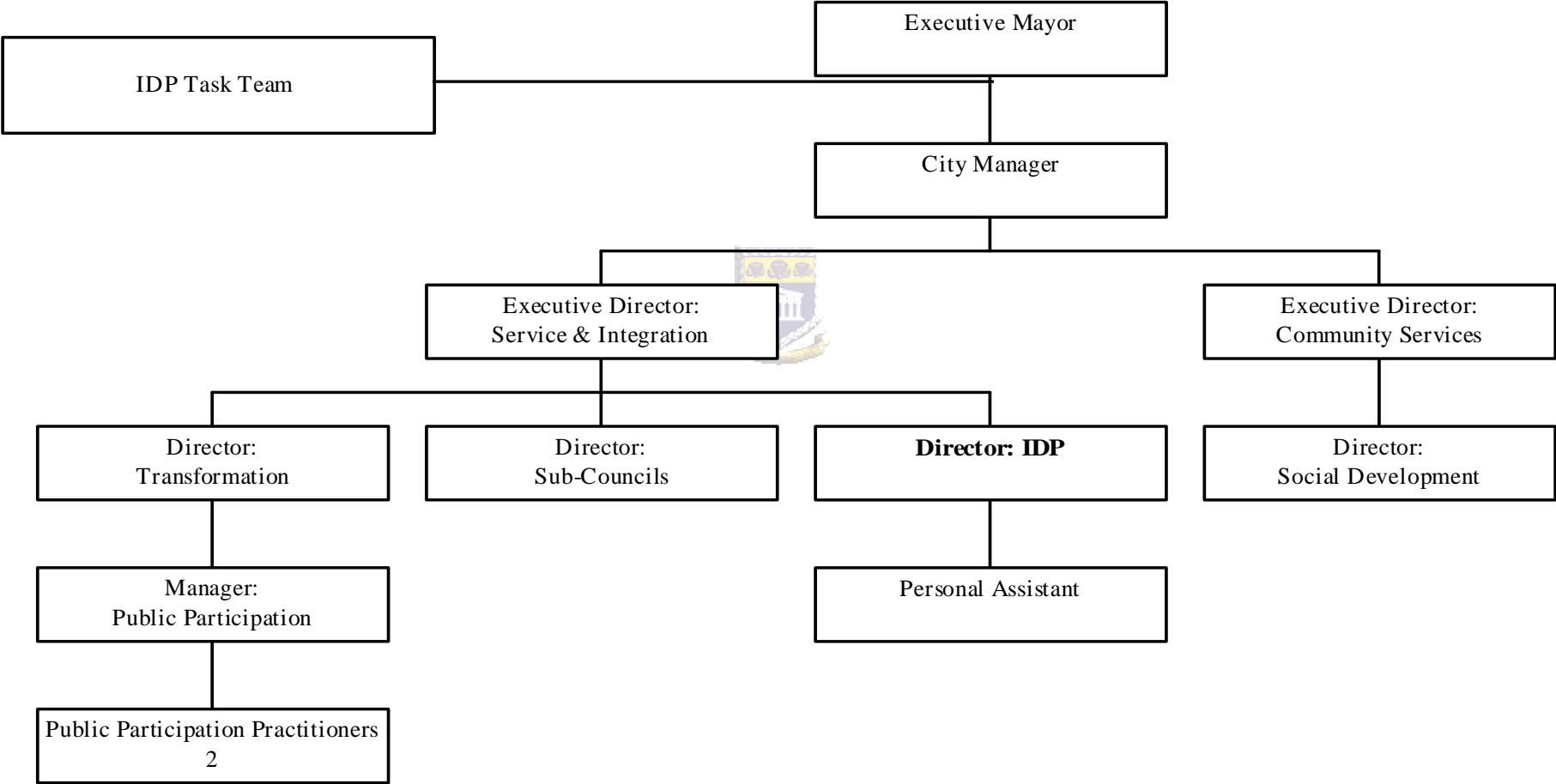
14/10/2004 : Cameron Ford – Community member involved in Economics: Small Business Development in Mitchell’s Plain

14/10/2004 : Pat Debba – Community member in Mitchell’s Plain and active in the Mitchell’s Plain Community Research Group

14/10/2004 : Jerimia Thuynsma – ANC Proportional Representative Councillor in Mitchell’s Plain



Current Organigram: IDP



Proposed Organigram: IDP

