

OSTRICH POLITICS

Governments trying to listen to their citizens



Figure 1: Ostrich. Reprinted from [Ostrich] (no date) copyright unknown retrieved from <http://www.barracudanls.blogspot>

Analysing public participation structures in Local government; Oudtshoorn, South Africa.

Master thesis 2006-2012

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In cooperation with the municipality of greater Oudtshoorn

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Figure 2: A plan to make local government work better for you (Haas & van Veen 2007)

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South Africa.***

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Summary

The title of this thesis is a (Dutch) saying that speaks of 'Ostrich politics'. It means that one keeps oneself blind for incoming danger or malpractices. In this case this saying can both relate a rather literal sense; to Oudtshoorn being the ostrich farming capital of the world, and to its metaphorical sense. The research examines the effects and impact of the participation structure of the local government in Oudtshoorn towards the goals of participation. The participation structure used in Oudtshoorn is based on National government guidelines and aims towards a good functional participation structure, including all, contributing towards an accountable and transparent local government that develops along the real community priorities. A huge challenge in a town with, just as any South African town, highly segregated communities with a high unemployment rate, a strong competition for job and an infrastructure that give little opportunities for the poor. Thirteen years of democratization, narrowing the distances between communities created by the apartheid's regime, seven years of greater Oudtshoorn municipal unity and four years into the public participation structure several questions prompted to start this research. The main question is as follows:

What are effects of the current public participation structure in South Africa's Local Government towards the end-goal of participation: a good functional participation structure, including all, contributing towards an accountable and transparent local government that develops along the real community priorities?

The sub questions are:

- 1. Who are involved in the participation structure?**
- 2. Who organises the participation structure?**
- 3. How does the participation structure influence decision-making?**
- 4. Who are participating?;**
- 5. How does participation contribute to a transparent and accountable government?**
- 6. Is the participation structure in Oudtshoorn (moving toward) being a good functional participation structure?**
- 7. Are the challenges of rights based participation found in Oudtshoorn?**
- 8. Are the effects of the current participation found in Oudtshoorn representative for the participation structure in South Africa?**

Public participation in developing democracies is often not only an instrument to reach certain goals but it became a goal in itself. Empowering and involving the population through participation. Public participation contributes towards a transparent and accountable government through; creating more social capital for its participants especially for the former disadvantaged groups; creating better insight in what the needs of the citizens are; creating planning with the citizens' instead of, blue print planning for the citizens and it gives more insight in the way governing functions. The goal of participation in South Africa is creating a more representative governance, more accountability, more transparency and a good functioning participation model. In short, it is aiming towards democracy. The people have the right to contribute and participate in this democracy.

Many of today's obstacles and challenges of the local government derive from South Africa's historic legacy (legacies). These legacies are still tangible and visible in today's society and actual in the challenges faced by the citizens and governments of South Africa. South Africa's

government is trying to battle these inequalities with democracy and participation involving everyone to overcome the distances between communities and the local government.

The first effect of implementing a participation structure is the existence of a participation structure. In Oudtshoorn the process of implementing a participation structure is still on its way therefore there are a current decision-making model, explained in chapter four in Figure 14, and a future decision-making model, explained in chapter six, Figure 25. These models are showing the flow of participation through the decision-making organs of the municipality into the Integrated Development Plans. The current model is researched on its effects, in chapter five. In the future participation model, the changes are projected that are envisioned by the IDP manager and form the basis for the following intergraded development plans (IDP).

The goal of participation is to reach all communities. The effect would be that communities needs are brought to council and form the basis of planning to address those needs. The Oudtshoorn Municipality is consulting her citizens. In geographical terms through wards, ward comities and ward councillors. Through civil-society organisation in the forums and those who are not reached by these methods of participation through The Community Development Workers (CDW's).

The needs that are gathered by the ward participation are predominantly on housing and infrastructure The largest expenditures of the municipality are also on these topics.

Reaching out to all communities is a goal of participation, the effect would that be all communities would be present on participation meetings. That is not true for Oudtshoorn. The targeted formerly neglected communities do attend meeting and are even dominating like the Blacks, woman, the poor, and in ward meetings the unemployed. However, some of the most vulnerable communities do not attend the meeting for instance the Youth, elderly and the rural poor. Moreover, the rich and White communities seem not to attend at all. Theoretically, this effect is to be expected as the rights based Participation schemes are targeted at the poor and the neglected groups. The poorest are the most difficult to reach and often are not reached at all. For instance, the rural, remote living, unlettered, uneducated poor, would have difficulties hearing about a participation meeting, difficulties going to meeting and difficulties understanding a meeting. These last communities are to be reached through the CDW's.

Due to citizens participating in the participation structure, the local government should become more transparent and accountable. Important is the balance between representative democracy and participatory democracy.

This balance cannot been found in Oudtshoorn. The structure during the time of the research was completely dominated by the political struggles of the council. Political will to use the participation structure was almost absent. The effect was that little meeting were held and the budget on ward based participation was cut almost by three fourth and only three CDW's were operational in Oudtshoorn. Officials tried to carry on with participation but in absence of councillors or council no meeting could be held, and no decisions could be made. Capable and willing politicians can be seen as the Achilles' heel of the structure.

Another weakness of the participation structure is the absence of a performance management system. Responsibilities are not taken by those who should. Slow processes and communication within the municipality seem the biggest obstacles for addressing the

citizens' needs. The local government is not capable to incorporate the drastic changes needed for participatory democracy. Corruption, distrust between the different population groups, the old and the new officials and councillors seem the cause of this. Government officials were overruled by councillors and senior municipal managers and often neglected in decisions. The authority of the officials was undermined as well as the means to take responsible action. Participation is thus not creating accountability but seems dependent from it. The Intergraded development planning (IDP) and communication through participation meetings do lead to more transparent governing as long as they are honest and detailed.

The challenges Local government face cannot be solved by public participation alone. Chapter six and seven show that participation does not automatically lead to better governing. Nor that participation can be a substitute for governing. Many of the dangers that are found in the rights based participation structure can be found in Oudtshoorn. Furthermore, many of the challenges created by apartheid negatively influence the ability to set up a good functional participation structure. Segregation planning left a society that separated communities, it separated some communities from opportunities due to geographical distances and from educational and job opportunities. This makes it costly and difficult to reach those communities. It makes it hard to find capable communicators and stimulators from these communities. Furthermore, it makes the system vulnerable for political opportunists to misuse politics and the participatory democracy for personal gain, corruption or even to create social unrest. Challenges inherited from apartheid undermine participatory such as representative democracy and accountability making municipalities vulnerable for bad politics, low capacitated personnel, high costs and poor democracy and accountability.

The title of this thesis is a (Dutch) saying that speaks of 'Ostrich politics'. It means that one keeps oneself blind for incoming danger or malpractices. It can be concluded that there are many dangers on the road to developing South Africa to a representative democracy in which everyone has not only the rights, but also equal opportunities to a better life. Dangers like corruption, incapable officials and politicians but moreover serious challenges derived from apartheid that need to be faced and addressed. Participation contributions towards the eradication of these challenges are limited to a serious and meaningful dialogue between government and her citizens. Many of these challenges are to be solved by the government through bold 'good' governing which are not automatically the result of the participation structure.

Preface

This thesis is made with the great help of many people within the municipality and community of Oudtshoorn South Africa. I greatly appreciate the insights in the complex society of South Africa derived from them. The openness and hospitality were most helpful. I especially would like to thank Steven and Lluwellyn for the times we have spent with their families and friends on many occasions during my stay in Oudtshoorn. I would also thank like to thank Linde, Joël and Roald for helping me to finish this thesis. At last my deepest thanks and appreciation to my professors Henk Huisman and Paul van Lindert for their patience and help.

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Acronyms

African National Congress (ANC)

Azanian Peoples Organization (AZAPO) PAC/AZAPO

Congress for a Democratic South Africa (CODESA)

Congress of South African Trade Unions (COSATU)

Cooperative Governance and Traditional Affairs (COGTA)

Democratic alliance (DA)

Democratic Party of South Africa (DP)

Department of Housing (DoH)

Development Bank of Southern Africa (DBSA)

Independent Development Trust (IDT)

Integrated Development Plan(or Planning) (IDP)

Local Economic Development (LED),

Millennium Development Goals (MDGs)

Pan Africanist Congress (PAC) PAC/AZAPO

South African National Civics Organization (SANCO)

Introduction

There is a great deal of interest in how citizens and a state interact in both the popular and academic arena. The place of public participation is an enduring question in the study of politics, society and administration but is ever more urgent as many have noted a disconnection between citizens and government. The South African government sees public participation as a central point in the process towards democracy and development. It argues that it would be impossible to meet the needs of people unless people participate in the development process. It acknowledges that democracy is an on-going struggle comparing it with the struggle for liberation which in order to make it work needs the same kind of support, vigour and commitment (Visagie & Prins, Wykskomitees augustus 2004 tot mei 2005, 2005). This view of participation makes South Africa an interesting place to do research about participation. A country where participation is the key element in reforming its democracy, government, economy and society, since 1994.

Ostrich politics

The title of this thesis is a (Dutch) saying that speaks of 'Ostrich politics'. It means that one keeps oneself blind for incoming danger or malpractices. In this case this saying can both relate a rather literal sense; to Oudtshoorn being the ostrich farming capital of the world, and to its metaphorical sense.

This thesis is researching the public participation structures in Oudtshoorn, South Africa. In this Western Cape Province town of 97 thousand inhabitants and home to around 450 ostrich farms, the local government is trying to listen to their citizens through a nationwide implemented public participation programme. The programme actively involves citizens in governmental decision-making through all sorts of participation methods. This thesis analyses the public participation structures and its functioning in this medium sized local government in South Africa.

Research questions

The mythology and approach of this thesis is based on a research done in Oudtshoorn from February until May 2007. It consists of quantitative and qualitative methods; four questionnaires, interviews and active participation through attending public participation meetings as well as other meetings organised by or for the municipality of Oudtshoorn. The outline of this thesis is based upon a main question and five sub-questions. The main question of this thesis is as follows:

What are the effects of the current public participation structure in South Africa's Local Government towards the end-goal of participation: a good functional participation structure, including all, contributing towards an accountable and transparent local government that develops along the real community priorities?

The main question is divided in the following five sub-questions, which describe the outline of this research in more detail

1. **Who are involved in the participation structure?**
2. **Who organises the participation structure?**
3. **How does the participation structure influence decision-making?**
4. **Who are participating?;**

5. **How does participation contribute to a transparent and accountable government?**
6. **Is the participation structure in Oudtshoorn (moving toward) being a good functional participation structure?**
7. **Are the challenges of rights based participation found in Oudtshoorn?**
8. **Are the effects of the current participation found in Oudtshoorn representative for the participation structure in South Africa?**

By effects is meant the direct output or direct measurable facts like how many people are reached and which groups and how does participation influence Decision-making but also the consequences these effects have on the end-goal of participation. The report considers whether the participation structure can live up to its promise. The underlying question is: to what extent does the participation structure contribute to the goals set?

Answering this question embeds numerous social, economic and cultural factors that influence the outcome of any governmental approach on participation. Therefore, the concepts of public participation, and in specific the South African form of public participation and how participation should contribute to a transparent and accountable government are explored in the 'theoretical background' chapter, chapter one. To get a better understanding of the social, economic, cultural and historical situation of the research town, Oudtshoorn, South Africa, the setting of this thesis is explored in the chapter two the 'setting'. The objective, research questions and hypotheses are then elaborated upon in chapter three together with the methodology. In the subsequent chapters, the sub-questions of the research question are answered. The South African model of public participation in local government is elaborated upon in chapter four. This answers the sub-questions: One two and three. The actual mode of participation in Oudtshoorn is explained in chapter five answering the sub questions: four and five. Chapter six: the future decision-making structure, answers the sub-question; six Chapter seven the challenges of the participation structure answers the sub-question; seven. Chapter eight answers the final sub-question; eight. The final chapter; the conclusion, the main question will be discussed and answered.

1 Theoretical background

In this chapter, the theoretical background of participation structures in development countries is explored. It further tries to find the answers to the sub questions: what is the South African form of public participation? and how does public participation contribute towards a transparent and accountable government?

1.1 *The new development paradigm*

Democratisation, decentralisation, local governments public participation and good governance became the leading concepts in development economics in the 1990s (Nijenhuis, 2006). Whether it is called public participation, decentralisation or community empowerment, in government planning all over the world it is alleged that there is a need to greater engagement between citizens and local government to increase effectiveness of governing (Cambell & Marshall, 2000).

In development economics it came about in the 1990s after the latest of four major shifts in development economics. In the 50-60's the approach was project based and organized for the people. In the 60-70's programs replaced the projects and those should be of the people. In the 80's policy became fashionable created with the people From the '90's onward 'good' politics became a vehicle and a goal of development thinking and the orientation is that those politics should be owned by the people (Hyden, 2004). In this last paradigm democracy, decentralization, 'good' governance and public participation should help to create development, ownership and accountability.

The mentioned concepts all strongly relates to one of the resources that people need to achieve a sustainable livelihood: social capital. Social capital concerns the quality of relations among people, for example whether one can count on support by family, neighbours but also political parties, religious organisations or institutions (de Haan, 2000). It thus contains access to decision-making. Democracy, decentralisation, good governance all target this access to decision-making with public participation as the most evident component. Building up people's resources reduces their vulnerability. The other four for a sustainable livelihood are capitals human, natural physical and financial and are equally important (de Haan, 2000). Emphasis is focused on the empowerment of the poor. The government on the other hand should benefit from public participation through getting better insight in the needs of the citizens. Based on the idea that the poor might not have the solutions to their problems, but they know their own problems best. Public participation gives the government insight in the needs of their citizens (Cahn & Cahn, 1971). In general the concept of public participation aims at the poorer part of society. The more affluent groups already have means to influence government (Cahn & Cahn, 1971).

Decentralisation

Decentralisation is not a new concept, almost fifty years ago development country implemented it in search for more efficiency. Decentralisation of government policy, decision-making and the financial autonomy from central governments towards local governments is seen as a concept that is important for development in the development theory. 'Decentralisation is understood as the transfer of power to different sub-national levels of government by the central government' (Oxhorn, 2004). This makes decentralisation a multidimensional process. This multidimensional process of decentralisation is complex because in reality the status of decentralisation varies according

to issue and area. There are three types of decentralisation: democratic (or political), administrative and fiscal decentralisation. Democratic decentralisation means that the level of decision-making is allocated down to the most appropriate level of government and the creation of more local autonomy. Giving citizens and their elected representatives more power in public decision-making. Narrowing the gap between the citizens and the government (Nijenhuis, 2006). Still, what the most appropriate level per issue is leaves much room for debate.

Administrative decentralisation means distribution of power responsibilities and financial resources to lower level of government.

Fiscal decentralisation is the shifting of some responsibilities for expenditures and/or revenues to lower levels of government. This means autonomy to determine the allocation of their resources and the ability to raise revenues. The expected effects of decentralisation are:

- Broader participation in political, economic and social activities of the citizens
- The increase of governments' ability to understand peoples conditions and needs to become more innovative and flexible
- An increase in people reached with government services
- Better involvement of marginalised groups
- Reduction of administrative pressure of the central governments bureaucrats
- Increase of political stability and national unity as diverse groups have more autonomy
- Stronger role for local governments which is a key institution between people and the central state (Nijenhuis, 2006).

Certain conditions must be in place in order to achieve these positive effects:

- Political will with central politicians and senior bureaucrats
- Political stability and a strong state
- Careful selection as what to decentralise and what to keep in central hands
- Both power and finance must be decentralised
- Enough administrative capacity at the lower local level
- Good legal and financial frameworks (Nijenhuis, 2006).

Successful decentralisation is often equated with increased participation and democratisation (Oxhorn, 2004). Democratisation and participation can thus be seen in two ways; either as the effect of successful decentralisation; or as vehicles in order to create successful decentralisation. In the latter option, it is very attractive for governments to promote democratisation and participation in order to create the benefits mentioned above. The emphasis could then be directed in promoting participation and democratisation in such a way that it becomes a precondition and not a outcome of decentralisation and diverts attention away from creating the above mentioned conditions necessary in order to create the positive effects.

Decentralisation however can also have some negative effects such as inefficiency, rent seeking and corruption (Oxhorn, 2004). In South Africa decentralization aims to bring decision-making closer to individual citizens, who thus can better influence decision-making. Participation is there for empowerment, giving disadvantaged groups the tools to improve their own situation (The White Paper on Local Government, 1988).

Participation

Participation is as old as democracy itself, it originates from Athenian democracy (Fagence, 1977). However, most of today's Participation is derived from urban planning. In the late 1960's. Under pressure of more empowered citizens blueprint planning was no longer appropriate. Participatory planning came as a reaction. It is seen as beneficial for both the urban planners and the public. Society's needs and demands are better met with the contributions of the community. The plans, the planners come up with, receive greater support (Faludi & Korthals Altes, 1994). Participation from then on developed itself and exists in many forms. This paragraph tries to place the South African model in the theoretical models. Therefore, first there is an overview on what the South African model intends to achieve through participation is given afterwards it is placed in the theoretical basis from which its sprouts.

The concept of public Participation

Public participation is seen as democratic right of the people. It is a dialog between the community and the local authority. Organised communities inform (local) governments in a structured way about their development needs, so that intervention programs can target real community priorities (Training for ward committees: phase 1, 2007). The two main objectives of participation are 'to provide democratic and accountable governments for local communities' and 'encourage the involvement of communities and community organisations in the matter of local government' (The Constitution of the Republic of South Africa, act 108 of 1996, 1996). Public participation involves all of the following:

- Deliver clear and relevant information to the public
- Looking for input, feedback and information from the public about council directions and initiatives
- Actively encouraging participation from a cross-section of the affected community
- Organizing community involvement in raising public awareness around key-issues
- Providing prompt and comprehensive feedback to the community of the view expressed, decisions made and the reasons for those decisions' (Training for ward committees: phase 1, 2007).

It placed emphasis on bottom-up development, demanding empowerment of marginalized groups and decentralization of government (Heringa, 2006).

Participation: End and means

South African participation has as end-goal of participation a good and functional participation structure, including all, contributing towards an accountable and transparent local government that develops along the real community priorities (Training for ward committees: phase 1, 2007). This is an ever-on-going process assuming that community needs vary widely but never run dry. Collecting and prioritising community needs are then the main contribution from the participation structure. It will lead towards accountable and transparent governing only as long as participation is followed up by addressing those needs and giving feedback and information about what the possibilities and probabilities are to the community.

South African participation is thus not simply an instrument , but also an objective. It places the democratic process at the centre of the planning process. It can be seen as the political approach toward participation. The pragmatic approach tents to limits participation to

consultation in the implementation phase of development projects (Nijenhuis, 2006) In the political approach the non-elected government personnel cannot legitimately make decisions without consulting the community affected by their planning. In the pragmatic approach participation is only seen as a means to make better informed decisions. The role of the planner is no longer only the role of an intermediary between but that of an expert and defender of the general interest. The public opinion on plans would be more positive as they themselves helped creating the plans (Heringa, 2006).

1.2 The theory behind the South African public participation model

The guidelines for local government on participation from the central and provincial government are presented here. With these guidelines the Oudtshoorn municipality has set up its participation system. The theory is quite extended and is explained here to comprehend the legislated imbedding of the participation structure within a local government in South Africa.

In 1998, the white paper on local government raised the issue of building a relationship between local communities and their municipalities. Public (or community) participation is drawn from that, and refers to local communities informing local government and development agencies what their needs are. This is organised in a structured way so that policy can target real community priorities (Guidelines for Local Government: Public participation, Cape Town, 2004). The objectives, responsibilities and obligations for the local government that are given in this chapter are the guidelines with which the Oudtshoorn municipality is building their policy for participation.

Legislative Guidelines & key policy documents

The role of public participation in local government has been provided by national government in the Municipal systems act (No. 32 of 2000) and the municipal structures act (NO 117 of 1998) (Guidelines for Local Government: Public participation, Cape Town, 2004) (Visagie, Participant Manual: Capacity Building Training, 2005). These acts direct the structure of participation and prescribe responsibilities of all local government functionaries and the mechanism, processes and procedures. The legislation is set up to achieve the following key notions:

- Transparency
- Accountability
- Cooperation
- Coordination
- Participatory democracy or governance
- A culture of municipal governance
- The right to contribute and to participation
- The duty to consult and to encourage participation
- The establishment of a good triangular relationship between council, officials and the public
- The facilitation of participation
- Contributing to building capacity
- Communication and information (Guidelines for Local Government: Public participation, Cape Town, 2004)

These notions are similar to the positive results from decentralisation earlier on in this chapter. Participation acts as a tool to provide these notions and therefore as a tool for decentralisation and participatory democracy.

Participatory Democracy

Participatory democracy refers to 'an on-going debate, dialogue and communication between the local the local authority and the community' (Guidelines for Local Government: Public participation, Cape Town, 2004, p. 12) 'True' participatory democracy is measured by 'the degree of harmony between public participation and council decision-making' (Guidelines for Local Government: Public participation, Cape Town, 2004, p. 12). Bringing democracy closer to the people with participation on different levels of involvement per stakeholder. An important challenge with participation is 'striking the balance between representative democracy and participatory democracy or governance' (Guidelines for Local Government: Public participation, Cape Town, 2004, p. 12).

Representative democracy in which the public participates through elections and a political system give the councillors a mandate to represent them contradict participatory democracy in which the public stays in constant dialogue throughout the process of decision-making. The councillor thus has to balance between his political representation and his participatory representation. For instance a ward councillor has to set aside his political colour in bringing forward to council the issues raised through participation.

Accountability

Government officials must both have authority to act as responsibility to take action and are to be held accountable for the action they take. Accountability is necessary for a transparent governing (Guidelines for Local Government: Public participation, Cape Town, 2004, pp. annex 5, p 2)

Transparency

The processes of the government should be communicated openly to others outside the process, no 'secrets, hidden agendas, cover-ups or backroom deal making' should occur (Guidelines for Local Government: Public participation, Cape Town, 2004, pp. annex 5, p 1). Openness is the way in which the government is open to ideas and insights from outside the government (Guidelines for Local Government: Public participation, Cape Town, 2004, pp. annex 5, p 4).

Objectives of participation

According to the South African Government the objectives of Public participation are '*to provide democratic and accountable government for local communities*' and '*to encourage the involvement of communities and community organisations in the matters of local government*' (Guidelines for Local Government: Public participation, Cape Town, 2004, p. 3)

Hereby the municipalities have the responsibility to encourage participation and to create conditions that facilitated participation. The obligations attached to these acts are that local governments have an obligation to communicate with and inform their communities

In order to fulfil the obligations and reach the objectives two approaches are needed for effective public participation:

- Public participation through direct communication and
- Participation through stakeholders dealing with issue-specific task-driven processes

The legislation emphasises on two sides of public participation.

1) **'The rights of the communities'**

The rights of communities to participate in decisions that affect development in their area's

2) **'The obligations of the local authorities'**

The local authority's side can then be divided in:

- **Obligations of the functionaries**
 - Council
 - Municipal administration
 - Municipal managers
 - Executive committees & executive majors
- **The governance elements**
 - Mechanisms, processes & procedures
 - Integrated Development Planning (IDP)
 - Performance management

(Guidelines for Local Government: Public participation, Cape Town, 2004, pp. 5-10)

Obligations for the local municipalities

Participation is not a free choice of the local government but is obligatory by the central government. Not only that participation is needed also how to organise participation as well as in which fields it needs to be implemented.

According to the Institute for Sustainable Government and Development (ISGAD) public participation within a local government should involve all of the following:

1. Informing the community providing clear and relevant information.
2. Consulting the community to get input, feedback and information about council directions and initiatives
3. Encouraging participation from a cross-section of the affected community.
4. Creating public awareness around key issues by mobilising community involvement.
5. Providing prompt and comprehensive feedback to the community on the view expressed, decisions made and the reasons for these (Toolbox, IDP Guide Pack IV, no date)

A local government must do so holding in mind the;

- 'Nature and importance of decision, to see if it is worthwhile to make use of the public participation tool;
- The efficiency of decision-making, to make cost effective decisions and not to slow down decisions that has to be made quick and;
- If it is a meaningful opportunity for the community to actually have an influence on the decision' (Toolbox, IDP Guide Pack IV, no date)

To make sure that the above is being realised the South African National Government has also indicated in which fields the community should be invited to participate in local government processes. These fields are:

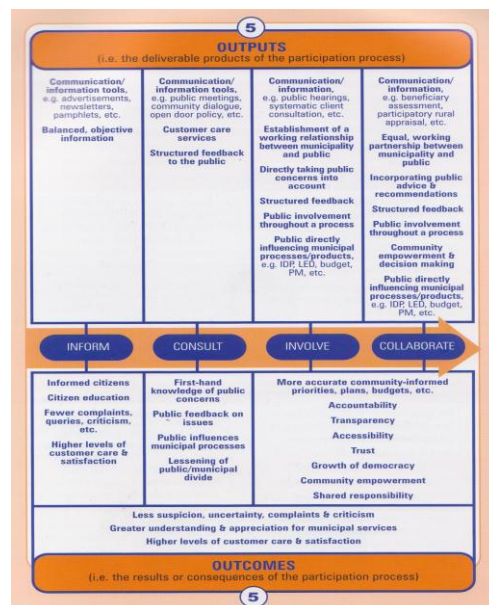
- A. The implementation and review of the Integrated Development Plan (IDP)
- B. The establishment, implementation of the performance management system
- C. The monitoring and review of the performance
- D. The preparation of budget
- E. Policy development
- F. Strategic decisions relating to the provision of municipal services
- G. The development of by-laws and regulations
- H. The implementation of projects and initiatives (Toolbox, IDP Guide Pack IV, no date)

The rights of the communities to participate is thus complemented by representative government in order to create open, transparent and consultative municipal government. The Central government is thus dictating in which fields participation is necessary

The Outputs an outcomes of participation

The Outputs en outcomes of the different levels of participation can be seen in (Guidelines for Local Government: Public participation, Cape Town, 2004). It indicates that growth of democracy, transparency and accountability can only be found if local governments besides informing and consulting their citizens involve them in decision-making and collaborate with them in planning.

Figure 3: The outputs and outcomes of the participation continuum



Reprinted from *Guidelines for Local Government: Public participation, Cape Town, 2004*, p. 43, Cape Town, Department of Local Government: Western Cape & Development Bank of South Africa, Copyright 2004 by Department of Local Government: Western Cape & Development Bank of South Africa.

The integrated development plans (IDP)

This concept is the combined outcome of the formation of plans, also called Integrated Development Planning. It is compulsory for all municipalities. This formation is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development (Toolbox, IDP Guide Pack IV, no date). It is an important concept stimulating and regulating local participation. This overarching plan for a municipality gives an overall framework for development. *'It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It should take into account the existing conditions and problems and resources available for development. The plan should look at economic and social development for the area as a whole. It must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected'* (Toolbox, IDP Guide Pack IV, no date)

The municipality is responsible for the co-ordination of the IDP and must draw in other stakeholders in the area who can impact on and/or benefit from development in the area. Once the IDP is drawn up all municipal planning and projects should happen in terms of the IDP. The annual council budget should be based on the IDP. Other government departments working in the area should consider the IDP when making their own plans . The IDP has a lifespan of 5 years but can be reviewed every year. The IDP has to be compiled in consultation with citizens, forums and stakeholders through participation. The final IDP document has to be approved by the council (Toolbox, IDP Guide Pack IV, no date).

The IDP and public participation

The Council should approve a strategy for public participation. The strategy must decide, amongst other things, on:

- The roles of the different stakeholders during the participation process
- Ways to encourage the participation of unorganised groups
- Method to ensure participation during the different phases of planning
- Timeframes for public and stakeholder response, inputs and comments
- Ways to disseminate information
- Means to collect information on community needs

During the different stages of planning, participation can be encouraged in these ways:

Table 1: Methods for participation in IDP

Planning Phase	Methods for Participation
Analysis	Community Meetings organised by the ward councillor Stakeholder Meetings Surveys and opinion polls (getting views on how people feel about a particular issue)
Strategies	IDP Representative Forum Public Debates on what can work best in solving a problem
Projects	Meetings with affected communities and stakeholders Representation of stakeholders on project subcommittees
Integration	IDP Representative Forum
Approval	Public Discussion and consultation with communities and stakeholders
Monitoring and Implementation	IDP Representative Forum

Reprinted from *Toolbox, IDP Guide Pack IV*, no date. Copyright n.d. by Department of Provincial and Local Government.

The elected council makes all the final decisions on the IDP (Toolbox, IDP Guide Pack IV, no date). The IDP the most important planning document in a municipality. The IDP shows the ambitions, goals, plans and results of the municipality to all interested, public or government. To compile such a plan all kind of participations methods are prescribed, making this document the most important document for public participation.

Public participation is therefore mostly dictated by the central government and the local government is obligated to follow. There is not much room for the local government to use other participation methods than the prescribed and the principles of participation are basically the same for all municipalities within South Africa.

The goal of participation

The goal of South African participation used in this thesis is that participation should lead to a good functional participation structure, including all, contributing towards an accountable and transparent local government that develops along the real community priorities (Guidelines for Local Government: Public participation, Cape Town, 2004).

Forms of public participation

Many of the obstacles which block (often unspecified) ‘optimal’, ‘true’ or ‘full’ participation found their origin at the choice of which participation system is to be used. The reasoning for starting up a participation structure is often founded in little more than the belief that it is simply a good thing (Campbell & Marshall, 2002). In South Africa this seem to be case. The South African model is using multiple forms of participation, but foremost it is a right off everyone to participate. Equality between citizens is the main goal and it can be seen as a predominately rights based participation form with a political approach. The starting point is that some groups are marginalized and excluded. Promoting marginalized groups in business and government is a reality. The formerly neglected are the main target of the participation

model. Different degrees of participation are allowed for local governments. However legislation 'suggest' the forms of participation that can be chosen rather forcefully.

There are several ways to classify public participation. Arnstein's (1971) participation ladder in which the degree of participation is the main division is much used. On this ladder the range is from not participating, misleading participation towards full participation when participants are allowed to make decisions in a certain area (Arnstein, 1971). Other forms of classifications are also in place. Thornley (1977) classified participation along the assumptions about the extent and desirability of social change (Thornley, 1977). Stoker (1997) classifies participation along the underlying motivation to participate; concerning the concerns of individual to the well-being of the community, with on the other axes the number of participants (Stoker, 1997)

Participation towards democracy

Promoting democracy has become a reality in today's development practice. Even more so, democracy and good governance became preconditions for development in development thinking (Weiss, 2000). Governments should be promoting and stimulating development and should therefore be accountable and transparent. This means not only openness of all government procedures but also an active participation of the citizens. South Africa's participation model is based on a form of participation promoted by the development agencies as the World Bank. According to the South African guidelines for local government the four key elements of democracy are; Representative Governance, Accountability, Participation and Transparency. Moreover, 'public participation being one of the cornerstones of democracy should not be viewed as something separate thereof' (Guidelines for Local Government: Public participation, Cape Town, 2004, p. 22). In this view, public participation is a vehicle to enhance the democratic basis of the local government. To ensure its democratic basis, final decision-making stays in the hand of the elected council. Officials initiate and facilitate the participation structure. No participation is possible without presence of the council, the officials nor the people (Guidelines for Local Government: Public participation, Cape Town, 2004, p. 25).

The goal of participation in South Africa is creating a more representative governance, more accountability, more transparency and a good functioning participation model. In short it is aiming towards participatory democracy. In this the people have the right to contribute and participate. The South African model is a rights based participation model.

1.3 Obstacles and challenges for public participation structures

The guidelines for public participation predominantly focus on the; how, where, who and when of participation rather than on the why of participation. It focusses on the operationalization and refinement of the process rather than the underlying rationales and consequences of such an approach. One of the few consequences mentioned is that participatory democracy conflicts representative democracy. According to the guideline an important challenge with participation is 'striking the balance between those two'. 'True' participatory democracy is measured by 'the degree of harmony between public participation and council decision-making' (Guidelines for Local Government: Public participation, Cape Town, 2004, p. 12). This seems an important notion. Because in this balance who is, and when to decide when participatory democracy is the most wise to use

and when representative democracy. Cambell and Marshall found that participatory democracy has consequences that can form serious challenges for governance (Cambell & Marshall, 2000). Those challenges are:

- that politicians and planners because of the many conflicting voices try to minimum risk by postponing making decisions.
- The sum of the views expressed by participants replicate conventional wisdom rather than challenging the status quo.
- Focus on the short term, the immediate and the close by, seriously challenging the basic idea of planning, change.
- Planning problems are often complicated and need to be simplified for participatory reasons, by predefined options or are considered too controversial at all to bring to participatory meetings
- Low risk answers and non-controversial options are favoured by a group. Leaving all weakly satisfied and do not challenge the status quo of prejudice and injustice (Cambell & Marshall, 2000).

These challenges can form serious treats for local authorities in a country in which the status quo is dangerously uneven and fragile. The Paradox is that direct (or participatory) democracy may increase citizen' voice' but at the same time threaten citizens' rights as well. (Lowdes (1995) cited in Cambell & Marchall 2000).

More measurable effects of these challenges have primarily to do with the value of the information derived from participation meetings. Citizens who participate all have their own reasons to participate. Although some seem obvious, a few pitfalls that could appear are listed below;

- Within the rights based approach to participation is particular the tendency to focus on narrow self-interest of the participants rather than acknowledge interdependency and common good
- One-issue discussions together with the self-interest make that the overall-picture is not seen
- Communities are not always based in reality
- Community interests are not the same as collective interest
- Participation is providing a platform for citizens it is also about creating decision-making environments which have a capacity to make sense and value of the varies information levels with which they are presented
- Recognition of the multiple and conflicting voices within the communities
- Participation can lead to planners that get frustrated by lack of direction by council. This can lead to long periods in which nothing of substance is possible
- Often the disadvantaged remain economically and socially excluded and if not always politically ignored
- Engagement from all involved in participation don't lead automatically to cooperation. Meaning that conflicting voices among communities seems to create battle which is judged on a win/loss basis which makes impasse inevitable or highly likely, at least for a long period of time (*H. Campbell & R. Marshall 2000*).

It comes down to the fact that participation does not automatically lead to better governing. Nor that participation can be a substitute for governing. It is primarily there to get insight in the needs of the citizens and it can give a sense of ownership to the participants. The views expressed in participation meetings are often based on self-interest and do not represent the collective interest. Decisions are still to be made by the government itself in the interest of the collective.

1.4 conclusion

Democracy and development are very broad and complicated phenomena. Promoting democracy for development is common in the development practice. Democracy, governance, decentralization, public participation are all seen as good in terms of promoting development. The outcome depends on what interpretation is given to the different terms and in what context it is placed. Decentralisation should lead to more understanding in citizens needs and conditions by the government, a greater reach toward the more marginalized groups. Within the government, it could lead to less bureaucratic governing and increase political and national unity. However these outcomes are only reached if certain conditions are in place: sustained political will with central politicians and senior bureaucrats; political stability and a strong state; careful selection as what to decentralise and what to keep in central hands; both power and finance must be decentralised; sufficient administrative capacity at the lower local level; proper legal and financial frameworks

Participation can be found in all forms, applicable in different ways with various motives, goals and outcomes. Most of the used forms are not thought-out for development purposes but are derived from urban planning and then modified the goals to developing countries. Altered goals, purpose and setting obvious lead to other outcomes. The outcome therefore is highly subjective to form, intentions, goals, context and setting where the public participation structure is used. Public participation in developing democracies is often not an instrument to reach certain goals but it became a goal in itself. Empowering and involving the population through participation. The close relations between participation schemes and governing make that context, geographical and political setting are of great importance making each participation structure unique. The South African form of public participation can be seen in this way. In the research town Oudtshoorn the motivation to implement policy comes from the compulsory legislation, which is part of the democratic transition in South Africa: empowerment, accountability and transparency are the key words in this process. Through legislation the higher government try to bring more unity in the way the policies are implemented. According to the South African government guidelines, public participation contribute towards a transparent and accountable government through; creating more social capital for its participants especially for the former disadvantaged groups; creating better insight in what the needs of the citizens are; creating planning with the citizens' instead of, blue print, for the citizens; giving more insight in the way governing functions. The goal of participation in South Africa is creating a more representative governance, more accountability, more transparency and a good functioning participation model. In short it is aiming towards democracy. In this the people have the right to contribute and participate. The South African model is a rights based participation model. Cambell and Marshall found that participatory democracy has consequences that can form serious challenges for governance ,Those challenges are:

- that politicians and planners because of the many conflicting voices try to minimum risk by postponing making decisions.
- The sum of the views expressed by participants replicate conventional wisdom rather than challenging the status quo.
- Focus on the short term, the immediate and the close by, seriously challenging the basic idea of planning , change.
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These challenges can form serious treats for local authorities in a country in which the status quo is dangerously uneven and fragile. The Paradox is that participatory democracy may increase citizen' voice' but at the same time threaten citizens' rights as well

Participation does not automatically lead to better governing. Nor that participation can be a substitute for governing. It is primarily there to get insight in the needs of the citizens and it can give a sense of ownership to the participants.

2 Setting

In the previous chapter it became clear that the outcome in which the public participation structure is used highly subjective to form, intentions, goals, context and setting. This chapter explores the historical-, political context and the setting of the researched participation Model.

This chapter puts Oudtshoorn in a district, provincial and national context. It starts with history of the country and the government in specific, followed by geographical information of Oudtshoorn in the South African context. Hereafter the economic and socio-economic characteristics between the different levels are being compared.

2.1 History and Politics

From colonisation onward South Africa has a history of segregation and language politics. Many millions of people were killed during the bloody wars between the Afrikaners (Boers), the English, the Zulu's and the Xhosa's until its independence in 1910. The South African Union in 1910 was one of four independent states in Africa and the richest state in Africa, holder of the large deposits of gold, diamonds, and other minerals (Meredith, 2006) (Davenport & Saunders, 2000) However unjust and discriminatory, until 1948 the South African government had discriminatory practices that differed not that much from discriminatory practices employed by the European colonizers elsewhere (Meredith, 2006).

The apartheid regime

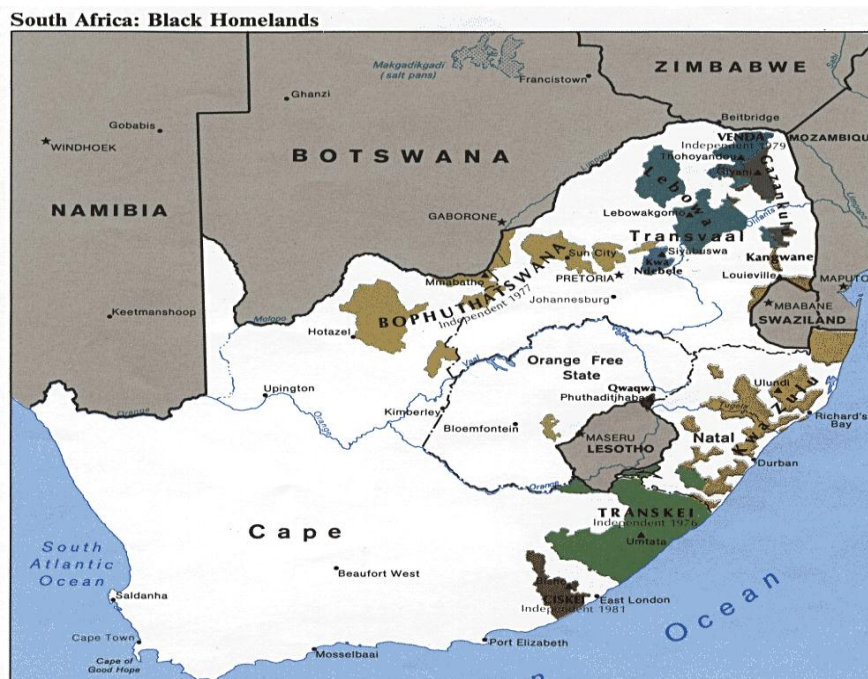
In 1948, the Afrikaner Nationalists came to power and introduced Apartheid. Its goal was to uphold white supremacy and protect the whites from the 'black peril'. Most of life was subjective to the apartheid. Residence, employment, education, public amenities and politics were regulated to keep the races separated and keep the Blacks in a subordinate role. These policies together with the harsh conditions, poverty and hunger evoked a militant mood under the black population. The ANC -the African National Congress, until then an elite African movement founded in 1912, began to sharpen their stance. A legislation called the Suppression of Communism Act that gave the government power to suppress not only the small communist party but also all other forms of opposition. It gave the government the power to silence everyone who opposed simply by 'naming' them communist. Placing them under house arrest, restrict movement, prohibit them from attending public or even social gatherings and to prescribe their writings or speeches. With the new premier Hendrick Verwoerd in 1958, the idea of total separation was set as ideal creating eight different black homelands inside South Africa (Meredith, 2006) (Davenport & Saunders, 2000).

Homeland apartheid

In the years following South Africa prospered under white power. Throughout the 1960s, the growth rates were the second highest in the World, foreign investment increased by 600 % and over 250,000 white immigrants arrived (Meredith, 2006). Moreover, the apartheid regime seemed to be beneficiary to the whole community and especially the Afrikaners (Meredith, 2006). It was then also seen as beneficiary for the black population, as the government spent more on housing, schooling and healthcare per black person than for

instance the English in neighbouring Southern Rhodesia (Allighan, 1962) However, in the long run, the economic boom worsened the situation for the black population. The government grew stronger through their economic success and fought the opposition with vigour and success. The largest Black opposition parties , the PAC (Pan African Congress) and the ANC, almost totally collapsed (Meredith, 2006) (Davenport & Saunders, 2000). Urban life was made virtually impossible for (Black)Africans; businesses could not expand and were confined to provide only daily essential necessities like wood, coal, milk and vegetables. No banks, clothing stores, drycleaners, garages or supermarkets were allowed nor the construction of their own buildings. The education of Africans was deliberately kept at a lower level so not many Africans were well educated. In the homelands the situation worsened after the plan of the South African government to reduce the black population in the 'white countryside' (Davenport & Saunders, 2000). Between 1976 and 1981, almost 8 million Africans lost their South African citizenship as they became citizens of one of the eight homelands (Meredith, 2006).

Figure 4: Black homelands



Reprinted from *South Africa: Black Homelands* (1986), Copyright holder unknown. Retrieved from http://www.lib.utexas.edu/maps/south_africa.html

The homelands became even more overcrowded and impoverished. The geography of the homelands made them economic not viable. Most of them consisted of multiple pieces of land that were scattered around as can be seen in Figure 4 (South Africa: Black Homelands, 1986). There were no major ports or cities, a few roads and railways, the natural recourses were poor, the land badly depleted and the homelands depended on migrant remittances and financial support from the South African Government (Davenport & Saunders, 2000).

Transition years

By the late nineteen eighties, South Africa had one of the most isolated and repressive regimes in the world. Half a century 'apartheid' and an history full of segregation left the country in a physical and mental state of emergency. By enforcing strict pass laws, homeland policies, restrictive education and labour policies on a large part of the population the government seemed strong. Also creating prosperity and wealth for a minority seemed the effect of a strong government (Meredith, 2006). Nevertheless, the impact of these policies began to manifest itself. Busy with combating political opposition the government had difficulties carrying out its basic functions. Tax collection was poor, the distribution of grand's was slow, crime became more organized, as border controlling was poor and the flow of illegal illicit goods and ordinary goods grew (Beall, Gelb, & Hassim, 2005). The international boycott of the country and the lack of educated personnel weakened the economy. The suppressed majority organised itself again and; mass disobedience, mass demonstrations, mass strikes and even guerrilla warfare created instability. The new forms of civil society groups could not be influenced, steered and controlled by the government anymore. In the opposition the linkages between the ethnic divide grew. The government was forced to react to these new realities in society. The pressure for more democratisation from White and Black organisations led to the unbanning of the banned political organisations, like the ANC, and the negotiations for a new constitution. Marking the end of 'the apartheid regime'. At the time of the transition, the State had lost most of its strength. By definition because it fell, however it was strong enough not to be overthrown and to force a negotiated transition (Meredith, 2006) (Davenport & Saunders, 2000).

Starting over again

Four years of constitutional negotiations between 1990 and 1994 followed. Although marked by violence, the transition was not a racially charged civil war or a military coup, which was feared. A new government needed to be established for all South Africans, Black and White. Creating a new democratic South Africa involving everyone on an equal basis (Meredith, 2006) (Davenport & Saunders, 2000). With a government that is representative, transparent and accountable. Democracy, good government and participation were the instrument to achieve these goals

A democratic South Africa

A human rights based nation building government came forward under the presidency of Mandela. It tried to construct a forward-looking imagined community, by drawing a line under the past through forgiveness and reconciliation and glossing over differences in the present. This led to a stable political climate in which free elections could be held on an agreed constitution. Such a stable political climate has prevented hardliners to restore the old authoritarian order. During the transition phase, the states had a severely limited capacity. This led to further internationalisation of crime, corruption and self-enrichment and a government almost incapable of exercising its basic functions. To gather the needs and wants of society, business and government, a wide range of forums where established. Meaning that policy-making relied on various non-state actors, so heavily that even bureaucratic tasks where carried out by forum participants and consultants (Beall, Gelb, & Hassim, 2005). The 1994 elections that followed were won by the ANC. From then on, the ANC was in fact the sole party dominating the political arena. Being in exile for many years the ANC had developed a centralised internal control mechanism that demands party loyalty

and discipline together with strong nationalism based on the shared history of struggle. This nationalism was further reinforced through the incorporation of traditional leaders, freedom fighters and leaders of the student protests. However, this nationalism and Afrikanism is tempered by the constitution and the human rights based principles of the ANC (Beall, Gelb, & Hassim, 2005). After three successive wins in the elections without much opposition, the South African political arena is predominantly a struggle within the ANC. Contestations amongst groups and individuals over access to the state's power takes place within the ANC (Beall, Gelb, & Hassim, 2005).

Black Economic Empowerment (BEE) and Affirmative Action

During the Mandela years, the government slowly regained grip. Political and judicial rights were promoted successfully but rights on the services for basic needs, such as housing, healthcare and education seemed harder to realise. The introduced BEE (Black Economic Empowerment) and 'affirmative action' programs have both contributed to stability but also undermine it. The programs were constructed as a trade off with white businesses between maintaining macro-economic stability and accepting globalisation on the one hand and transforming economic power to blacks on the other. It has been one of the most visible markers of change in the last decade, changing former white owned businesses now (partially) owned and managed by blacks. However, BEE has severe limitations; a narrow group of beneficiary's profits hugely, broadening the income differences within black community, fuelling accusations of window-dressing, fronting and self-enrichment. BEE is also seen as an obstruction for foreign investment. The focus on established white corporations meant that the emergence of black small-business entrepreneurs has received little attention and recourse. The transition opened many opportunities for new resources - political and administrative influence- within the black middle class. But both BEE and affirmative action closed a lot of opportunities for (young) whites, creating an outmigration of educated whites to English speaking nations around the world and a poverty trap for those who lose their jobs (Beall, Gelb, & Hassim, 2005)

It makes South Africa a country with a fragile democracy which tries to construct a forward-looking imagined community, in a setting where different groups have different memories, starting positions and histories but all should have equal chances to a better live.

2.2 Geography

Oudtshoorn Municipality

The Oudtshoorn Municipality is located in the eastern part of the Western Cape Province. Figure 2.2.2 shows where the Oudtshoorn Municipality is situated within the province and figure 2.2.1. where it is located in South Africa. Since 5 December 2000, the Oudtshoorn Municipal Area includes the larger settlements of Oudtshoorn, Dysselsdorp, and De Rust, and smaller rural settlements of Volmoed, Schoemanshoek, Spieskamp, Vlakteplaas, Grootkraal, Hoopvol, en Matjiesrivier (Integrated development plan 2006-2011, 2007) Some of them no more than a few houses of rural labourers. Oudtshoorn lies within the boundaries of the Eden District Municipality in the Western Cape Province. Oudtshoorn municipality spans over 3535 km², roughly the size of the Dutch province of Zuid Holland (Integrated development plan 2006-2011, 2007).

Figure 5: Oudtshoorn within South Africa



Adapted from [South Africa] [Field map] Retrieved from <http://maps.google.com>

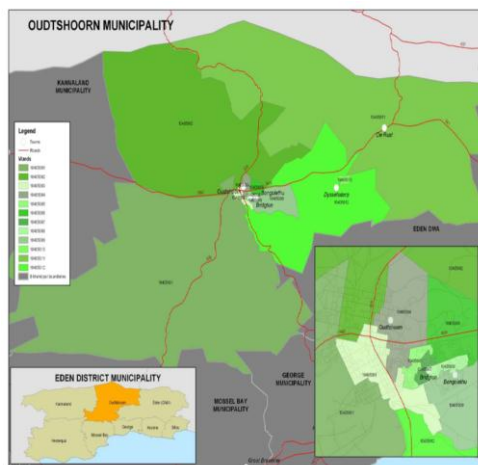
Figure 6: Oudtshoorn’s municipal borders within the Western Cape Province



Reprinted from: capegateway.gov.za

The ward structure in Oudtshoorn is set up to get approximately the same amount of citizens per ward with an allowed deviation of 15 % between wards (Local Government Bulletin, 2005).

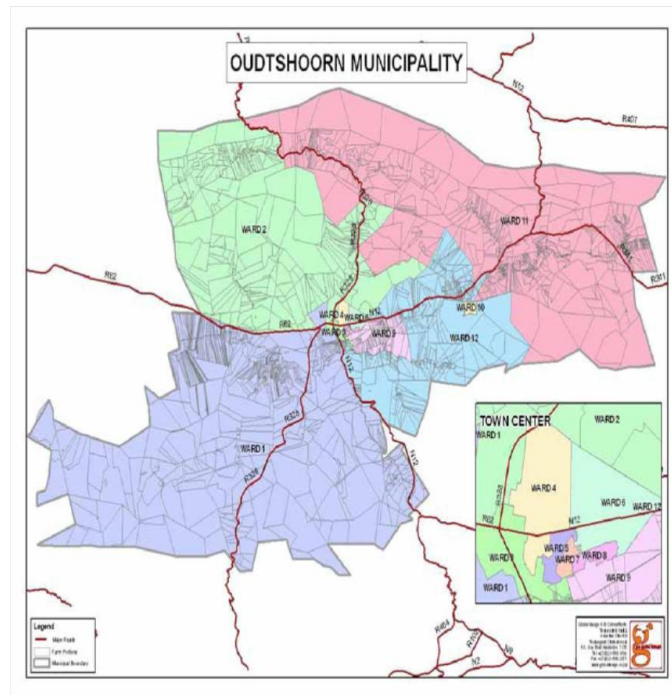
Figure 7: Oudtshoorn ward structure



Reprinted from *Socio-economic survey for Oudtshoorn municipality*. Compiled by: Distinctive Choice & Unit for Religion and Development Research (University of Stellenbosch), 2007 Preliminary rapport

The ward boundaries on the ground should use roads, fences and rivers in order to be identified with by the communities and not split obvious groupings of villages, suburbs and traditional areas (Local Government Bulletin, 2005). As can be seen in Figure 8, this seem not to be true for the Oudtshoorn ward boundaries. Looking at the different population groups per ward Table 2it even seems that the former segregation of the different population groups is deliberately cut up. Creating a rather confusing pattern of borders.

Figure 8: Oudtshoorn municipality



Reprinted from *Revised Integrated Development Plan: Peace and prosperity for all 2006*, Greater Municipality of Oudtshoorn. Copyright Greater Municipality of Oudtshoorn.

Oudtshoorn Municipality's main settlement, the town of Oudtshoorn, is situated at the crossroad of two roads, with its city hall bordering the crossroad. The plain on which the town is situated is surrounded by mountains and is known as the 'Klein Karoo' an (semi-)arid 'Little Dessert'. The five main roads indicated red in Figure 8, all but one cross high mountain passes and that one goes through a narrow curvy canyon. In the South, the Outanica Mountain range separates Oudtshoorn from the coastal towns of Mosselbay and George. Coastal rains often cannot make it over the mountains creating dry, hot sunny weather rising up to averages of 45-50 degrees Celsius in the summer months.

The town is founded in 1839. Prosperity came to the town when ostrich feathers became tremendously fashionable in Europe. The history and economic prosperity of Oudtshoorn from then on stayed interconnected with the ostriches up to today. When the marked for feathers collapsed in 1914 other ways of farming (including ostrich meat, leather and eggs) were introduced but the next economic boom is not found up until today. The arts festival; 'Klein Karoo Kunsefees', the 'Cangoos Caves', 'The Garden route', and



Ostrich- and game farms are today's top tourist attractions among the approximately 350,000 tourists visits the Greater Oudtshoorn area annually (Revised Integrated Development Plan: Peace and prosperity for all, 2006)

2.3 Population characteristics

Population

According to the Statistics South Africa (2005), the country had about 46.9 million people in mid-2005, of whom 4.7 million people lived in The Western Cape Province (SA statistics, 2005). Oudtshoorn is part of the Eden district that according to the 2001 census had a population more or less 455 thousand , approximately 97 thousand people lived in Oudtshoorn in 2007, (Integrated development plan 2006-2011, 2007) Oudtshoorn is the second largest town in the district.

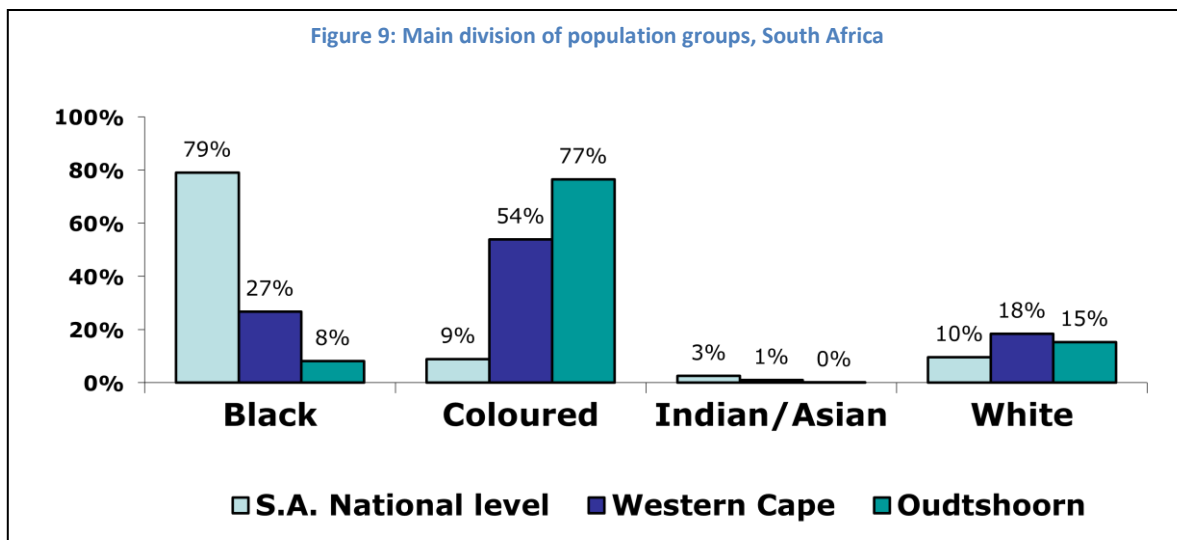
The annual population growth rate of Oudtshoorn was slightly below the national and provincial average for the period from 1998 to 2004, i.e. 1.1% as opposed to national 1.4% and provincial 1.6% (Oudtshoorn Economic profile, 2005). Oudtshoorn has shown a greater increase in rural population making it the exception in the district, just as it has the exception in out-migration figures as opposed to high in-migration figures in the municipalities Mosselbay, Plettenberg Bay, George and Knysna (Revised Integrated Development Plan: Peace and prosperity for all, 2006)

Ethnic groups / segregation

Segregation along the ethnic divide is still part of South African society.

The South African population consists of the following groups: the Nguni (consisting of the Zulu, Xhosa, Ndebele and Swazi people); the Sotho-Tswana, who include the Southern, Northern and Western Sotho (Tswana people); the Tsonga; Venda; Afrikaners; English; Coloureds; Indians; and those who have immigrated to South Africa from the rest of Africa, Europe and Asia and maintain a strong cultural identity. A few remaining members of the Khoi and the San also live in South Africa (SA government information, 2006).

The main division in population groups used in official statistics is a relic from the apartheid regime and divides the population into the following groups: Black Africans, the Coloured, the Indian or Asians and the White population. Figure 9 shows the population distribution at the national, provincial and municipal level.



Reprinted from *Statistics South Africa, Census 2001*. Retrieved from <http://www.statssa.gov.za/census01/html/default.asp>

As can be concluded from Figure 9, at national level the Black African is the biggest population group population, followed by the Whites. At provincial, district and municipal level however, the Coloured population is the biggest population group, with as second biggest population group the Whites. This can be problematic as the statistics for ‘affirmative action’ are based on National or Provincial statistics. For instance the percentage of blacks working at the government should be in line with national or provincial percentage respectively 79% and 26.7 % although there are only 8.1 % Blacks living in the Oudtshoorn municipality.

Apartheid planning left towns that:

- ‘have racially divided business and residential areas;
- are badly planned to cater for the poor - with long travelling distances to work and poor access to business and other services;
- have great differences in level of services between rich and poor areas;
- have sprawling informal settlements and spread out residential areas that make cheap service delivery difficult’;
- it left rural areas that were underdeveloped and deprived from service(Toolbox, n.d. page number).

Oudtshoorn is in this no different from the rest of South Africa. The population groups are still very much geographical divided as can be seen in Table 2, for instance, the white’s and the blacks are concentrated in two wards.

Table 2: Population groups in Oudtshoorn per ward (percentage) (n=5663)

Ward number	Black	Coloured	Asian	White	Other	Total
1	1.2	97.1	0.0	1.1	0.7	100
2	0.9	49.1	0.1	49.8	0.1	100
3	3.9	47.2	0.0	47.7	1.2	100
4	0.6	84.1	0.3	14.9	0.1	100
5	0.5	96.4	0.0	1.6	1.5	100
6	1.8	97.1	0.0	0.3	0.7	100
7	1.1	98.9	0.0	0.0	0.0	100
8	33.7	66.3	0.0	0.0	0.0	100
9	45.6	52.7	0.0	1.6	0.1	100
10	1.0	97.2	0.0	0.2	1.5	100
11	2.3	95.3	0.0	0.5	1.9	100
12	0.5	98.8	0.0	0.5	0.1	100
Whole of Oudtshoorn	8.99	80.35	0.02	9.91	0.74	100

Reprinted from *Socio-economic survey for Oudtshoorn municipality*. Compiled by: Distinctive Choice & Unit for Religion and Development Research (University of Stellenbosch), 2007 Preliminary rapport.

Bongoletu, the former Black area is situated in ward 8 and 9 these are also the wards in which Xhosa is spoken the red marked wards in Figure 10: Percentage Xhosa speaking persons in each ward. When Oudtshoorn is being compared to surrounding municipalities in the district George, Knysna and Mosselbay (Table 3), it is striking that the Black population is much smaller. The White population is a bit smaller and the Coloured are by far the largest groups in the Oudtshoorn Municipality.

Table 3: Distribution of population groups 2001, surrounding municipalities compared

Population group	Oudtshoorn	Mosselbay	Knysna	George
Black African	8.1 %	22.6 %	31.7 %	27.2 %
Coloured	76.5 %	48.5 %	44.0 %	50.4 %
Indian or Asian	0.1 %	0.4 %	0.2 %	0.2 %
White	15.3 %	28.4 %	24.1 %	22.2 %
Total Population	100 %	100 %	100 %	100 %

Reprinted from *Statistics South Africa, Census 2001*. Retrieved from <http://www.statssa.gov.za/census01/html/default.asp>

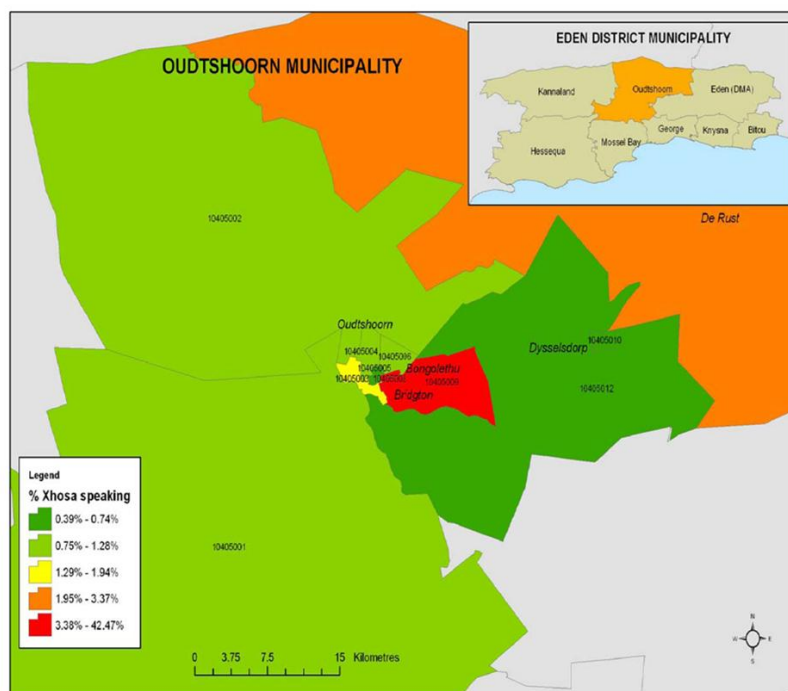
The Census 2001 compared with the Census 1996 show a population growth of 6.5% in the total population for the Municipality of Oudtshoorn. The Coloured and African population increased with 9% and 28% respectively with a decrease in the white population over the period 1996 to 2001. Comparing Table 2 with Table 3 this trend can also be seen in the following years up to 2006.

Language

Eleven languages are officially recognized in South Africa, which are Afrikaans, English, isiNdebele, isiXhosa, isiZulu, Sesotho, sa Leboa, Sesotho, Setswana, siSwati, Tshivenda and Xitsonga. According to the census of 2001, 23.8 % of the population speaks isiZulu, followed by isiXhosa (17.6%), Afrikaans (13.3%), Sesotho sa Leboa (9.4%), and English and Setswana (8.2% each).

The 2001 census indicate that the Western Cape Province and the Municipality of Oudtshoorn has a predominantly Afrikaans speaking population, 55.3% and 92 % respectively. The second most spoken language at the provincial and municipal level is Xhosa, 23.7% and 6 % respectively. Followed by English, by 19.3% at the Provincial level and 1.48% at the Municipal level (SA government information, 2006). Figure 10 shows that, although it is the second language, in all but 2 wards no more than 3 % speak Xhosa, only in ward 8 and 9, Bongoletu, the former Black area, respectively 32% and 43 % are speaking Xhosa.

Figure 10: Percentage Xhosa speaking persons in each ward



Reprinted from *Socio-economic survey for Oudtshoorn municipality*. Compiled by: Distinctive Choice & Unit for Religion and Development Research (University of Stellenbosch), 2007 Preliminary rapport.

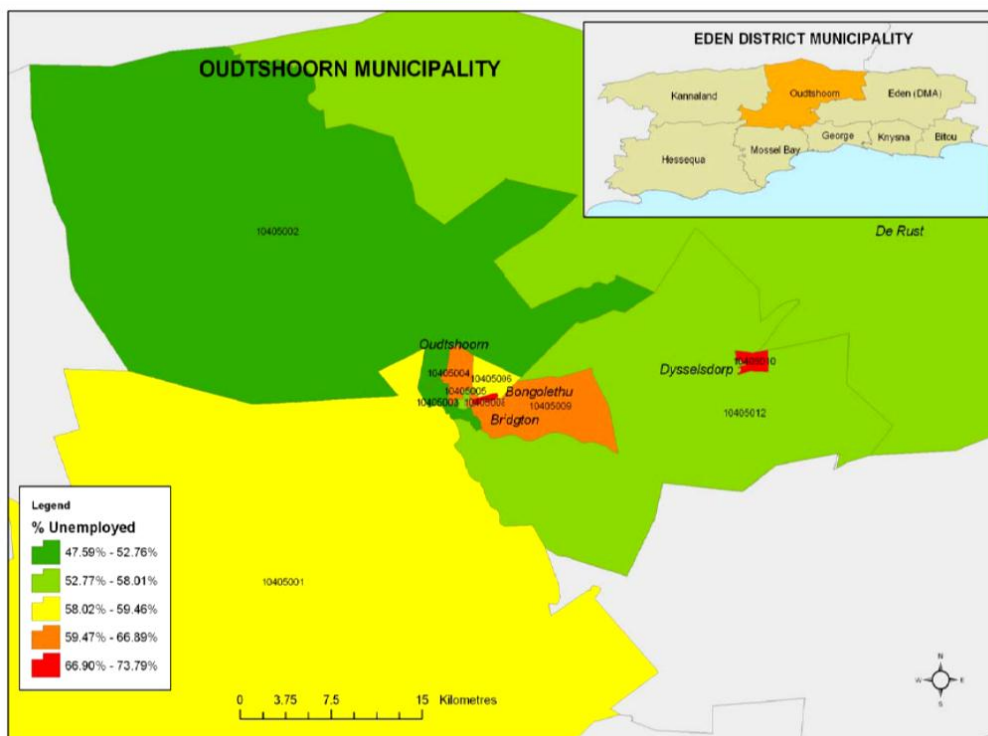
Although English is the mother tongue of only 8.2% of the population in South Africa, it is the language most widely understood, and the second language of the majority of South Africans. It is the official language in government communication also in Oudtshoorn (SA government information, 2006). Although most day-to-day communication is done in Afrikaans.

2.4 Social-economic characteristics

Unemployment

Although population growth in Oudtshoorn was, lower than the growth of the economy at about 1% per annum, unemployment rates still increased from 24.4% in 1998 to an estimated 29.3% of the labour force in 2004. The unemployment rate is above the current national unemployment rate of about 25.6% and more than 10% above the average for the Western Cape Province of 17.6% (Powel, 2006). The socio- economic survey shows a much higher unemployment figure of 61.5% in the whole of Oudtshoorn in 2007. Figure 11 shows that all wards have higher unemployment rates than 47.5% (dark green). In some wards the unemployment figures are higher with 67-74% unemployment in two wards (red)(socio-economic survey Oudtshoorn, 2007)

Figure 11: Percentage unemployed people (older than 16) in each ward



Reprinted from *Socio-economic survey for Oudtshoorn municipality*. Compiled by: Distinctive Choice & Unit for Religion and Development Research (University of Stellenbosch), 2007 Preliminary rapport.

The red spot on the right in Figure 11, where the unemployment is the highest, is ward 10 or Dysveldsdorp, a former Coloured township. At a distance of more than 20 km from town. As shown below hardly any employers are located within walking distance.

Mini busses are the main mode of public transport. They drive regularly to all surrounding towns. There are even minibuses that regularly drive distances as far as Capetown. There are a few busses coming to a central square in town every day but they travel only long distance as for minibuses often take routes around town to pick up people in their neighbourhoods. The method 'car as a passenger' can also be sitting or standing in the back of a pick-up truck.

Table 4: Method by which people travel to work per ward in Oudtshoorn (% of employed individuals)

	walk	bicycle	car as a driver	car as a passenger	a minibus	bus/train	motorcycle	N/A
Ward 1	52	2	9	14	18	0	0	4
Ward 2	30	3	43	11	1	0	1	10
Ward 3	29	2	43	13	2	1	3	7
Ward 4	49	2	19	19	3	0	2	7
Ward 5	37	2	22	18	12	0	0	9
Ward 6	33	4	11	15	24	1	0	13
Ward 7	57	3	4	9	20	0	0	7
Ward 8	31	4	4	19	36	2	1	4
Ward 9	41	6	8	17	22	1	0	6
Ward 10	16	1	9	25	31	1	0	16
Ward 11	64	1	1	22	4	0	0	8
Ward 12	37	2	5	21	29	1	0	6
Oudtshoorn	40	3	17	14	16	0	1	8

Adapted from *Socio-economic survey for Oudtshoorn municipality*. Compiled by: Distinctive Choice & Unit for Religion and Development Research (University of Stellenbosch), 2007 Preliminary rapport.

Table 5: Sector in which person in employed in percentage(n=1396)

	Formal sector	Informal sector	Private person
Ward 1	15	79	4
Ward 2	65	6	26
Ward 3	88	8	2
Ward 4	65	30	2
Ward 5	33	56	9
Ward 6	30	56	10
Ward 7	46	44	8
Ward 8	72	6	20
Ward 9	24	41	33
Ward 10	44	47	4
Ward 11	7	6	84
Ward 12	26	67	7
Oudtshoorn	48	36	14

Adapted from *Socio-economic survey for Oudtshoorn municipality*. Compiled by: Distinctive Choice & Unit for Religion and Development Research (University of Stellenbosch), 2007 Preliminary rapport.

Oudtshoorn has a large informal sector with great differences per ward. In the rural ward 11 with as main settlement De Rust 'working for a private person' makes up to 84 % of the workforce. This ward also had the highest percentage of people walking to their work, 64 % although it one of the largest rural wards. This can have something to do with the bars, shops and hotels in the Rust, the mountainous terrain, with little roads and people predominantly living and working along the riverbanks in the valleys, and with farm-workers who live on the land of the farmer.

Figure 12: Division of labor in Oudtshoorn

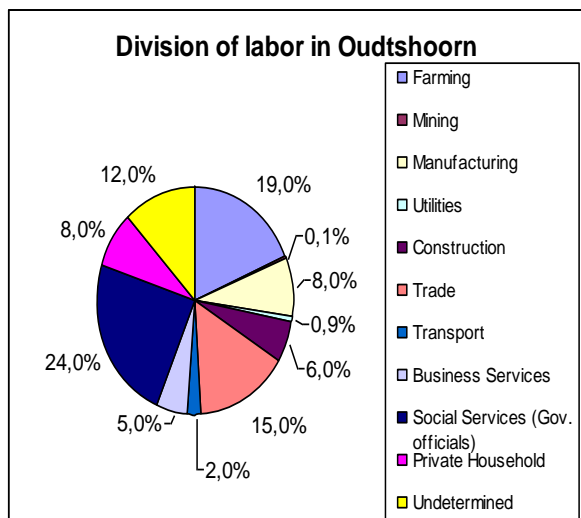
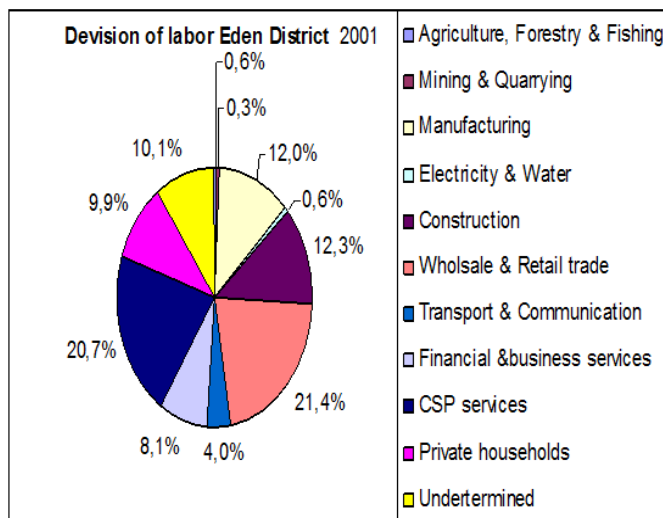


Figure 13: Devision of labor Eden District 2001



Reprinted from *Socio-economic survey for Oudtshoorn municipality*. Compiled by: Distinctive Choice & Unit for Religion and Development Research (University of Stellenbosch), 2007 Preliminary rapport.

The division of labour in Oudtshoorn is compared to the district division of labour in Figure 12 and Figure 13. It shows that the government is the biggest employer. In Oudtshoorn, with 19 %, farming is still a big part of the economy especially the ostrich farming which also make up of 86% of Oudtshoorn’s manufacturing activities Table 6.

Table 6: The distribution of manufacturing activities in Oudtshoorn, 2004

Manufacturing activity:	Contribution to total income
Ostrich processing	86.2%
Wood processing	3.4%
Niche agri-processing (e.g. dried fruit, olives)	3.1%
Meat processing (non-ostrich)	2.6%
Dairy	0.3%
Brickyard	2.5%
Furniture	1.1%
Steel & metal products	0.3%
Other	0.6%
Total	100%

Adapted from *Economic profile municipality of Oudtshoorn*, 2005 p. 17. Copyright Municipality of Oudtshoorn 2005.

The municipality has a backlog on service delivery and infrastructure.as can be seen in Table 7: Backlog on service deliveryTable 7.

Table 7: Backlog on service delivery

	Very satisfied	Satisfied	Dissatisfied	Highly dissatisfied	N
Perception of condition of dwelling/house	14.54%	41.19%	26.00%	17.55%	1 396
Condition of the toilet structure	5.88%	11.76%	47.06%	29.41%	34
	Yes, often for long periods	Yes, but not often	No, never		
Water delivery interruption	93.46%	5.27%	0.30%		1 346
	Throughout the day as I need it	Only during certain times of the day	Only 25 litres per person per day		
Quantity of water available on a daily basis	8.69%	46.36%	44.87%		1 346

Adapted from *Socio-economic survey for Oudtshoorn municipality*. Compiled by: Distinctive Choice & Unit for Religion and Development Research (University of Stellenbosch), 2007 Preliminary rapport.

Inequality and poverty

Poverty is a problem in Oudtshoorn and even has become more acute. In 2004 almost 30% of the population was living in poverty, in 1998 this was 25%. This percentage is higher than the provincial percentage (23%) but lower than the national level (50%) (SA statistics, 2005); (Powel, 2006). The poverty percentages of the different ethnic groups in Oudtshoorn vary enormously: Africans 50%, Coloureds 33%, and Whites 7%.

The total number of poor in Oudtshoorn was approximately 25500 people from this 83% were Coloured, 12% Black and 5% White (Development Information Unit: DBSA Global Insight database, 2004, as cited in Oudtshoorn Economic Profile, 2005).

Absolute poverty (people living on less than 2 US\$ a day) is also in Oudtshoorn a significant group of around 10% of the population (Oudtshoorn Economic Profile, 2005). Oudtshoorn again performs worse than the province (6%) but better than the country as a whole (18%) (Powel 2006). Overall in South Africa most of the poor ,72%,live in rural areas although only 45% of the population is rural. The poverty rate for rural area's is 71% (May, 1998).

The Human Development Index (HDI) gives an indication of three dimensions of human development, namely life expectancy, literacy and income.

The national HDI has grown from 0.56 to 0.59 between 1998-2004. This slight increase is remarkable as most countries in the Sub-Saharan Africa showed a steady decline with as principle cause the HIV/AIDS epidemic.

In Oudtshoorn the HDI for Africans is 0.53. Africans living in the rest of the country have the same HDI. Provincial the HDI is higher at 0.58. The local HDI of the Coloured population is

0.54 is far less than the national level of 0.62. The White population group in Oudtshoorn has in contrast a HDP of 0.85, which is the same as the national and regional levels. The HDI of whites has remained constant since 1998; over this period, it increased significantly for Africans and Coloureds. (Development Information Unit: DBSA Global Insight database, 2004). Also Oudtshoorn has a HIV problem, HIV/aids caused death to 88 people in 2006 and around 1080 TB cases were reported in Oudtshoorn in the same year (Powel 2006).

South Africa's income distribution is still among the most uneven in the world, with a small percentage of the population possessing a large percentage of the total wealth. Oudtshoorn is in this respect no different from the rest of South Africa (Powel 2006).

2.5 Conclusion

South Africa is a democratic country where public/community participation is a basic right of the people. This democracy however did not spring out of nothing in 1994; altered path dependency plays a huge role in how the government functions and in how public participation schemes' are used. Oudtshoorn is in many aspects an average rural Western Cape municipality, as far as this can be said in a country with such a huge variety in geography, ecology, climates, cultures, ethnicities, socio-economic positions, languages and even histories. Many of today's obstacles and challenges of the local government derive from South Africa's historic legacy (legacies). These legacies are still tangible and visible in today's society and actual in the challenges faced by the citizens and governments of South Africa. In conclusion, South Africa still has many development issues to address. Oudtshoorn however ethnic not the average South African town is struggling with the same challenges as any other South African towns. It is a town that is racially divided, with long walking distances for the poor to jobs city hall, shops, roads, schools etcetera, has uneven levels of services between rich and poor, urban and rural. South Africa's government is trying to battle these inequalities with democracy and participation involving everyone to overcome the distances between communities and the local government.

3 Research objectives & methodology

After discussing the concept of South African participation and the historical and social-economic situation in Oudtshoorn indicators for measuring the effect of the participation structure in Oudtshoorn can be found. The purpose of this chapter is to explain how the research questions already described in the introduction can be translated into questions for both interviews and questionnaires. The hypotheses will be based upon these questions. The methodology part of this chapter describes the methodological framework. The local circumstances did not allow application of optimal scientific standards in every possible way. An adjusted combination of quantitative and qualitative methods was therefore necessarily in order to reach the targeted population.

3.1 Objectives

The objective of this thesis is to study the effects of an existing public participation programme in a local government executed in a developing country. The research objective is to explore if local participation structures in the context of one of South Africa's towns is living up to its promise. Does it meet the goals set and in which way is its objective realised? In order to find this research objective two main sources are used. One is the South African government who creates and implements these structures, through interviews and policy guidelines. The other are the people who are (are not) in dialogue with the government, through questionnaires. In this study, the implemented model as well as the state or level of implementation are of importance. The latter is important because official regulations and daily practice often differ. This can influence the effect and outcome. Furthermore, research is done about the process. Because the government model includes a high degree of public participation schemes, South Africa is chosen a research subject. Oudtshoorn was chosen because of the existing contacts between them and Utrecht University.

3.2 Research Questions

The main question of this thesis is:

What are the effects of the current public participation structure in South Africa's Local Government towards the end-goal of participation; a good functional participation structure, including all, contributing towards an accountable and transparent local government that develops along the real community priorities?

By effects is meant the direct output or direct measurable facts like how many people are reached and which groups and how does participation influence Decision-making Effects are also the consequences these have on the end-goal of participation. The report considers whether the goals set by the government have been achieved. The underlying question is: to what extent does the participation structure contribute to the goals set?

The current public participation structure stands for the local participation structures as they are prescribed in the guidelines and tool books of the South African Central and Provincial

governments and how these are implemented at the time of the research. The object of study is the participation structure in the municipality of Oudtshoorn. To find out if all are included, the participants characteristics are being researched and compared to statistics. The contribution of the structure to accountability and transparency of the municipality is researched through questioning participants and organisers of participation about the indicators that indicate such levels.

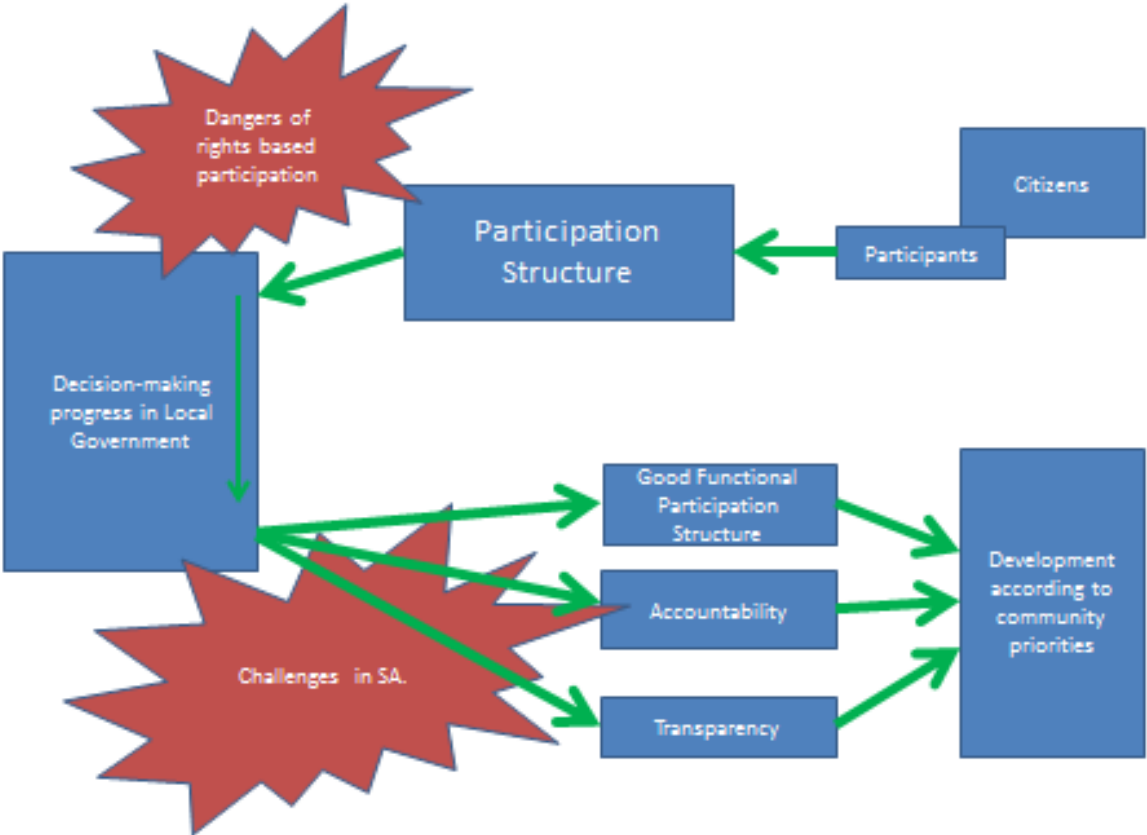
The sub questions are:

- 1. Who are involved in the participation structure?**
- 2. Who organises the participation structure?**
- 3. How does the participation structure influence decision-making?**
- 4. Who are participating?;**
- 5. How does participation contribute to a transparent and accountable government?**
- 6. Is the participation structure in Oudtshoorn (moving toward) being a good functional participation structure?**
- 7. Are the challenges of rights based participation found in Oudtshoorn?**
- 8. Are the effects of the current participation found in Oudtshoorn representative for the participation structure in South Africa?**

3.3 Conceptual model

With the sub-questions a conceptual model can be constructed in order to visualize relations and interdependencies. The 'actual participation model' is at the heart of this model and directly influenced by the 'government' that created and organises the model and the 'participants' (or stakeholders) and the way in which it is implemented through the theoretical model and the preconditions that need to be in place. The 'historical,- and social-economic situation in South Africa' influences both the 'citizens' as the 'government' in its own way at all levels. There are many other direct linkages between the government and the citizens outside the participation model in forms of: elections, letters, media, direct contact through: grand's, police, hospital, education etcetera. These linkages are predominantly outside the scope of this research but could influence the effect of participation towards its goals but are not mentioned in the model. The effect that dangers derived from the legacies of South Africa's past have on participation and visa versa, and the effect the chosen participation form: rights based participation has on the outcome towards the goal of Participation: transparency accountability a good functional participation model and in the end towards the development along real community priority's. the model shows how the participants, through the participation system, and the decision-making process within the local government, influence the development according to their priorities. By doing so the citizens can change the way of governing making it better functional, more accountable and more transparent.

Conceptual Model



3.3 Hypotheses

Based on the indicators in the conceptual model the questions for both the interviews (appendix 5 and six) and the questionnaires(appendix one to four) can be formulated. In the context of this research it is very important to formulate those questions carefully as participation accountability transparency all are very broad and complex concept. The questions in the questionnaires and the interviews, as added in the appendix, are the result of applying a combination of theory, local guidelines, local practice and local statistical datasets.

3.4 Methodology & approach

This chapter explains the methodology and the approaches used to gather information in order to answer the main question. Paragraph 3.4.1 explains the methodology. This paragraph indicates which research methods are used to answer the main question of this research. 3.4.2 indicates the scientific relevance of the collected data. Paragraph 3.4.3 gives the experiences during data-collection and researchers biases.

Methodological characterisation and instruments

The research involved a combination of qualitative and quantitative data collection. It required interviewing councillors, officials, community development workers(CDW's) and others involved in the Participation structure. To get answers to the main question and sub questions research is been done in number of ways. This paragraph is divided along the chapters of this thesis to further specify what kind of research is done to answer the main question. Some considerations must be made regarding time. Time should be an important in this research for two reasons. First the participation structures was implemented only 4 years ago and due to recent elections and the political situation, was not fully operative. Therefore finding in this research can differ from research done at some other time. Second due to the nature of the objective of participation. More democracy, more transparency and openness are relative outcomes. Therefore, research at only one point in time cannot give a complete answer on the effects towards these objectives. Despite these concerns, no specific attention has been paid to this differentiations in time. On the one hand the findings will be representative for the situation in the municipality at the research date. On the other hand the objectives are to be reached in time in an on-going process. The effect towards these outcomes over time then could be found in further research that is recommended in some years.

Theoretical background of Public participation in local government (South Africa)

First, a study has been done in the scientific literature of public participation. In order to find out what methods of public participation are being used in South Africa. The guidelines, regulations, laws and recommendation brochures of the national government/provincial government and the district where studied. Giving a comprehensive view on the obligations and responsibilities the Oudtshoorn local government has regarding public participation. This gives the theoretical strengths, weaknesses, threats and challenges of the chosen structure to be compared with the actual findings of this research. In this theoretical outline indicators that should be promoted though Public participation are being explained.

Setting

All kinds of data sources are used to create an image of the setting of this particular participation model. This is important to get behind the questions: why is this participation system used here? In addition, why do these strengths, weaknesses, treats and challenges occur here?

Current structure in the Municipality

The structure of public participation is researched by interviewing responsible officials and councillors and by studying legislation and regulations of the Oudtshoorn municipality, the district and the province. Afterward, it is represented in a model that is constructed together with officials within the municipality.

Implementation and functioning of the participation structure

Observatory methods during meetings were used to find out how the meetings were organised, handled and who are participating. All sorts of meetings are being visited in order to get a comprehensive overview on who are participating, what the current situation of participation in the municipality is and how the different meetings are being carried out. Visiting these meetings also led to encounters with all sorts of people with interesting and different views on public participation within the municipality.

Interviews and conversations with several ward councillors and councillors, officials and with the municipal administrator gave further understanding of municipal structures and the functioning of these structures.

Challenges and threats to participation

Four surveys were conducted, to get data about; the implementation of this structure; who is participating and what their opinion is on the participation structure. The questionnaires are found in appendix 1-4.

1. The first is conducted among the ward members, ward councillors of all wards within Oudtshoorn, and is in this thesis referred to as 'the ward member survey'(Appendix one).
2. The second survey is held at all ward meetings during the research period. This one is referred to as 'ward meeting survey'(Appendix two).
3. The third is held at the provincial Imbizo, 'the Imbizo survey' (Appendix four).
4. The fourth is conducted on several public places on the streets in Oudtshoorn, 'the people on the street survey' (Appendix three).

By structuring the four surveys consistent with the 'socio-economic ward profile survey', done by the Eden district in November 2006, comparison is made possible with participants versus inhabitants on ward level. The Unit for Religion and Development Research (URDR) based at the Stellenbosch University held this 'socio-economic ward profile survey' in all municipalities in the Eden district. The socio-economic datasets of the 'socio- economic ward profile survey' will form the statistical basis for all planning of the municipality and creates access to accurate, recent and relevant socio-economic baseline data. The data from the four 'participation surveys will comply with the characteristics of the twelve Oudtshoorn wards.

Conclusion

Together, the outcome of these research methods can answer the research questions in the conclusion.

Methods and research population

The population of this research is in the widest sense were the citizens of the municipality of Oudtshoorn. As the focus of this research is on the participation structures inside the municipality, the focus inside the population of Oudtshoorn is also more on people who organise and participate in these structures. The interviews were therefore held among the organisers of the participation sessions such as councillors and responsible officials within the municipality and the chairman of the community forum; the head of the business chamber. The interviews conducted and the meetings visited are listed below.

Interviews / conversations:

Officials' municipality Oudtshoorn:

Lluwellyn Coutzee: IDP manager

Lionel Prins: official manager of the ward structure

Gavin Juthe: performance manager IDP and participation structure

Philippe Nell: head of administration and of public participation within the municipality

Dion Versage: senior administration official

Community Development Workers (CDW) in Oudtshoorn:

Several CDW's, both trained but not employed at the moment as employed CDW's

Ward councillors Oudtshoorn:

Pierre Nell,

Japie Coutzee,

Cristian Stremmet,

Wilton Kawa

Dion De Jager.

Provincial Administrator

Louis Scheepers (Appointed Administrator of Oudtshoorn Municipality)

Organizers Imbizo working for the Western Cape Province in Cape Town:

Magnus de Jongh

Villa Brown

Pamela Harris

Head of business chamber:

Rassie Klein

Attended Meetings:

Provincial level:

Imbizo (Oudtshoorn)

Woman's participation workshop (Mosselbay)

Imbizo about the province taking over administration of Oudtshoorn (Oudtshoorn)

Eden district level (all meeting were held in George):

Social-economic profile
Introduction of second generation IDP + IDP preparation
Presentation of 2007 Eden district IDP
Housing

Municipal level:

Councillor meetings, 4 times
Equality meeting
Portfolio meetings, 2 x
Ohanet meeting
Community safety forum meetings 2x

Ward level:

IDP input meetings for all 12 wards, 4x
IDP and budget meetings for all 12 wards, 3x
Ward member training
Public ward meetings, 3x

Forums:

Cultural forum installation meetings, 2x
Ohanet forum meetings, 2x

Non-governmental meeting:

Route 62, tourism meeting

Together all the interviews within the government sphere and the policy documents gave clear picture on how the participation structure functions according to the municipality. The observatory methods used at the meetings and the surveys give perspectives on the participation structure from respectively the researcher and the participant's point of view. However, the political and administrative unrest at the municipality during the research made that the surveys did not contribute the amount of information to be representative for statistical analysis. Therefore, the population, the response, the methods and the objective of the four surveys are listed below. The titles of the surveys indicate the venue or the population of the survey.

'Ward-members survey':

Population: all the 120 ward-members and 12 ward-councillors within Oudtshoorn

Response: useful questionnaires 30-45 (15 of the questionnaires came from ward members who filled in several questions about meetings that where not held yet. The answers on these questions can't be more than speculation and are not used as data)

Methods: Handing the Questionnaires to all ward-members and ward-councillors at meetings or sent to home addresses by mail. Because of the cancelled return venue, the IDP-brainstorm meeting, the questionnaires were to return in a different way. Collecting the questionnaires at ward-members home addresses, by mail, phoning and other methods were used to recollect the questionnaires.

Objective: The objective of this questionnaire is to find out in how public participating processes are currently functioning within the municipality of Oudtshoorn. The aim of this questionnaire is threefold. First, it tries to find

out who are and who are not participating through the ward structure. Second, it is to find out how public participation actually influences decision-making. Thirdly, it tries to identify strengths and weaknesses in the current structure.

'Ward meeting':

Population: all participants of ward meetings. All wards should have had such a meeting during the research period and is conducted at the only ward meeting that was not cancelled, public ward meeting in ward 6.

Response: useful questionnaires 17

Methods: conducted during the ward meeting of ward 6. During the meeting, the councillor asked to fill in the questionnaire at the end of the meeting. After the meeting, somebody sat down with the respondents to fill in the questionnaires.

Objective: To gather information on the participants and their views on participation per ward in order to compare with the socio-economic ward profile.

'Provincial Imbizo':

Population: all participants of the provincial Imbizo approximately 1000 people

Response: useful questionnaires 3

Methods: Distributing questionnaires before, during and after the Imbizo and collecting them afterwards.

Objective: comparing provincial participation meeting, participants' characteristics and opinions with the municipal participation participants.

'People on the street':

Population: all inhabitants of Oudtshoorn town

Response: useful questionnaires 75

Methods: Filling in Questionnaires with people on the street.

Objective

The Questionnaire intends to get information on who are participating and who are not participating within the municipality public participation structures. It also aims to get information on the frequency of attending meetings, the reasons why people use certain participation methods and why people attend (or do not) meetings as well as what they hope to achieve with the participation method they use.

Restrictions during data-collection and researchers biases

During the time of data-collection, many things occur that could influence the outcome of the research. Due to time constraints some of the data sets are uncompleted and some even unreliable. In this case, the local government in Oudtshoorn was placed under supervision of the province because of a political impasse within the ruling coalition. This resulted in politicians and officials that were reluctant in answering questions about public participation. The position of the provincial and local party sometimes collided and therefore

taking a stance on functioning of the participation structure could be seen as a political stance. In addition, the ward members and inhabitants perhaps answered different from how they would react in less turbulent times. Even more important due to this political impasse the participation structure virtually collapsed, many meetings were postponed or cancelled. Therefore, the datasets of the questionnaires are far from complete. And no statistical comparison can be made. Again and again the research had to adapt new ways to obtaining data because of disappointing response, the cancellation of meetings, and reluctance to cooperation. However, with rather thin scientific proof, there can be made several interesting deductions from the data, that were powerfully supported by the observation made by the interviews and the researcher mainly precisely because of influence the political impasse had on the functioning of the participation structure.

Restrictions

The interviews:

The first lesson learned is that neutral answers from government personnel are not easily obtained. Government personnel and politicians are careful in their answers, especially when the political situation is tense. On some occasions the information gathered from such an interview is limited to politically correct answers, displaying an ideal, but not realistic, situation of public participation.

The surveys

'Ward-members':

Many returned questionnaires were not useful as they were inconsistent or had a lot of missing values. Several wards had not held a meeting yet. So the questions asked about these meetings could not be answered although they sometimes were answered. Sometimes questions were not filled in. Several questions were asked in English and in Afrikaans and returned filled in both, but with different answers. To interpret those is hard and makes them useless for all questions, therefore, the response for this questionnaire is sometimes 45 and for other questions only 30.

'Ward meeting':

Only 20-30 people attended the ward meeting in ward 6. All the other ward-meetings were cancelled and postponed during the research period. Many of them only were cancelled at the last moment because either a ward councillor or not enough ward members showed up at the meeting. The data from this survey is interesting but not useful for scientific statistical analysis, as the response is only 17.

'Provincial Imbizo':

With around a thousand participants, this was the participation meeting with the most attendants. However, no useful information can be derived from these questionnaires only three fully filled questionnaires were returned. Attending the meeting and speaking with the attendants did give some insight, information and understanding of the participants, participation methods, the sort of information, the complaints and problems of the people, but no data for statistical analyses.

'People on the street':

This survey consist out of one day of questioning on the street at three locations; Bridgton, clinic/library and ratepayers office; Bongeletu, 8ste Laan, library/crèche/clinic, and ratepayers office and; Town centre, Pick & Pay square. No survey was held in the rural areas, de Rust, and Dysselsdorp due to time constraints. The three locations were chosen because of their central location in respectively the former coloured area, the former black area and the former white area.

Notice: in Bongeletu middle-aged women love to respond but at Pick & Pay people respondents where less enthusiastic especially from middle-aged women. Here more response came from elderly man and youth. This perhaps has something to do with the chosen locations being respectively near to a crèche and clinic, with nurses on their lunch break and a high end supermarket. However it has also some effect on the outcome. Many nurses and kindergarten teachers had been to job related participation meetings. As a result, Black employed woman seemed dominant in the Participation structure.

Biases

This research is done by Dutch student International Development Studies and is therefore biased in a number of ways. European or similar values, norm, beliefs and cultures are more normal to that person than others are. Therefore, it is difficult to have a fully open and independent view on the different societies, politics, cultures, beliefs, traditions and the historical legacy of the republic of South Africa. The biases that occurred during this research are numerous.

The most important was the linguistic bias. As English was the language most used by the researcher, the respondents are most likely people who have understanding of the English spoken or written language. Although the questionnaires used in this research were translated in Afrikaans, the most used language in the area, not all people speak this language let alone can read this language. At the 'people on the streets' survey Isu-Xhosa speaking interpreters helped out. Despite Afrikaans was gradually more understandable for the researcher, when spoken slowly and officially, during meetings not everything was understood precisely and not everything was translated.

The second large bias is the cultural bias. Cultural differences in customs, social interaction, politics, traditions and beliefs make it difficult for the researcher to interpreted, understand or explain certain phenomena. In addition, cultural similarity with one of the social groups may blur objective research.

The third bias is the social-geographical bias. In this poverty, luxury, infrastructure, remoteness, climate, electricity, safety, etc. all influences the researcher and the research. In this case, for instance the access to rural areas was limited because of dependence on others to go to because of the knowledge of where to go, the safety, climate factors such as muddy roads, fire and snow in the mountains, early nightfall in winter and the dangers of trespassing.

The last bias that especially in this research was very important is the political bias. Political instability and the highly political research subject made it hard to find the underlying cause

of things. People answered political correct, evasive, vague, not to the point or not at all. This made doing research difficult and made some data unreliable.

Preparation of the results

The results in this thesis are derived from a research done in Oudtshoorn municipality. This research was intended to review the functioning of the participation structure in the municipality to incorporate the results in the 2007 municipal Intergrated Development Plan (IDP). The data gathered for that research, is used for this thesis and however the research questions are similar, they are not the same. The deadline for the draft IDP made that time was very short for the presentation of the results and extended analyses could not be done then. The results therefore differ slightly from, and are more elaborated upon than the results presented for the council and submitted in the draft IDP 2007.

4 The participation structure

This chapter shows how the participation structure in Oudtshoorn is set up at the time of the research in 2007. The model is compiled with the information from interviews with several officials and councillors within the municipality; L. Coutzee, L. Prins, D. Versage, G. Juthe, Ph. Nell. The paragraph 'the community forum' has been set up with only the information from R. Klein. The model is set up by the researcher in close cooperation with the IDP-manager, L. Coutzee and is used for the 2007-2011 IDP. The chapter answers the sub questions;

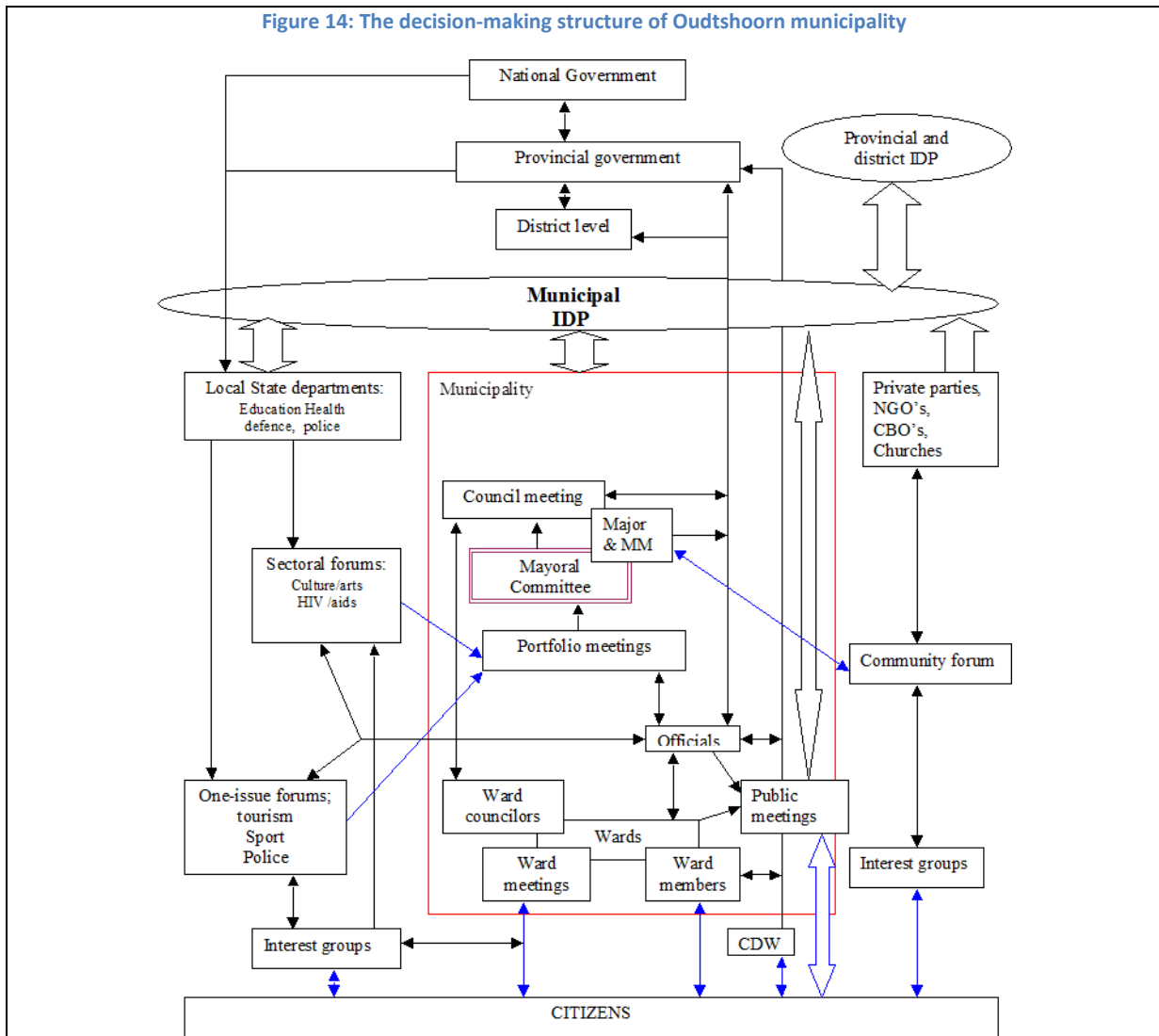
- How does the participation structure influence the decision-making process?
- Who organises the participation structure?

In *Oudtshoorn*, the main participation structure is a ward system. In this system, part of the municipal council consists of councillors that represent a certain ward. In 2003, the ward councillor system was introduced in the Western Cape Province. The ward committees were, in 2007, 4 years in place. Through this structure most of the public participation is handled. Another powerful tool in communication and participation are the planning and reviewing processes within the Intergraded Development Plans. Additional structures are the different forums: the budgeted forums, sectoral forums, the one-issue or area forums, but also the several interest group meetings and the Community forums. Further participation has been handled through the community development workers (CDW) since 2006. Alternative - unofficial and unstructured - methods of public participation are contacting the municipality's officials and councillors or other government officials and for example through letters or the media. Due to elections of 2006 most of the Ward councillors were new to ward system and many also new to council. There has been only one re-elected ward councillor (Personal communication March 13th 2007, J. Coutzee).

4.1 the current participation model

In Figure 14 the several official methods are schematic represented. The blue arrows represent the actual public participation. The black arrows represent the way the information feeds into the decision-making processes of the municipality. Everything in the model that is within the red square can be seen as a part of the municipality. On the left side of this figure, you can find activities facilitated or chaired by the municipality, such as sectoral forums and one-issue forums. On the right hand side of the figure, you can find the community forum chaired by the business chamber.

Figure 14: The decision-making structure of Oudtshoorn municipality



Source: Author 2007

The mayoral committee

The mayoral committee is the most important decision-making organ within the municipality. On this committee the major, the municipal manager and the chairperson of one of the four portfolio meetings are seated. However, the council has to approve all decisions made by this committee. Therefore, the council is the highest decision making power.

The portfolio committee

The portfolio meetings play an important role in facilitating a platform for many stakeholders – specialized government representatives. The portfolio meetings are held once every month. There are four different meetings: finance, socio-economics, services and corporate services. In these meeting, all responsible actors on the topic are invited. This means that municipal officials, councillors, state- and provincial departments and different other interest groups and stakeholder representatives are all present and numerous different issues can be put to table.

The ward structure

Oudtshoorn is geographically divided in twelve wards. Every ward has a ward committee of ten elected members with each an elected ward councillor. The ward members assist the ward councillors and are the 'eyes and ears' of the ward councillor. They represent the community and put forward issues and needs of the community. The ward councillor is directly connected to the people in the ward, through the ward meetings and the ward members meetings, respectively held at least every three months and at least every month. The councillor has at the same time high decision-making responsibility. Therefore, the ward structure is a powerful public participation structure as it feeds directly in the highest decisions-making organ. The ward structure thus should play a big part in getting information from the public to the municipality. The ward structure can be seen as the main body of communication between the local government and the community.

The ward system is based on the Act on Local government: municipal structures, no 117 of 1998. The procedures used are very much prescribed by the Municipal systems Act. In Oudtshoorn, there is one official in charge of the Ward committees, and public participation. His task is to regulate and administer all public participation processes. This includes sending out agenda's, taking minutes, organizing training, sent invitations and schedule meetings.

A few regulations as used in Oudtshoorn municipality are:

- The ward councillor is always the chairperson of the ward committee, without him, no meeting can be held.
- For an official ward member meeting there need to be a quarrel of five members plus one.
- The ward committee has an advisory role to the council, it has no statutory power but council can delegate powers to them.
- The ward committee is there to spread information concerning everything about the municipality or about the government.
- Oudtshoorn has a sectoral election model for ward members; this means that candidates living in a ward are nominated by interest groups only. The idea is that in that way different focus areas are represented in the ward committee.
- The ward committee members have to be elected by the *registered* residents of that particular ward
- The ward committee has to meet at least once a month, and meet with the ward community at least once every three months
- No remunerations is payable to ward members according to municipal structure act 77 (Guidelines for Local Government: Public participation, Cape Town, 2004, Annexure 12; Personal communication with L. Prins, G. Juthe L. Coutzee).

The forums

Next to the rights based participation structure such as the ward structure and the CDW's, the municipality is trying to identify challenges through other more focused meetings with stakeholders and interest groups on different topics. It does this through the one-issue and sectoral forums. This is the second approach needed to get participation through stakeholders. It is active participation through specific stakeholder groups with issue-specific, task-driven processes in order to directly influence decision making (Guidelines for Local Government: Public participation, Cape Town, 2004, p. 67). In this way, the municipality should get a broad picture of what is happening in their community.

The sectoral forums

These official forums consist of different stakeholders, specialists and interest groups within a certain sector. The OHANED forum on HIV/Aids is an example of such a forum including all stakeholders together with municipal and provincial officials on this topic. Everyone who is interested in HIV/Aids can attend the meetings held by such a forum and the information coming out of such a forum is reported in a portfolio meeting. Other perhaps better examples as the Safety and security forum and the Arts and culture forum are yet in progress to be set up by the responsible provincial departments.

The One-issue forums

These official forums consist of different stakeholders, specialists and interest groups on a certain issue. The tourist forum and sport forum are examples of this in which the municipality also has role as facilitator and stakeholder. Again, the municipal official will report municipal policy on the specific topic during the meetings and report the outcome of the one-issue forums in the portfolio meetings. An example of one organised by a state department is that of the police forum.

The community forum

This forum is not chaired or facilitated by the municipality. In this forum, the mayor and the municipal manager are seated along with representatives from important NGO's, businesses, religious leaders and other state departments. This is an important forum because it is a highly organised non-governmental forum representing important interest groups within society. This makes it an a-political structure not depending on government money with room for new insights and creative solutions (Personal communication with R. Klein, 2007)

The Community Development Workers

To get to the groups that are not organized in interest groups and are not able, willing or capable to participate in the ward structure or the forum a system of Community Development Workers (CDW's) is set up. They should be the ears and eyes of the municipality in the community. Only three CDW's are employed in the whole of Oudtshoorn, they report to the responsible official, and to the province, that in this stage is employing them.

Officials

This are the officials off the municipality and are the administrative power of the municipality

Mayor and M&M

These are the mayor and the municipal manager

The Public meetings

All these meetings are open for the general public. The public can gather information and give input on issues. This can be about all sorts of topics but the municipality is obliged to do this on:

- The implementation and review of the Integrated Development Plan (IDP);

- The preparation of budget;
- The establishment, implementation of the performance management system;
- The monitoring and review of the performance;
- Policy development;
- Strategic decisions relating to the provision of municipal services;
- The development of by-laws and regulations;
- The implementation of projects and initiatives (Toolbox, IDP Guide Pack IV, no date).

Councillor meetings

Councillor meetings are often (partly) open for public. The public is welcome to sit on the public tribune and watch how the decisions are made and approved by council.

Imbizo's

Imbizo's are public meetings by the province. The public is informed on how provincial departments address local problems. This is also an opportunity for the people to ask questions to the government, local and provincial. These questions will be answered by the province but also trickling-down into the municipality. This can be through the IDP or by other methods(L. Coutzee 2007, L. Prins 2007, D. Versage 2007 G.Juthe 2007, Ph. Nell 2007 R. Klein).

The IDP's

The IDP the most important planning document in a municipality. The IDP shows the ambitions, goals, plans and results of the municipality to all interested, public or government. To compile such a plan all participations methods feed into the IDP. All municipal planning and state departments planning for Oudtshoorn are found in this document. This document is the most important document in relation to public participation. Everyone is eligible to find the IDPs results of the various meetings. The municipal IDP is in alignment with the provincial and district IDP, so it also acts as a form of accountability towards higher governments.

The IDP's public participation process

Oudtshoorn municipality adapted the following mechanisms during the IDPs in 2006:

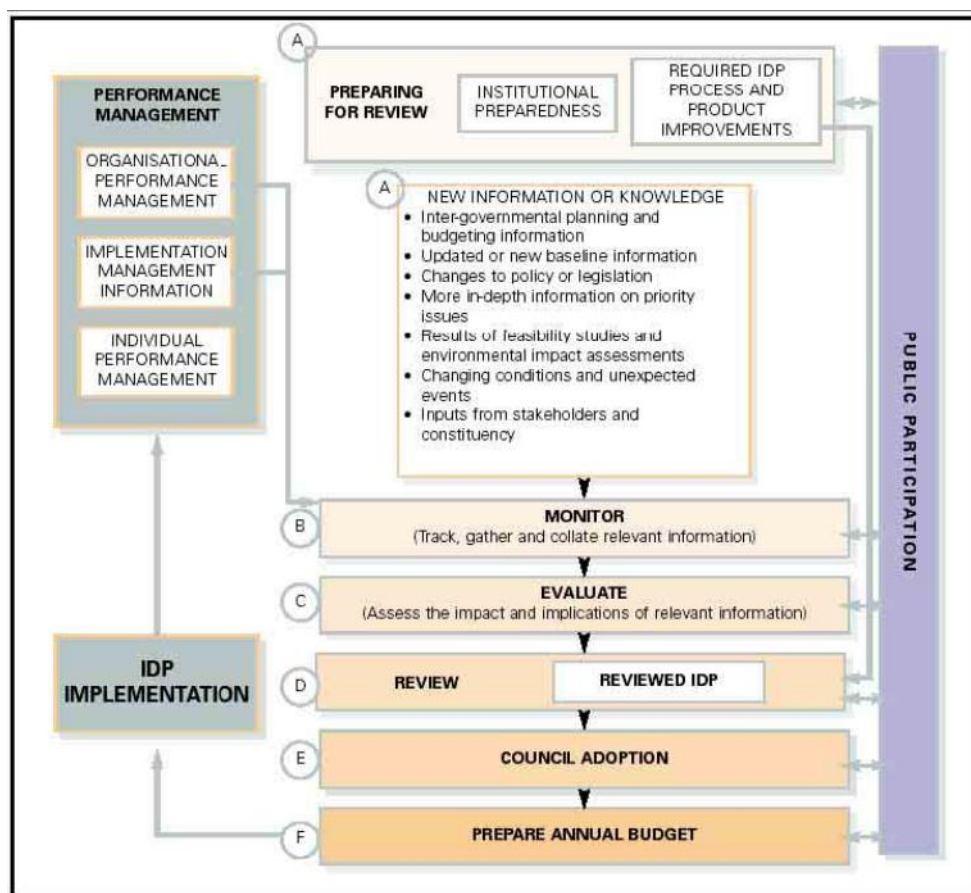
- **Regular consultation meetings;** with combined IDP Steering committee members and Representative Forum members to ensure efficiency of the review process.
 - **Steering committee** is build up out of the municipal manager and the heads of the departments. They should meet every month;
 - **Representative forum** is build up out of representatives of state departments, the IDP manager, and the representatives from different sectoral focus groups. It consists of a meeting every 3 months.
- A series of **public participation meetings;** to inform the public about the review process as well as giving insight to the citizens about the key performance areas with its identified development priorities.
- In combination with these IDP public participation meetings, the finance department of the municipality introduced the municipality's draft budget to the public (IDP 2006).

According to the IDP, no further participation mechanisms were used in the 2006 IDP planning process. In 2007 however, more participation tools are used:

- A series of **IDP-priority sessions** with the wards to get the needs of the ward into the IDP.
- A **survey to collect data to produce socio-economic ward profiles**
- **Research on the key areas:** housing and public participation (L. Coutzee 2007)

The model the municipality used for the process of IDP-creating is in Figure 15. It indicates a repeating process in which public participation continues to play a role.

Figure 15: Public participation in the IDP processes



Reprinted from *Revised Integrated Development Plan: Peace and prosperity for all* p. 4, Greater Municipality of Oudtshoorn (2006). Copyright Greater Municipality of Oudtshoorn

4.2 Conclusion

Participation is set up to influence decision-making. In the current model, the Oudtshoorn Municipality is informing and consulting her citizenry. It does this in geographical terms through wards, ward committees and ward councillors. Through civil-society organisation in the forums and those who are not reached these forms of participation through The CDW's. All these forms feed into the council, the highest decision-making organ. In council decisions are made and planning that feeds into the IDP. The ward structure is the main structure of rights based participation.

5 The actual mode of the participation structure

This paragraph is the result of participatory research methods, surveys and interviews which describe the actual state of implementation of the participation structure that exist in Oudtshoorn as described in the chapter 4. The following sub-questions are answered in this chapter.

- Who are involved in the participation structure?
- Who is participating?
- What are the reasons for participating?
- What is the effect of participation on decision-making?
- Is the participation structure in Oudtshoorn a good functional participation structure?
- Does participation contribute to more transparency?
- Does participation contribute to more accountability?

5.1 Reach

From the randomly asked persons, 44% have been to a participation meeting. Leaving 56% that have never been to such a meeting ('people on de street survey' 2007). This shows that almost half of the population is reached personally by the participation structure. Out of the people who went to participating meetings more than 3/4 of the people (76%) have been to 1-3 meetings in the last twelve months. Another 10 percent have been to 4-6 meeting, 3% have been to 10-12 meetings and 7 % have not been to any meeting in the last twelve months.

The public participation method that is most visited is the Imbizo. See Table 8.

Table 8: the visited type of participation meeting in the last 12 months

Participation meeting	Visited in the last 12 months (%)
Imbizo	52%
Ward meetings	38%
Another forum	28 %
Community forum	24 %
Budget meeting	21 %
Ohanet forum	17 %
Councillor meeting	10 %
IDP meeting	3 %

Source: 'people on de street survey' 2007

The ward meeting is the most visited municipal meeting and therefore the most important public participation method for the municipality. The provincial Imbizo has the most visitors. Possible explanations are that the province has financial control on many important themes such as the police, healthcare, education and housing. Moreover, it has decision-making

power. Also the presence of important and well known provincial ministers, from TV and national newspapers, the distribution of food after the meeting (many waited for hours after the meeting on the promised food); the well-arranged transportation from the rural areas; the well in advanced notice; or the well-known venue, the city hall could be of importance. Other forums (like the police or education forum) are predominately forums from provincial state departments, again on important themes like security, health and education. Of course, this figure is a culmination of different forums but it still shows a high interest for provincial matters.

The non-state community forum also scores high and proves that it is an important independent forum.

The low amount of visitors at the IDP meetings is disappointing. The IDP should be the most important planning method for the municipality yet it seems not important to the citizens or even worse, public participation in the IDP is not viewed as important by the municipality and/or there are very few possibilities to attend an IDP meeting. Another point of view can be that the IDP planning process is a higher level planning method, all forums feed into the IDP planning at a later stage, in a way all forums are IDP meetings. This is perhaps true for the council meeting and the budget meeting in which the IDP plays an important role. However, in the monitoring, evaluation and review phase of the IDP only indirect public participation takes place, through consulting ward members and special interest groups.

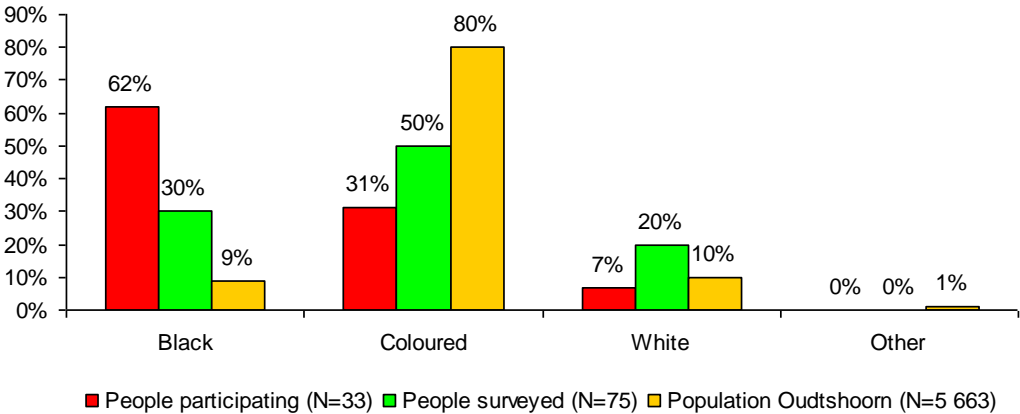
People who do not go to participation meeting have other means to get into contact with the municipality, 46 % calls or visits the municipality, officials or councils and another 10 % reads about the municipality in the media ('people on the street', 2007).

5.2 Participants Characteristics

Participation in South Africa is predominantly implemented to give former repressed groups a voice. This paragraph gives an indication on the groups that are participating in the Oudtshoorn participation structure.

The most tangible characteristic in the South African context is that of ethnicity.

Figure 16: Ethnicity of participants in comparison with the Municipality (percentage per group)



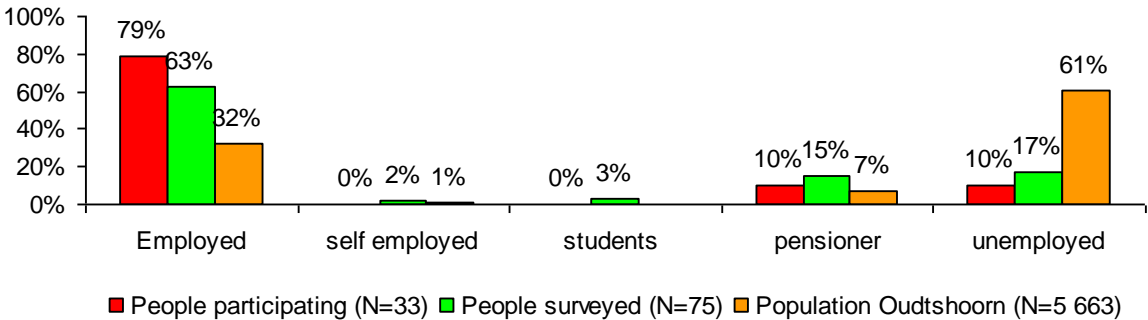
Source: survey 'people on the street' 2007 'and socio-economic profile' 2007

A massive overrepresentation of the Black Africans in the participation structure can be seen in Figure 16. Even if one keeps in mind that the survey venues were targeted at a former White and Black area, so the overrepresentation of the Blacks is not representative for the whole of Oudtshoorn, all Black Africans, but one, that did the survey have been to a participation meeting (98%). The other surveys and the officials working in the wards did also notice an overrepresentation of the Black community and an underrepresentation of Whites during the participation meetings just like in Figure 16 (personal communication with L Prins, L Coutzee, April, 2007). This overrepresentation contradicts with the 'ward members' survey in which 67 % said that Blacks were not represented in their ward meetings. This, however, can better be interpreted as there are no or very few Black Africans living in their ward and are therefore not attending their meeting. Blacks live predominately in only two wards (8, 9).

The difference in ethnicity seems to have a significant influence in the willingness to participate in municipal participation structures. The first, as seen in Figure 16, is that Blacks are more likely to have ever attended a participation meeting. This meeting has most likely been an Imbizo as 13 of the 15 participants who attended an Imbizo were Black (87%). It also shows that only two White respondents ever attended a public participation meeting making it impossible to make statistical significant statements off the white population attending meetings but confirming their underrepresentation. The Whites and the Coloureds use other forums rather than the municipal more frequent ('people on the street', 2007).

Employment

Figure 17: Employment status of the participants (percentage per survey)



Source: survey 'people on the street' 2007 'and socio-economic profile' 2007

There are significant differences between employment status and methods used to get information to the local government. This difference again is seen in the attendance of the Imbizo's and in the 'other methods used' to give information to the municipality. In this, it seems that unemployed citizens when willing to go to participation structures are very likely reached through the Imbizo but Pensioners on the other hand not at all. It also shows that paid employees are well catered by the official methods, as they do not use other methods to get or give information to the municipality. However, the amount of respondents of both

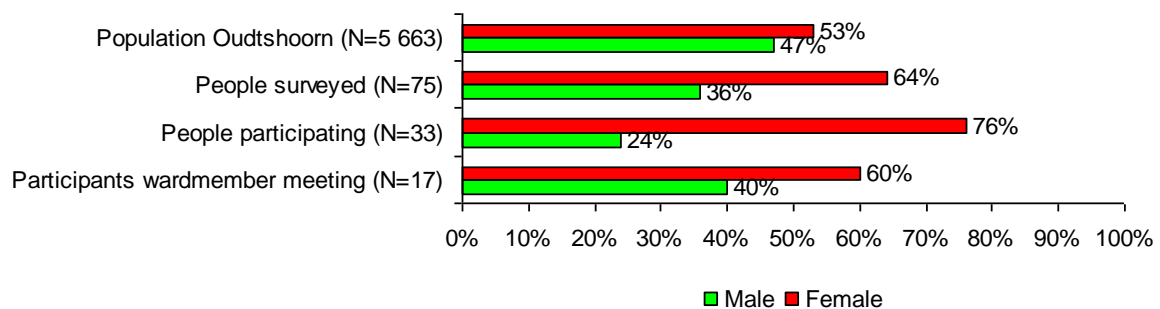
the unemployed and the pensioners that actually go to participation meetings is so small that there is no statistical prove to back these outcomes ('people on the street', 2007). The 'ward meeting' survey had contradictory outcome of 81% of the participants who were unemployed in comparison with 59% in the Ward profile ('Ward meeting' 2007, socio-economic profile 2007).

Income

Striking is the division of income along the participant of the ward meeting. Among the questioned people, 47 % have no income compared to 3 % in the ward profile and another 30 % of the attendants have an income between 401 and 800 Rand(≈40-80€), a month, which is double the amount in the ward profile. The lowest income groups are reached through the ward meetings ('Ward meeting' 2007, socio-economic profile 2007). High incomes and the rich are also not represented in ward meetings according to the ward members ('ward meeting' 2007)

Gender

Figure 18: Gender of the participants (percentage per survey)



Source: Survey 'people on the street' 2007, 'ward meeting' 2007 and 'socio-economic profile' 2007

Men are underrepresented in all surveys, see figure 18 and in almost every participation meetings and according to the officials (Personal communication, April 2007, L Prins, L Coutzee).

Age

Youth and elderly scored low on participation in all three questionnaires but scored the highest scores as being the most vulnerable groups according to the ward members survey ('people on the street', 2007 'ward meeting' survey, 2007 and socio- economic profile, 2007).

Profile of the participants

Concluding, most of the groups that the government set out to reach are the groups that are most likely reached through the participation model. Of the groups that are not reached almost half have other direct means to get in contact with the municipality. Whites are less likely to participate. Blacks seem more willing to go to participation meetings and especially go to Imbizo's. The rural based are underrepresented (note: most of the research is done in town). An overrepresentation of the low educated, low income and the poor can be clearly distilled from the findings. The unemployed, the third most vulnerable group, are

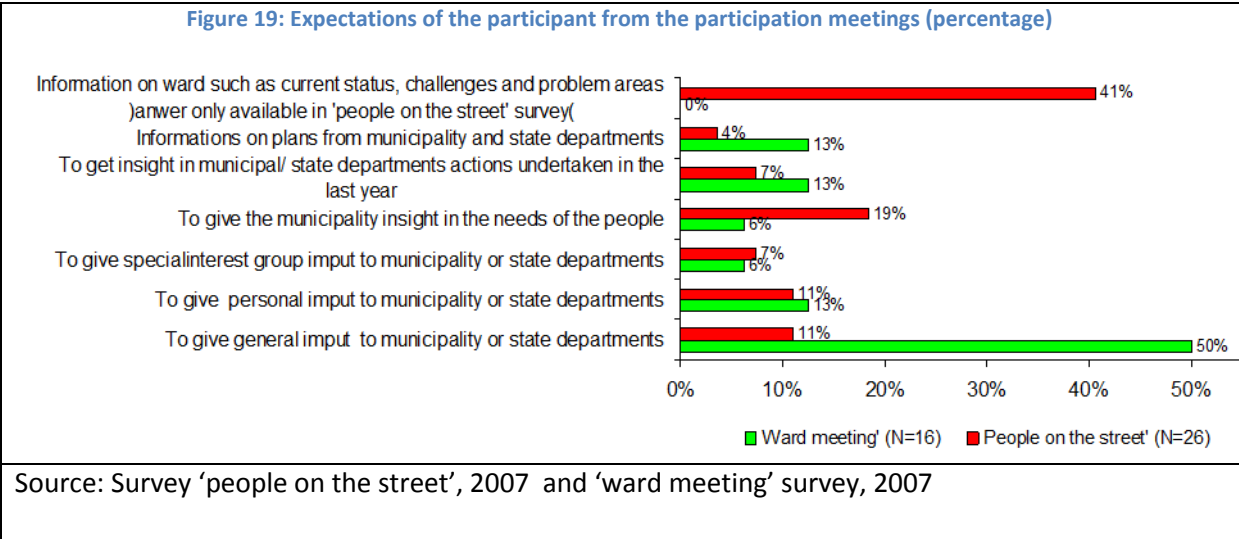
overrepresented in the ward meetings. However, at the same time, they are underrepresented in participation meetings.

5.3 Reasons to participate

The municipality set up the participation structure to create:

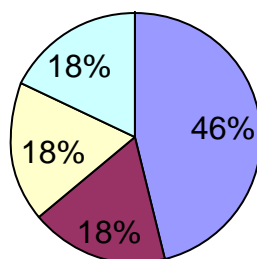
1. A better understanding of community needs , aspirations and priorities;
2. An Informed service delivery and decision-making;
3. An informed citizenry and capacitated communities;
4. knowledge and understanding of municipal functions and municipality as institution (Guidelines 2004).

The government expects that people that go to participation meetings get information from the government on its functioning and that they are able to express their needs. This paragraph answers the questing if the participants go to the meeting with the same expectations



The reason why people attend participation meetings is predominantly to get information on ward related issues. However, when on a ward meeting, people are more eager to give input, 75%, than to receive information. Therefore, the ward meetings play an important role in informing the municipality on the insights and needs of the participants. The kind of needs participants give on ward meetings, as seen in figure 20 are mainly their own or family needs.

Figure 20: The reasons why people attend ward meetings (percentage)(N=16)



- to address their and their families' needs to the municipality
- in function (as either a ward member or a representative of a special interest group or at work at the meeting)
- to get feedback on what action the municipality has taken in the last year
- has suggestions or ideas that they think might be of value to the municipality.

Source: 'Ward members survey' 2007

Concluding that the participants of the participation structure in Oudtshoorn expect from the participation structure what it is set up to do.

Influence on decision-making

The ward committee meeting notes of 2004-2005 indicate that the needs are predominantly on housing, infrastructure; storm water drainage, maintenance roads, street lights for safety, water electricity etcetera (Visagie & Prins, Wykskomitees augustus 2004 tot mei 2005, 2005). In the 2006 municipal IDP can be seen that the largest expenditures of the municipal are on physical infrastructure 47% and housing 39% of the total budget (Revised Integrated Development Plan: Peace and prosperity for all, 2006). The needs are thus picked up by council or at least communicated through to the Provincial department who allocate the budget for most of these projects.

5.4 The Ward structure

Ward borders

In a ward based participation structure such as in Oudtshoorn it is essential to know in which ward one lives. However almost 29 % of the people did not know in which ward they lived, especially those living in town, followed by people from Bridgton ('people on de street survey' 2007). This is confirmed by the 'ward meeting survey' in which 30% of the participant came from other wards ('ward meeting survey' 2007). This confirms that the ward borders are rather complex and suggest that it is unclear for many in which ward they live. Thus making it unclear who their ward councillor is and to which venue to go for the public ward meetings.

Functioning

The ward structure is still, one year after the elections, not up and running in some wards. If the wards would function as the regulations prescribe, all the wards would have had six ward member meetings and around three public meetings. The current situation however is that the number of meetings held are much less than agreed on, see table 9

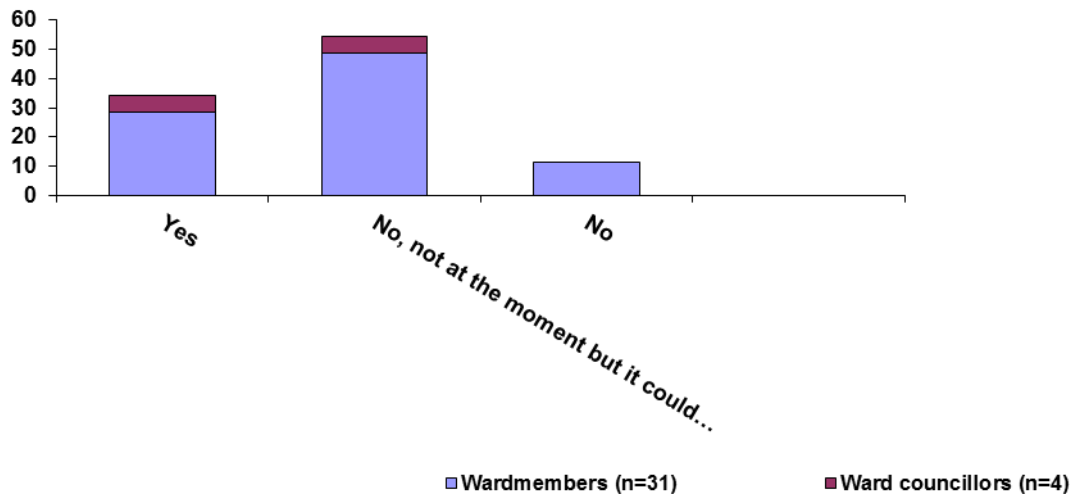
Table 9: Number of ward member meetings held from September 2006 – May 2007

Ward	Ward member meetings	Public meetings
1	3	0
2	1	0
3	1	0
4	3	0
5	2	0
6	2	3
7	1	0
8	1	0
9	1	0
10	3	0
11	0	3
12	3	2

Source: personal communication L. Prins, May 21th 2007

It can be said that that this vehicle of communication and participation is at this moment not used to its full potential. Most interviewees blame the hectic political situation of Oudtshoorn for the non-functioning of the wards. The results from the survey held under the ward committee member’s points in the same direction. The ‘ward member survey’ points out that the ward structure ‘as it functions at the moment’ is not a good tool for public participation.

Figure 21: The ward structure as it is function now is a good tool for participation (percentage)



Source: ‘Ward members survey’ 2007

Figure 21 shows that the ward structure is not functioning well at the moment. These high percentages coming from the people that are actively involved in this system indicate that the system not yet have been functioning adequate since the elections. The manager of the ward structure official said: ‘The wards did function well, only last year with all the political turbulence it didn’t function that well’ (personal communication, L. Prins, February 25, 2007)

Reasons for not functioning of the ward structure

According to the same survey, possible reasons for this not functioning could be politics and lack of funding. Both of these stand out with percentages of respectively 70% and 63 % of the respondents saying these factors obstructing the public participation structure a lot or totally.

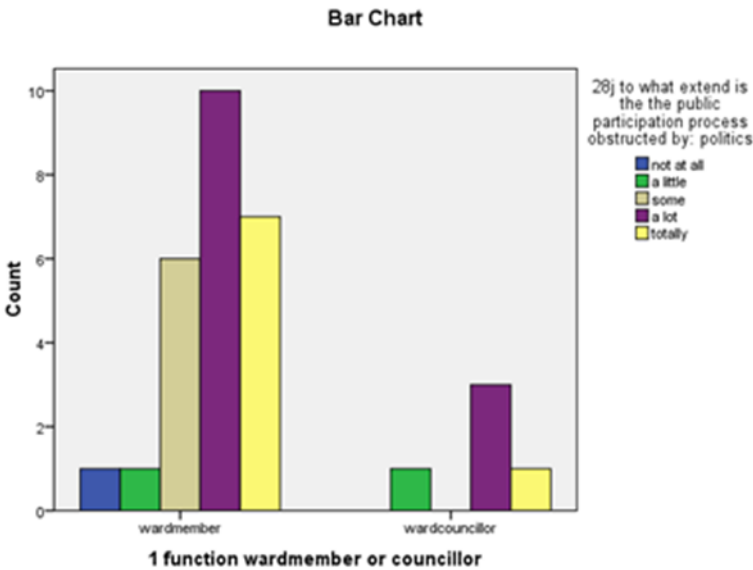
Table 10: The extend that the public participation process is obstructed per topic

To what extend is the public participation process obstructed by?	A lot + totally	N
• Politics	70%	30
• Lack of funding	63%	31
• Lack of understanding of the process by the people	51%	37
• Lack of understanding of the process inside the municipality	43%	36
• Other	42%	36
• Lack of experience by the officials	38%	32
• Lack of believe that the ward structure can work	37%	34
• The proces and procedures itself	32%	30
• Unrealistic demands from the public	32%	28
• Lack of experience by the ward members	21%	36
• Lack of experiance by the councillorors	19%	35

Source 'ward member survey'

The ward councillorors also indicated that politics was the main obstruction of public participation, illustrated in figure 22.

Figure 22: The extend that the public participation process is obstructed by politics

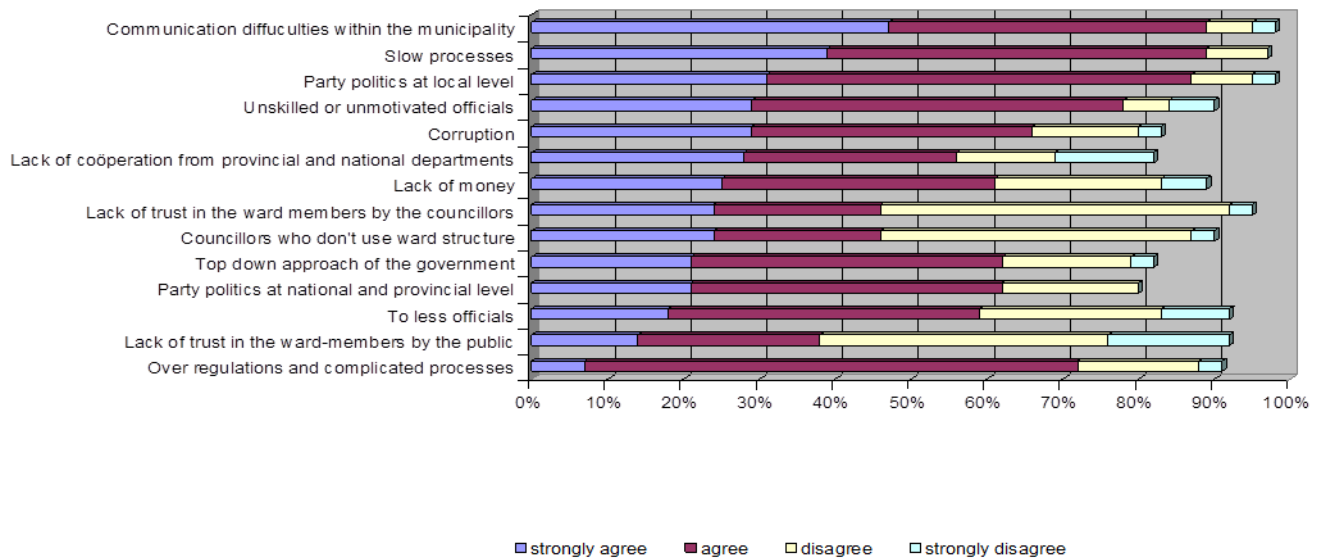


Source: 'Ward members survey' 2007

These outcomes seem obvious. First, the municipality has been put under administration by the province during the research because of the political situation. Second, the budget was cut by three fourth last year, from R200,000 (2005-2006 budget) to R50,000 (2006-2007 budget) (personal communication, D. Visagie April 25, 2007). The low scores for lack of experience by the ward members and councillors is also not surprising considering the source, but it also matches the outcome that most ward members and councillors found their training was adequate. However ward member training is also rather slow. The ward members, only elected for a 3-year period, receive a three-phased training. The last ward members received their phase-one training only at the beginning of May, nine months after they started. A reason for this is that the responsible official now had to ask for funding with the SALGA (South African Local Government Association) the organization that also gives these trainings (personal communication, L. Prins, February 25, 2007). Not being trained after almost one-third of their term seriously, impacts the functioning of these ward members.

The ward members are critical towards the municipality when asked why issues remain unsolved.

Figure 23: Factors that obstruct issues to be solved (percentage) (n=31-38)



Source: 'Ward member survey', 2007

Figure 23 shows that according to the ward members and councillors issues remain unsolved mostly because of; communication difficulties in the municipality, slow processes and party politics. It can thus be said that the municipality fails in its task to facilitate cooperation and communication to establish the relationship between the council, the administration and the community (DLG, 2004).

These relations in Oudtshoorn were extremely bad. A councillor in court for corruption charges and the rest divided in council with no legislative power. Divided on party politics between provincial and local level, no speaker, no municipal administrator and no major, and several officials suspended making it impossible to make decisions in council. The police even had to protect some councillors and officials because they were assaulted (Die Hoorn, March 15, 2007) (appendix 7, in Afrikaans!), several conversations and interviews 2007).

The political situation has put a lot of stress on the public participation structures and the communication within the municipality. It blocks the establishment of interactive relations between the public, the municipal administration and the council necessary for public participation. This means that less can be expected from these structures however well-structured the public participation might be; lack of cooperation, coordination and communication will frustrate the process. On the other hand participation could only function if the political will is high and there is enough capacity on the level of implementation. Implementing a participation structure if these conditions are not in place can lead to practices like politics interfering in the process, nepotism, corruption and personal gain, as can be seen in Oudtshoorn.

The ward structure is not the only slow structure. It seems that all decision-making processes are slow in all the decision-making organs because they are affected by political struggles of the council. However, there are also structural elements that need to be addressed to get a transparent and good functioning public participation structure.

5.5 The Community Development Workers (CDW's)

There are only three CDW's operational in the municipality of Oudtshoorn (L. Prins 2007, anonymous CDW 2007). They are employed by the province and report to both the province as to the municipality. Many more, 17, are trained to act as a CDW (L. Prins 2007, anonymous CDW 2007). The three CDW have to cover all of Oudtshoorn municipality including the rural areas. This task is too big to handle by three CDW's, especially since these communities face huge problems, like youth unemployment at 47.5% (provincial economic review and outlook 2006) and the poor service delivery, on water, electricity and, informal dwellings (7 % of total housing), bucked toilets (2%) in some of the rural areas (socio-economic profile 2007).

Reasons for not functioning of the Community Development Workers

The reason why only three CDW's are employed stays unclear. Some say the municipality is unwilling to pay them because they are seen as a way of bypassing the local council by the province / or the ANC. Others say the CDW's are not trained well, do or did not function well or mix party-politics in their activities. Some even question the necessity of the CDW's or think that three is enough. Criticism about the lack of results from the current three is also heard and the fact that they report to the province is seen as undermining or bypassing of the local officials and councillors (several interviews 2007).

The research did not have such findings. First, the ward members see a ward based CDW as one of the highest priorities for the next IDP ('ward member survey'). Second, in many occasions, the CDW has accompanied the ward-official and IDP official to ward meetings and did valuable work there. In another case a CDW went out to a rural area and informed if

people had any needs or problems concerning the government and governmental and other services . Services for instance on: water, electricity and sanitation and road, storm drains water drainage, educational or health needs, transport needs lend a hand with for instance grand's, pensions, conflicts with government officials, employers, landlords, etcetera and even helped the unlettered with letters and contracts they had received, going door to door throughout the whole day. This seems a very useful and necessary task in a municipality with large rural areas containing a poor population. A rural area that is poorly connected to roads, water, and electricity and have a high incidence of unlettered people who often depend on others to travel, making them unlikely to participate at other participation meetings. A task the CDW's are trained for and a task that according to the guidelines for local government the CDW are supposed to do (Guidelines 2004).

5.6 Performance management

The absence of good performance management system within the public participation structures creates a number of problems (L. Prins 2007, D. Visagie 2007). First, it creates unawareness of what the responsibilities and obligations are for the different stakeholders in the public participation process. This in turn leads to fuzzy relationships. Examples are not knowing who to address and who to hold accountable for decisions made or the whereabouts of information in the process. To set up a performance management system is therefore critical (L. Coutzee 2007, Visagie 2007). Not only for the big processes as the IDP, Local Economic Development (LED), the budget, the whole administration and council but also for dealing with complaints of citizens through for example a service desk, A physical service desk per ward was a high priority for the ward members ('Ward member survey' 2007). Such a service desk could handle all letters and complains to make sure that the complaints come to the right person whoever it is within the municipality. When dealt with it is their task to make sure the outcome (whatever it may be) is reported back to the complainant. A ward based CDW's and for instance a sectoral ward member can be part of allocating certain responsibilities too within the public participation structure so they can act as a 'ward based service desk' (L. Coutzee 2007). A physical spot like a service desk or an office for ward members and CDW's in the wards could help to address the needs of the citizens more efficiently. Both have a high priority according to the ward members (ward member survey 2007)

5.7 Sectoral forums

The division of the portfolio meetings in only four broad divisions makes that quite a number of stakeholders must be present at these meetings. Many were cancelled because to many stake holders were not present. To give more structure to this broad meetings a smaller division into sectors is to be made. A start is already made with the arts and culture forum, and the safety and security forum. This further focus creates a smaller platform where interest groups, specialist and stakeholders can discuss their sector without having to attend meetings where only a small part of the meeting is on 'their' topic. This means however that all interested citizens, interest groups, representatives and specialist must come to these sectoral meetings. The chairpersons can represent the different sectoral forums at the portfolio meetings. This sectoral focus can also be a contribution to the IDP process. The IDP-forum as it is now can only contribute in a broad scale (L. Coutzee 2007). This however can also be seen as Friedman (2006) calls it 'organising the organized' claiming that these sectoral forums intent to organise the people who otherwise would have used different

ways to get their demands at the municipality. Via these forums, the citizens are in a way forced to meet the local government on the terms of the local government instead of on their own terms (Friedman, 2006).

Though meeting everyone on his or her own term seems hard to plan, control and organise. The South African system however is actually trying to create a platform (or term) at different levels of organisation. Sectoral forums based on organizing the people per sector; ward meeting based on organising people geographical; CDW's organising people who are not organised.

5.8 The community forum

The strengths of the community forum, being an a-political structure, not depending on government money with room for new insights and creative solutions, cause also some threats. First, it now makes use of the infrastructure and facilitations of the business chamber presented by its chairperson; the question is if this infrastructure is lasting when someone else is to chair this forum. Second, its existence outside government structures makes the communication between the several forums within the governmental structure and this forum difficult and fussy, creating room for double work and investing time in solutions already thought of in the other structures (L.Coutzee 2007, P. Nell 2007). Third, because only the Major and the Municipal Manager are present at this forum promises made to- and ideas and incentives from this forum can get out of line with decision making processes within the municipality (Personal communication, May 21th 2007 D. Visagie). It is hardly possible to add new ideas into plans in its latest stages when priorities are already set and the budget allocated.

Therefore, a new place could be found for the community forum. If the municipality wants to facilitate the forum it must make sure; continuation, frequently and efficiency is at the same level as today's forum. It does not mean that the municipality should be in dominant control. To create alignment between decision-making and reduce communication problems the sectoral forums should feed also into the community forum that can merge with the IDP forum. In this way, the municipality can really start to consult the community through adding members of the community in their planning process. It can at the same time been seen as a feedback mechanism to the community before finalising plans and decisions. This creates more transparency in the pre-decisions phase of planning (L. Coutzee 2007).

5.9 Public participation within the IDP process

During the year 2006, the participation model of the IDP, has been used for two IDP documents; the 2006 reviewed IDP and the new 2007-2011 IDP. In this process the necessary steps are taken to create greater involvement of de public in the process of the new IDP along with the already used methods such as; public meeting, consultation with the wards, focus- and interest-group meetings and specialist meetings. In the new, the second generation, IDP the process of consulting the various wards was intensified (Second generation IDP meeting 2007, L. Coutzee 2007). Ward profiles where drawn up together with the Eden district and Stellenbosch University (Socio-economic profile 2007). IDP-workshops where held allowing the ward committees to advocate their needs. An IDP priority meeting was to be held to prioritise the needs per ward to comply it with the budget. However, the meeting never took place. Instead a presentation and consultation with the greater combined wards was held to review the draft IDP together with the budget.

Figure 24: The public participation steps in the IDP process taken in the last year

•Advertised IDP Process in	July 2006
•Stakeholder meetings	October 2006
•Provincial Imbizo	October 2006
•Advertised for inputs from public	November 2006
•Ward Based Planning	March 2007
•Provincial Imbizo	April 2007
•Council Workshop	April 2007
•Ward Budget Planning Meetings	May 2007
•Council Meeting	June 2007

As can be seen the IDP process does also get information out of other public participation structures. The focus groups, the interest groups and the different forums and even provincial Imbizo's are consulted in the process. The formation of integrated forums on topics as safety and security, HIV/aids and arts and culture made that those interest groups can be consulted in the future.

5.10 Conclusion

Most of the participants at ward meetings are there for themselves or their family needs. When reaching out to all communities is the goal, the effect would also be that all communities would be present on participation meetings. That is not true for Oudtshoorn. The targeted formerly neglected communities do attend meeting and are even dominating like the Blacks, woman, the poor, and in ward meetings the unemployed. However, some of the most vulnerable communities do not attend the meeting for instance the Youth, elderly and the rural poor. Moreover, the rich and White communities seem not to attend at all. Theoretically, this effect is to be expected as the rights based Participation schemes are targeted at the poor and the neglected groups. The poorest are the most difficult to reach and often are not reached at all. For instant, the rural, remote living, unlettered, uneducated poor, would have difficulties hearing about a participation meeting, difficulties going to meeting and difficulties understanding a meeting. These last communities are to be reached through the CDW's. A gigantic task for only three CDW,s in this large rural municipality. The participation structure is not functioning at the moment because of political strive, lack of budget and lack of political will, this blocks communication within the municipality and dominates the communication with the press and brings communication with the citizens trough participation to a standstill. Issues remain unsolved because of this communication problem and again local politics. Furthermore, almost all factors that could obstruct the functioning of participation have high scores indicating that politics is not the only hindering factor. A high incidence of cancelled meetings was seen within the ward participation but just as well in other forms of participation such as the sectoral forums the IDP and the portfolio meetings. The absence of a performance management system, lack of capacity training and lack of structure, for instance in the planning of these meeting, seem the cause. Creating an image of the a municipality in which informing, consulting, involving nor collaborating with its citizenry is a priority at the moment.

6 The future structure of decision-making

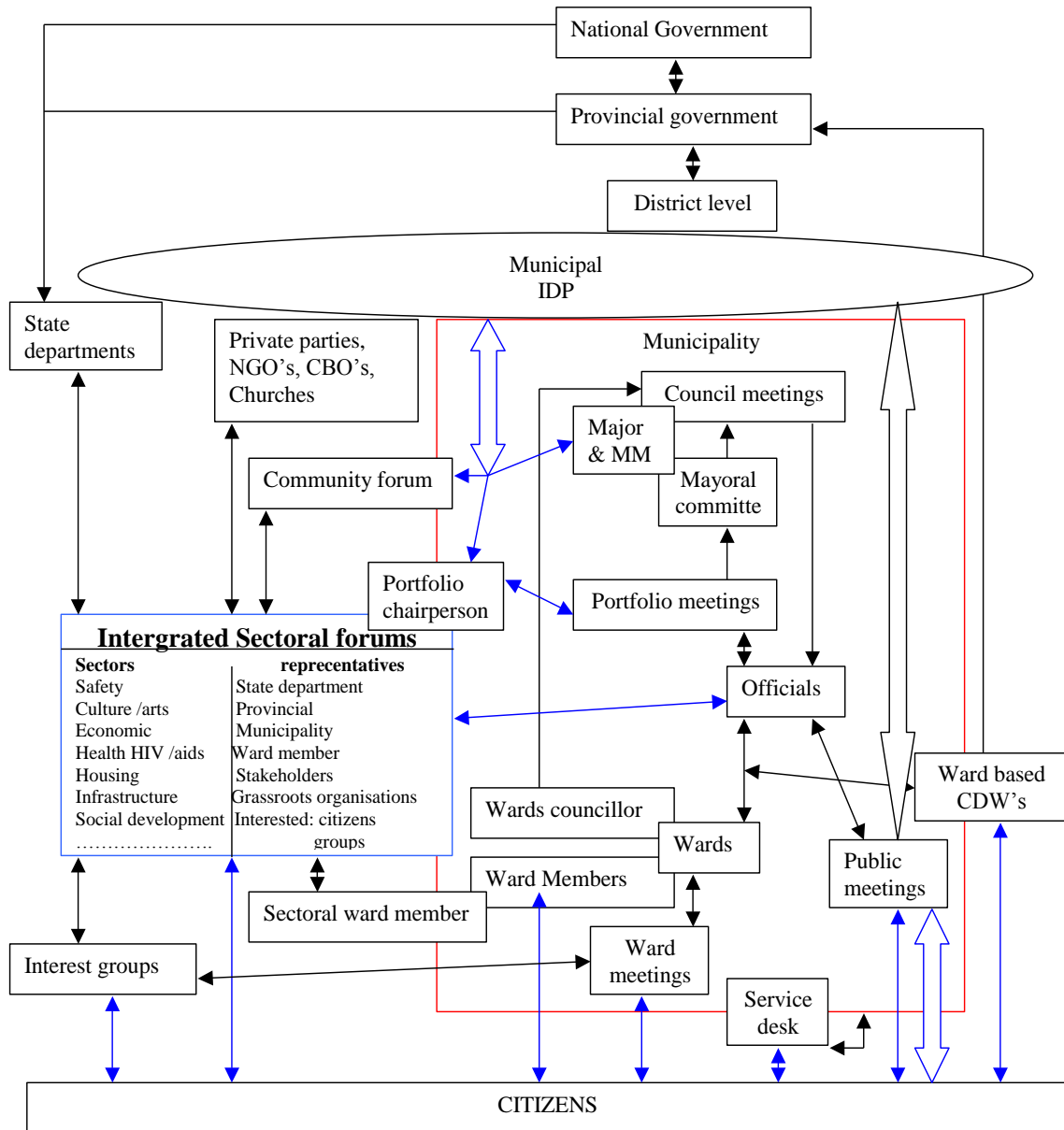
Although, the conclusion of chapter 5 indicates that the full potential of its current participation structure is not used, the municipality rethinks the structure of participation. It does so partly because of compulsory 'second generation IDP' regulations by the province and the district. The municipality is going to take several steps to further implement a participation structure according to the provincial guidelines. Many of the findings in this research point into the direction that the structure presented in the guidelines is not implemented fully. The findings together with the guidelines for public participation, information from 'second generation IDP' meeting, examples from other municipalities and the interviews are presented in a model representing the 'future structure of decision-making' and are shown in the model below. This is done in cooperation with the IDP-manager, L. Coutzee. The sub question answered by this chapter is:

Is the participation structure in Oudtshoorn (moving toward) being a good functional participation structure?

6.1 The future model of decision-making

The blue arrows represent the actual public participation. The black arrows represent the way in which the information feeds into the decision-making processes of the municipality. Everything in the model that is within the red square can be seen as a part of the municipality. Every structure on the left of this square is facilitated or chaired by the municipality; the business chamber chairs but no longer facilitates the community forum.

Figure 25: Future structure of decision making



Source : Author in close cooperation with L. Coutzee

The changes that are being made in the structure in comparison to the current structure are given below according to the different structures. The structures that stay the same are according to what is written in chapter four 'the participation structure'.

The ward structure

There are still twelve wards geographically dividing the greater Oudtshoorn area. Every ward has a ward committee of ten elected members with each an elected ward councillor. The ward-members in the new structure all have their own sector that aligns with a sectoral forum that in turn is in alignment with the focus points of the IDP. A sort of specialized ward

member. The election of ward members in the current system in which they have to be recommended by different focus groups is already similar form of getting a sort of specialized ward members. Therefore, the ward structure becomes a powerful tool in the new public participation structure as it feeds directly in the highest decisions-making power, the council, but also at the forums where every ward has its own representative. The feedback to the public about the process can be directed through the sectoral ward-member back to the ward-meetings and the public (greater) ward meetings. The ward structure could thus play an additional part in getting information from the public to the municipality via the forums and in this way have a better alignment with the decision-making processes. In this way, a bridge is made between two different approaches to participation, connecting collective-rights-based participation, with specialist-individual-rights-based form of participation. An option is also to give the ward members some incentives, at least to cover their costs. Perhaps give rewards in benefits towards their water and electricity bills if they attend well or perform well.

Though, be aware of the need of a good independent performance management system to support this otherwise it can become a tool of gaining political support or even corruption. In this way the ward members will become active and the councillor is also forced to be active, and all can benefit from it. Appoint the ward members to specific topics so that he/she is responsible for that topic, put his/her telephone number in a newsletter so the people know where to go to with problems on a specific topic: the specialized ward member, the CDW or the councillor. The meetings will then have a much more structured appearance because every member would have a certain points on the agenda. The councillor can assist by getting the problems to the right persons and to council and report back in these meetings to the members. A newsletter can rapport every problem /action and solution back to the people (L.Coutzee, 2007).

The sectoral forums

These official forums consist of different stakeholders, specialists and interest groups and private parties within certain sector together with the different state departments, the municipal officials and the sectoral-ward-members. These forums can best be chaired by a councillor that has the specific topic in his or her portfolio. All the stakeholders are then represented in this forum. From here on ideas, plans and action can then be channelled to the different decision-making powers, the administration, the IDP and other public and private parties.

The community forum

This forum would now serve as think-tank of important and powerful civil society organizations as it does now, which now should fit better into the decision structure of the municipality. It is going to be facilitated by the municipality but chaired by someone else. In this forum, the mayor and the municipal manager are seated along with portfolio chairpersons of the forums. This stays an important forum because it is a highly organised non-governmental forum representing important interest groups within society. This makes it an a-political structure with room for new insights and creative solutions. It could also function as a feedback to the private parties and the IDP.

The Community Development Workers

To get to the groups that are not organized in interest groups and are not able, willing or capable to participate in the ward structure the CDW's are the way to get in contact with the municipality. Therefore there should be more CDW's, for instance in every ward one. They should be the ears and eyes of the municipality in the community and visa versa. Together with the ward system and the forums, they can collect all needs of the people and bring them to the municipality as well as inform the people about the municipality. Let the CDW be more influential, let him/her work in close cooperation with the councillor. With an office in the ward so he can also be the customer care desk

Service desk

The introduction of a service desk as a physical desk is important. At this desk, citizens can ask all their questions, file their complaints and do their official business with the municipality. This desk would be the link between the administration and the citizens. It for instance would have all the forms for permits and would take complaints to the responsible official and the answer back to the complainant. Such a service desk could also be of help towards an operational performance management system.

The implementation of most of these changes is already on its way. A performance management programme is in its initial phase on its way to be approved and implemented. A start is being made with the creation of sectoral forums according to the focus areas indicated in the IDP. The ward committee members receive capacity training and data are set for greater ward meetings. The wards are also consulted in IDP-formation and research is been done to identify the needs of the communities, the problem areas and the challenges that every ward faces. The outcomes of these identifying methods are used in the IDP for 2007. The results and actions that need to be taken must be monitored and evaluated.

Allowing the public to see:

- what the challenges are;
- what the possibilities are to face these challenges;
- what the budget is;
- what the expected results are;
- what the actual outcomes are; and
- which factors are responsible for targets not to be met.

In this way, public participation allows local communities to inform local government of their needs and visa versa. It will create ownership and involvement amongst the citizens in a transparent, accountable and involved local government.

6.2 Conclusion

This chapter shows the decision-making structure as its going to be presented in the 2007-2011 IDP. Some of the changes aiming to improve the reach of the participation structure such as the physical service desk, the ward based CDW's and the newsletters. Some improvement aiming towards the quality of the structure. The performance management programme is the most evident example and the sectoral ward members, the more incorporated IDP planning, and the community forum are other clear examples of that. To capacitate and motivate people to take part in participation, an incentive of ward members is suggested, a performance management is established, and the forums get a more narrow focus. The incorporation of the ward members in the sectoral forums will intensify the job of

the ward members it will be more time consuming, more capabilities are asked for and the cost will be higher. This will ask for more responsible ward members Answering the sub-question: Is the participation structure in Oudtshoorn (moving toward) being a good functional participation structure, with, probably, the structure will be better functional with more specialised and capable actors in the ward committees. By installing the performance management system also a more capable and accountable government will be present that. A government which with a physical ward based desk , newsletters, and ward based CDW's has moved closer to its citizens.

7 The challenges of the participation structure

In the chapter four the current state of the decision-making structure is given. In chapter five the measurable effects of the functioning of this current model are researched. Chapter six describes the municipalities actions towards a more participatory governing. In this chapter the causes of the measurable effects found in chapter 5 are researched. Comparing these challenges with challenges of a rights based participation structure. This chapter answers the sub question:

Are the challenges of rights based participation found in Oudtshoorn?

7.1 Political will

The timing of this research contributes to the outcomes. Therefore, it will perhaps not be representative for 'normal' functioning of the public participation structure. During the time of the research, political tension had a paralysing effect on the public participation structure and kept it from functioning. Suspended councillors a change of mayor, municipal manager and speaker followed by the municipality being put under provincial administration made doing research difficult. One of the key findings is not surprisingly that local politics has a huge effect on the functioning of the public participation structure. The political situation also had an effect on the research itself as many meetings were cancelled, moved or delayed. It can also been noted that 'one-voice municipal communication' with the community did not have the priority of the council. Party-politics dominated the communication flow. However, it did indicate the importance of political will to contribute to the participation process. Personal or political gain should not be the drive of the ward councillors. However, they sometimes are and these councillors are so important in the participation structure that they can stop the whole participation process. Direct, by not showing up at the ward meeting causing the ward meeting to be cancelled (Guidelines for Local Government: Public participation, Cape Town, 2004)(appendix 12). Indirect, by not bringing to council the issues raised in the ward.

Therefore, politics are in the forefront of the participation structure. If political will is not committed to participation and community needs the process is seriously vulnerable for a complete stand still.

7.2 Participation a difficult proposition

In Oudtshoorn, participants most likely have high needs; Blacks, poor, unemployed and women are seen as the vulnerable groups and are overrepresented in the meetings. These groups are there mainly to address their and their family needs. Although, there are groups of people who do not participate despite their high needs such as rural poor, youth and elderly.

The White, rich and the high-educated are also very poor represented. The reason for this underrepresentation can be explained in a negative way; lack of trust in the government, the idea that participation is off little use because the government is biased toward some groups, or is infested with corruption and nepotism. In a positive way is it also a logical cause of the goal of participation ; the rich, white and the high educated have probably the least urgent needs or the government is somehow capable to address their needs without them

going to a participation meeting. Both voices are heard in Oudtshoorn. The first causes a serious risk for democracy feeding distrust and fear between communities.

The functioning of participation structures is hard to define. As the main goal in South African participation is to find the needs of the people, the system aims to address these needs and empower the people in a way is trying to reduce participation. Thus if many people go to these meetings to express their needs and the government is listening and helps to solve these needs or helps them to address their needs, the participation level will decline simply because the needs will reduce. However, the same will happen as participation disappoints people, as their opinions and needs are not addressed the trust in the government will decline and also the willingness to go to participation meetings. Even more, many participants indicate a high reach of the participation structure however it also indicated that needs are high and the government is or was not executing its functions adequately.

The social position of the different communities extracted from the setting chapter indicate that indeed the government was malfunctioning leaving some communities deprived from basic needs. Hence, the participation grade should be high. The rural poor, elderly and youth are thus not reached through the participation structure.

7.3 Communication

The political situation is not responsible for all malfunctioning of the public participation structure. The research did also find other structural matters that were not in place or not used. One of the main findings was the difficulty of communication within the municipality. Officials and councillors do not always know who is responsible for what, even on key issues as the IDP. Decisions are often taken without even consulting the responsible officials or the ones that are responsible for putting the needs of the community forward such as the ward members and the CDW. A lack of structure in the communication within the municipality seems the cause of these problems. The absence of a performance management system makes monitoring and evaluating projects and processes difficult. Even large processes like the IDP do not have an operational performance management system. Several portfolio meetings during the research were postponed due to lack of attendants. This can point out to several problems:

- bad communication within the municipality, between state departments and the municipality, and between the municipality and the interest groups
- lack of cooperation between the state departments and the municipality
- lack of interest (for instance due to political strife)
- bypassing of the system by using 'old' or other lines of communication
- Lack of power for instance because of lack of financial control off the local government, on hot-topics' as housing, security and safety, health and education.

Many of these problems can also be seen in the 'public ward meetings' and the 'ward member meetings' as many of these meetings were postponed by lack of attending ward members or even the ward councillor. However, by attending these meetings and speaking with the attendants and organisers some basic 'communication' problems can be noticed as well.

- Lack of attendants because of the communication infrastructure;
 - not everyone (also ward members) have a phone or can pay for the cost and can therefore not be noticed of meetings in this way;
 - internet and e-mail has even a greater disadvantages for the same reasons and more, as not every ward member can read or write (especially not in 'official state language' English or most used Afrikaans);
 - the absence of regular schedules for meetings,
 - because of short notices of time and venue of the meetings; letters sent only days in advance, Sound wave cars only announcing on the same day and cancelation of venues only two days in advance (IDP-priority meeting). People have other activities like sport, work, school board meetings, popular TV-shows and difficulties to find childcare etcetera that they must align with the meetings.
 - Because of safety, in some area's meeting after dark can be (perceived as) dangerous. However, meetings during daytime would exclude the people with a daytime job.
 - Physical infrastructure, large rural areas (up to 70 km, single trip in ward 12 alone, drive through mountainous terrain make that ward members and participants are not always able to come and often dependent on someone else for transport.
- Lack of believe in participation structure.
The goals of participation where not always understood or shared by the councillors.
- The structures or intentions of the municipality are mistrusted by citizens.
As an interviewee from the (richer area) Wesbank put it: *'If we have a problem we collect all problems in the street prioritise it ourselves and then sent a letter to a councillor we know...the [ward] meetings are more for the poor people complaining about their basic needs'* (Personal conversation, May 22th 2007, anonymous source). This touches upon the fact that if the government wants to be a government of all, it has to be a government that listens to the needs of the poor as well of the rich. It has to cut the branches of a tree that gives to much shade for a pool, as it has to provide adequate housing, drainage, water and electricity for those who have nothing. Not an easy task as it is often a choice between the hand that feeds you and the mouth that needs you.
- Distrust in the government.
A cynical reply from an interviewee *'most government employers are there to distribute government money among themselves and their friends'* referring to the local situation in which a councillor was accused of corruption (Personal conversation, May 22th 2007, anonymous source). Such sentiment is somehow predictable, in a surrounding, in which jobs are scarce, the government is the biggest employer and BEE make that some population groups are positively discriminated, a new structure is forced upon local communities and the many examples of corruption, and the lack of action against it, on national and provincial government level, in newspapers and broadcasted on TV.
- Difficulties in finding and keeping capable personnel in remote, poor or rural areas.
Positions are given to less capable people who opportunistically try to climb on economic ladder via the government.

Some of these communication problems are an effect of fact that the new system is radical different than the former one. The richer more affluent citizenry and business hold on to the way they used to do business with the municipality. The new participation system is predominantly (ward and CDW's) targeted at the poorer and former neglected groups. On the other hand the new system asks for highly skilled personnel: locally chosen councillors and unpaid ward members are not the exactly the right people for this difficult task in areas deprived from well-educated community. Many of this communication problems have a poignant reason, poverty, the cost for child care, phones, electricity, internet and transport are simply too high. For instance at one occasion there was a ward member handing in its Questionnaire after a more than two hour walk to the city hall advertising a strong will to cooperate on the one hand and indicating the poverty problem in Oudtshoorn on the other.

7.4 Structure

A lack of structure in the communication and participation structure can be noted. The transition from a top-down central ruled local government towards participatory governance is not yet completed. This stands out in all public meetings. For example, the information presented in the draft budget/IDP meeting was on a rather broad scope, no detailed information on projects or on tangible goals were given only an amount of money that was allocated for housing. This makes it almost impossible to generate input from the community. There is little use sharing information on a certain percentage of the budget that is going to be allocated to housing and then leave it at that. Without going into further detail and try to really give transparency and actually answering the where, what, how many etcetera questions. That is hardly participation, it is more of a blueprint plan, explaining to the citizens what has been decided than real participation. This kind of meetings therefore can hardly be seen as public participation as it is in no way a real attempt to consult the community and give them insight in the processes and decisions within the municipality. This attitude of top-down decision-making is still part of the municipal day-to-day governing.

To make the transition to a participatory government major steps still have to be taken by the municipality. Even the current structure of communication from the municipality to the community is not used to its full potential. Most wards have not held even half of their required ward-committee-meetings. Meetings with the community are not held in most wards at all. It is also hard for the communities to get in contact with the ward members for they do not have an office or (central) phone number. Many people do not even know in which ward they live, and the phone number and addresses of ward councillors or ward committee members are even less known.

Furthermore, is to be seen if ward based participation as it is now, is a good tool to reach the rural. Large poor rural and remote areas are far from ideal for an intense dialogue between citizens and government such as the ward system.

Only three CDW's cannot take in the needs of all people in Oudtshoorn who cannot participate in the other structures. A close cooperation between the CDW's and the ward members and councillors must be established in order to reach the ones not reached at the moment, but this seems hardly present at the moment.

The municipality (together with the other state departments) is trying to set up structures to consult the community. Different forums like OHANET (the health HIV/aids forum), the

'safety and security' forum and the 'culture and arts' forum are set up and meetings are held. Forums for vulnerable groups like the youth are still to be set up. A survey on ward level was held in 2006 with which the ward profiles are set up with very detailed information on household characteristics. By using this information the local government has accurate, up to date and detailed information on who lives in their wards, what their sources of income are, their level of education, type of dwelling, number of household members, in short the social, demographical and economic status of their citizens. This knowledge can be a relevant source on what intervention methods can be strategically used to address the needs of the citizens. In this way, the local government can develop policies adequately targeting specific groups or areas in which the needs are most urgent. It is striking how much the figures, in chapter two, on for instance unemployment differ between the official municipal figures 29.3%(2004) and the figure coming from the socio-economic survey 61.5 % (2006) . It indicates that such research can be of great help in understanding people's situation.

Another effect is the fact that the participation system is one that is prescribed by the central government and there is little room for location specific adjustments. In large rural rough mountainous terrain coming to a meeting is a different proposition as in an urban ward. Even if food and transport is arranged time constrains would ask for less frequent meetings

7.5 Democracy

Bringing democracy to South Africa is indeed comparable with the struggle for freedom. A unique process that needs lots of commitment and enduring effort. The effort the government makes with her participation structure can be seen as the necessary steps in this struggle. The participation structure as it is implemented does try to involve the citizens seriously into government decision-making structure. However, the view that there is a need to look forward towards an idealistic situation and not to stare in to the past for revenge or justice does make the structure vulnerable for challenges that are a result of the turmoil past. Participation is necessary in making South Africa more democratic. Participation though interwoven with democracy is not the same as democracy; it is a mean to have a contributing discussion between the government and her citizens. However, disappointment in one participation structure can influence the perception of democracy and other forms of participation. To be aware of the dangers that a certain participation system entail, is essential, for continuing with a particular participation form.

Because of the many development challenges Oudtshoorn is facing ,with unemployment, poverty, and segregation, a status quo would be undesirable Therefore the choice for an rights of the communities based participation model ,that aims at large groups of attendants does not seem desirable considering the dangers mentioned above. However, on the other side of the participation theories, participation and access to the government will make people more empowered, able to express their needs and their voices heard, and give them access to one of the five resources for an sustainable livelihood. In this case more people benefit as more participate. Arnsteins ladder implies that not only participating is important but that the degree of participating must be high, and thus participants should have chance to make decisions (Arnstein, 1971). In that case just taking in peoples need and giving communities better understanding is not participating and can even be misleading and

potential harmful due to betrayed trust. However, rephrasing Cahn and Cahn (1971), the poor might have the best insight in their needs, they do not have the best solution to their problems (Cahn & Cahn, 1971). In this case letting the poor make their own decision seem harmful to them as they don't know their solutions. However, participating in Arnsteins highest rung will need educated empowered participants. But to get them empowered participation is needed.

It is thus the question why there is chosen for a participation?.

In Oudtshoorn's case participation is more enforced than chosen. In South Africa's case it is chosen because the distance among communities, and between them and the government need to be bridged. It aims to empower and involve the people, especially the former disadvantaged. Those goals probably take time and in the meantime some drastic steps have to be taken to even the inequality. This mean that balance have to be found between the participatory and the representative government , in which the latter have to make strong courageous decisions for change and the first have to keep all communities involved in these processes so all are heard. However it entails that the dangers of the rights based, to participation are probable also found in Oudtshoorn these danger can have serious consequences:

- the tendency to focus on narrow self-interest rather than the common good can be derived from the questionnaires as 46% of the respondents gave bringing to forth their own needs as their main motivation to come to participation meetings.
- Communities are not always based in reality, and the community interest is not the collective interest. The focus on different forms of participation; ward structure, one-issue forums, and CDW's etcetera. is therefore a way to get information of the many different voices. However, there will always be communities that are not reached and the multiple voices of these communities are often conflicting. A capable council and their officials have to make honest and difficult choices even if they are contradictory to popular demand.
- Participation in SA is predominately just providing a platform for citizens. Developing decision-making environments which have a capacity to make sense and value of the various knowledge forms with which they are presented is a task that is largely still to be taken. It is a task that is to be tackled by a system that is implemented only a few years ago and the officials and councillors still have to adopt or get used to this rather new system.
- Between the different spheres of government frustration appears because for instance a period of political turmoil holds the participation structure to almost a complete stand still. This is spot on the situation in Oudtshoorn during the research.
- The hopes in the participation structure must not be too high. Engagement from all involved in participation does not automatically lead to cooperation. Conflicting voices among communities have the tendency to create battle that is judged on a win/loss basis, it makes impasse highly likely. Almost a complete stand still occurred during the research period in Oudtshoorn. Participation is not always the easy path to take. Even more, it has in itself a tendency to bring conflicts to the surface. This does not mean that one should

not engage in participation because there is a chance of conflict. Because it does make, the government more accountable and transparent if executed honestly and correctly, but one should be aware of this aspect.

- A voice for the citizens make that their problems are heard.
However solving their problems is a different proposition and is not included in this research.

The other challenges within the right based participation that could occur and are particular dangerous in South Africa because the status quo is dangerously uneven and fragile.

- politicians and planners because of the many conflicting voices try to minimum risk by postponing making decisions.
- The sum of the views expressed by participants replicate conventional wisdom rather than challenging the status quo.
- Focus on the short term, the immediate and the close by, seriously challenging the basic idea of planning , change.
- Planning problems are often complicated and need to be simplified for participatory reasons, by predefined options or are considered to controversial at all to bring to participatory meetings
- Low risk answers and non-controversial options are favoured by a group. Leaving all weakly satisfied and do not challenge the status quo of prejudice and injustice (Cambell & Marshall, 2000)

Some of these dangers from within the participation can be found in Oudtshoorn and will probably also be present in other municipalities in South Africa

7.6 Conclusion

Due to citizens participating in the Participation structure, the Local government should become more transparent and accountable. Important is the balance between representative democracy and participatory democracy. This balance cannot be found in Oudtshoorn. The structure during the time of the research was completely dominated by the political struggles of the council. Political will to use the participation structure was almost absent. The effect was that little meeting were held and the budget was cut almost by three fourth and only three CDW's were operational in Oudtshoorn. Officials tried to carry on with participation but in absence of councillors or council no meeting could be held or no decision could be made. Capable and willing politicians can be seen as the Achilles' heel of the structure. Another weakness of the participation structure is the absence of a performance management system. Responsibilities are not taken by those who should. Slow processes and communication within the municipality seem the biggest obstacles for addressing the citizen's needs. The local government is not yet capable to incorporate the drastic changes needed for participatory democracy. Corruption, distrust between the different population groups, the old and the new officials and councillors seem the cause of this. Government officials were overruled by councillors and senior municipal managers and often neglected in decisions. The authority of the officials was undermined as well as the means to take responsible action. Participation is thus not creating accountability. The IDP and the communication trough participation meetings do lead to more transparent governing as long as they are honest and detailed. Answering the sub questions: Yes, participation contributes

to more transparency however participation does not automatically contribute to more accountability.

The challenges Local government face cannot be solved by public participation alone. Participation does not automatically lead to better governing. Nor is participation a substitute for governing. Answering the sub-question: are the challenges of rights based participation found in Oudtshoorn? Can be said that many of the dangers that are found in the rights based participation structure can be found in Oudtshoorn. Awareness of these dangers could help to make better decisions in the future.

8 State of the participation structure

Several weaknesses and challenges of the Oudtshoorn participation structure are described in the last chapters. This chapter broadens the scope of the research setting, comparing the findings found in Oudtshoorn about the Participation structure with the whole of South Africa, and answers the sub question; are the effects found in Oudtshoorn representative for the participation structure in South Africa?

8.1 State of the local government in South Africa

In the report 'state of local government in South Africa' (COGTA, 2009) several stubborn service delivery and governance problems have been identified in South African municipalities over a number of years. These problems for a large part overlap the problems identified in the Oudtshoorn municipality. The problems that continue to be at the forefront of the government developmental challenges according to the report are:

- 'Huge service delivery and backlog challenges, e.g. housing, water and sanitation;
- Poor communication and accountability relationships with communities;
- Problems with the political administrative interface;
- Corruption and fraud;
- Poor financial management, e.g. negative audit opinions;
- Number of (violent) service delivery protests;
- Weak civil society formations;
- Intra - and inter-political party issues negatively affecting governance and delivery; and
- Insufficient municipal capacity due to lack of scarce skills' (COGTA, 2009).

In Oudtshoorn, some protest has also taken place even on recent dates. The pictures in Figure 26 and Figure 27 from June 2012 show that service delivery protest is going on in Oudtshoorn. Not only is it a protest for more work in the ward most affected by unemployment, the shirts with the politic logo of the Democratic Alliance (DA) indicate that political motive may also play a role.

Figure 26: Dysselsdorps youth wants answers



Reprinted from [Dysselsdorps youth wants answers] (Thursday June 21st 2012), Copyright 2012 *Die Hoorn*. Retrieved from <http://www.diehoorn.co.za/category/fotos/>

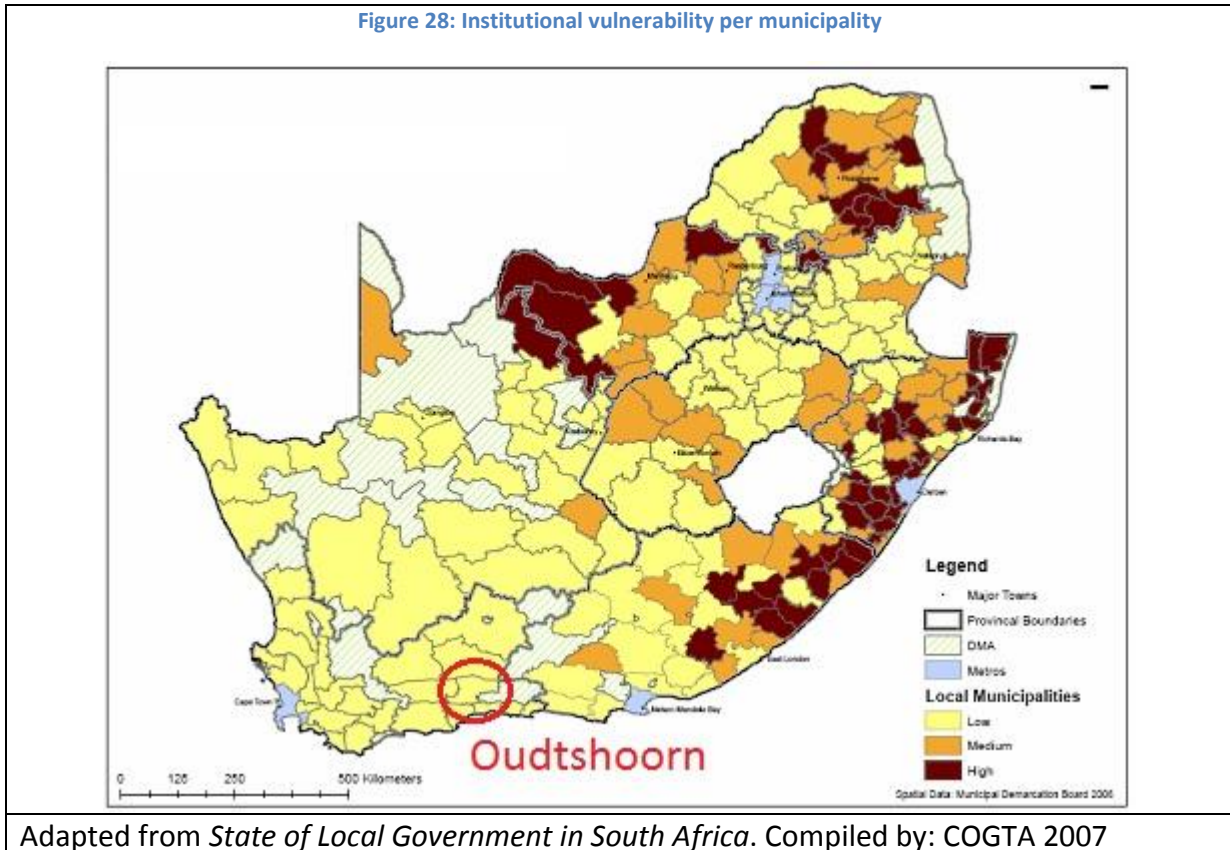
Figure 27: Figure: People from Dysselsdorp protest against municipal jobs done by people from outside Dysselsdorp



Reprinted from [People from Dysselsdorp protest against municipal jobs done by people from outside Dysselsdorp] (Thursday June 14th 2012), Copyright 2012 *Die Hoorn*. Retrieved from <http://www.diehoorn.co.za/2012/06/14/dysselsdorpe-rs-betoog-oor-werk/>

This protest together with the in previous chapters identified challenges complete the list mentioned by the COGTA report for Oudtshoorn. All development challenges, all in different degrees, are present in Oudtshoorn.

Figure 28: Institutional vulnerability per municipality



Adapted from *State of Local Government in South Africa*. Compiled by: COGTA 2007

Contradictory to the findings of this research the COGTA report classifies Oudtshoorn as a category four municipality, the highest performing category. In the Western Cape province 80 % of all municipalities fall into this category. Institutional vulnerability is measured according to functionality, socio-economic profile and backlog status, divided into 4 quartiles (COGTA, 2009). Oudtshoorn, being at the top 25% best performing, could mean that Oudtshoorn already overcome its political impasse of 2007 and is grown stronger. However it could also indicate that the problems and challenges faced in Oudtshoorn are rather common and even worse in most municipalities especially those in the former homelands see Figure 28 (COGTA, 2009). Perhaps it can be seen as transition phase in the process between an apartheid state and a participatory state. The apartheid challenges faced by an former homeland are much bigger than those in Oudtshoorn. On the other hand these challenges are so widely spread and with such a high incidence and so deeply rooted that they can form serious threats to reaching the goal of being a participatory and representative government.

8.2 Weak civil-society linkages

During the research most of the participation structure was started only 2-4 years before. At the same time, the municipality had to incorporate several municipalities into one as the municipality of Oudtshoorn in its current form was started in 2000. Participation thus can be seen as a rather new concept for the officials and councillors of Oudtshoorn. It also entails that the municipality is probably not aware of the needs of many of her inhabitants and of structures and organisations that exist in the communities. The new ward structure also split up many of the existing coherent areas. Wards now exist for instance out of a former white area, a former coloured area, a large rural area and a part of a rural township. Such diverse

communities, that were and are highly segregated, probably have different social networks and civil society representatives, most likely not organised according to the current ward borders. The participation structure can therefore not rely on strong links between the government and civil society or between civil-society groups. This in return make that ward members chosen by a civil-society group within a ward can be unknown by many as their representative civil-society group lays outside the ward. Issues and needs picked up by such civil society groups can therefore differ from those picked up by the ward structure. Other forms of incorporating these issues via participation of these civil society groups are necessary.

8.3 Scarce skills

Radical new policies make that new capabilities are asked from both officials and councillors. Implementing a participatory style of governing requires high capabilities from officials and councillors under normal circumstances and it especially requires high capabilities in South Africa's case. Communities are deliberately segregated for almost half a century and have little common ground. Starting to get a dialogue between the government and such a divided citizenry is a huge task and asks for highly capable stimulators. The basin out of which the government is trying to fish these capable people is also rather small. 'Former' government personnel is experienced but is not used to participatory methods, personnel from the former disadvantaged groups is hard to get as schooling was deliberately kept low and the few who have schooling often have reactionary pasts which is not always useful when cooperation and tact is needed. In addition, other public and private organisations are fishing in the same pool. The mix of these groups can lead to tensions within city hall and stimulate mistrust of the municipality by the citizens. An out flux of capable personnel towards bigger 'more challenging' municipalities is noted by the COGTA report (COGTA, 2009). This scarcity of skills is not researched but could also apply for Oudtshoorn. The Report exposed that the reasons for distress in municipal governance pointed to:

1. 'tension between political and administrative interface'
2. poor ability of many councillors to deal with the demand of local government
3. insufficient separation of powers between the political parties and municipal councils
4. Inadequate accountability measures and support systems and resources for local democracy
5. poor compliance with the regulatory frame works for municipalities' (COGTA, 2009, p. 10).

Again all the above can be found in Oudtshoorn municipality. The first and third are obvious present in Oudtshoorn as it was reason the municipality was without council. Lack of accountability can be noted as no performance management system was installed (personal communication with G. Juthe March 6, 2007). Furthermore no control-mechanism was in place in the ward system, all ward councillors could run their ward at their own preference.(personal conversation with J. Coutzee, D. De Jager, C. Stemmet, W. Cawa and L. Prins 2007) Rumours of councillors that cannot read or write or gangster councillors are not signs that councillors are able to deal with the demand of government. However the interviewed councillors did seem capable and the rumours' are not confirmed by the research. Oudtshoorn does not always comply with regulations, a good example was the affirmative action meeting, in which under prospect of a five million rand fine, policies were finally adapted. The COGTA report goes on illustrating that political factionalism and the polarization contributes to the progressive deterioration of municipal functionality. Public

service is not the concern but the access to state resources to accumulate wealth (COGTA, 2009, p. 10). The overall vacancy rate for senior officers is 12% and it should also be noted that competency levels for those critical positions are not regulated (COGTA, 2009, p. 31) Oudtshoorn stand still due to political strife is thus no exception.

8.5 Cost of participation

Rights-based Participation has consequences for the cost (Heringa, 2006). As its goal is to reach all, rich and poor, lettered and unlettered, urban and rural, Black, White, Coloured, Asian, Indian, Xhosa, Zulu, Afrikaans etcetera. It has to facilitate many people in many different languages in many different ways. Resulting in a high influx of 'citizens needs' with different kind of urgency, and all have a price. Highly skilled personnel is needed to prioritize these needs, and judge them as genuine needs that are to be addressed by the government. The cost of the rights-based participation is thus high. Additionally the results of participation are not easily expressed in economic terms. In 2007, in Oudtshoorn the cost for the ward structure as it functioned then according to the financial administrator was around 150.000 rand the budget was around 60.000 rand. Problem is that the: "People [councillors and other government personnel] don't take participation seriously that's why they cut the budget for the wards' (personal communication, Visagie, 25 April 2007). The effective functioning of a municipality begins with its political leadership. This is also true for the participation structure. The will to spend money on local governments is also low. At provincial level only 2.1 % of the Western Cape budget goes to the department of local government excluding Health education and social development. The national average is 3.5 % (COGTA, 2009).

8.6 performance management

The absence of a performance management systems was found frequently. In June 2009 only 78 % of all municipal managers have signed a performance agreements (COGTA 2009 p31). This raises serious questions about the accountability of the 22% of the municipal managers. In Oudtshoorn there was no Municipal Manager during the research because he was sent away by council. Although the plan for implementation of a performance management system was signed by the former municipal manager.

8.7 Democracy and accountability

In many cases in South Africa there was a lack of genuine participatory process due to political instability, corruption, and interference in administration. It can be seen as a failure to provide democratic and accountable government (COGTA, 2009, p. 31). The COGTA report identifies that inefficient and ineffective administrations mostly were due to:

- vulnerability to improper political interfering
- Poor (political and administrative) oversight and weak compliance with regulations
- incapacity to respond to complex, demands and expectations
- Huge variables in spatial location, skills base and socio-economic legacies
- a high incidence of irregular or inappropriate appointments, coupled with low capacities, poor skills development programmes and weak institutional management (COGTA, 2009, p. 33)

Municipalities in remote areas have an extra challenge of little access to skills and have difficulty understanding their spatial and economic realities, lack the financial and human resources to comply with their constitutional and legal mandate. Moreover, they cannot

fulfil citizen expectations (COGTA, 2009). Oudtshoorn being a rural and semi-remote municipality, with a struggling economy, is facing similar challenges. Challenges one be aware of to strengthen the participation structure.

8.8 Conclusion

Several weaknesses and challenges of the Oudtshoorn participation structure are also found in other municipalities in South Africa. Even more Oudtshoorn is a category 4 municipality, the 25% highest performing municipalities. The findings from the previous chapters are found in municipalities all over South Africa and are the highest in the former homelands.

The challenges faced by the municipalities are:

- Huge service delivery and backlog challenges
- Poor communication and accountability relationships with communities;
- Problems with the political administrative interface;
- Corruption and fraud;
- Poor financial management;
- Service delivery protests;
- Weak civil society;
- Intra - and inter-political party issues negatively affecting governance and delivery; and
- Insufficient municipal capacity due to lack of scarce skills

The findings of the research in Oudtshoorn match these challenges. Many of these challenges created by apartheid negatively influence the participation structure. Segregation planning left a society that separated communities, and separated some communities from opportunities due to geographical distances. Additionally it has blocked access to educational and job opportunities. This makes it costly and difficult to reach those communities. It makes it hard to find capable communicators and stimulators from these communities especially in remote rural areas. Furthermore, it makes the system vulnerable for political opportunists to misuse politics and the participatory democracy for personal gain, corruption or even to create social unrest.

Moreover, some solutions to reduce those differences like changing the ward borders have cut up social linkages, separated communities and created wards that consist of areas with completely different propositions. These apartheid challenges undermine democracy and accountability, making municipalities vulnerable for bad politics, low capacitated personnel, high costs and poor democracy and accountability.

The sub-question can be answered with: the challenges of the current participation system in Oudtshoorn can also be found in the whole of South Africa especially the municipalities worst effected by apartheid and those with limited resources and a large rural area.

9 Conclusion

The research examines the effects and impact of the participation structure of the local government in Oudtshoorn towards the goals of participation. Since the first implementation of the main participation structure, the ward committees, in 2003, until the date of research, in 2007, one government period has worked with the ward system and the second has been in power for nine months. The participation structure used in Oudtshoorn is based on National government guidelines and aims towards a good functional participation structure, including all, contributing towards an accountable and transparent local government that develops along the real community priorities. A huge challenge in a town with a highly segregated communities with a high number of unemployment, a strong competition for job and an infrastructure that give little opportunities for the poor. Thirteen years of democratization, narrowing the distances between communities created by the apartheid's regime, seven years of greater Oudtshoorn municipal unity, and four years into the public participation structure several questions prompted to start this research. The main question is:

What are effects and is the impact of the current public participation structure in South Africa's Local Government towards the end-goal of participation: a good functional participation structure, including all, contributing towards an accountable and transparent local government that develops along the real community priorities?

With the following sub questions;

- Who are involved in the participation structure?
- Who organises the participation structure?
- Who is participating?
- How does the participation structure influence decision-making?
- Is the participation structure in Oudtshoorn (moving toward) being a good functional participation structure?
- Are the challenges of rights based participation found in Oudtshoorn?
- Are the effects of the current participation found in Oudtshoorn representative for the participation structure in South Africa?

The effects of Public participation

The first effect of implementing a participation structure is the existence of a participation structure. In Oudtshoorn the process of implementing a participation structure is still on its way, making it an moving target. No model of the participation and decision-making process was available at the municipality. Therefore, by interviewing and studying guidelines the current decision-making model was created. This model then was researched on its effects. There is also a future participation model created in which the changes are projected that are envisioned by the IDP manager. This model forms the basis for the intergraded development plans. It is based on examples from other municipalities, the provincial guidelines for participation and the research done by the researcher in this thesis.

Participation is set up to influence decision-making. In the lowest level of participation the government want to be informed of the needs of the communities and gives information to the citizens. The goal is to reach all communities, The effect would be that communities needs are brought to council and form the basis of planning to address those needs. In the current model can be seen in what ways the Oudtshoorn Municipality is consulting her citizenry. It does this in geographical terms through; wards, ward comities and ward councillors. Through civil-society organisation in the forums, and those who are not reached by these forms of participation through The CDW's.

The ward committee meeting notes of 2004-2005 indicate that the needs of the citizens are predominantly on housing, infrastructure; storm water drainage, maintenance roads, street lights for safety, water electricity etcetera. In the 2006 municipal IDP can be seen that the largest expenditures of the municipal are on physical infrastructure and housing. The needs are thus picked up by council and planned for in the IDP. Most of the participants at ward meetings are there to give their or their family needs this is in line with what is expected from them.

Reaching out to all communities is a goal of participation, the effect would that be all communities would be present on participation meetings. That is not true for Oudtshoorn. The targeted formerly neglected communities do attend meeting and are even dominating like the Blacks, woman, the poor, and in ward meetings the unemployed. However, some of the most vulnerable communities do not attend the meeting for instance the Youth, elderly and the rural poor. Moreover, the rich and White communities seem not to attend at all. Theoretically, this effect is to be expected as the rights based Participation schemes are targeted at the poor and the neglected groups. The poorest are the most difficult to reach and often are not reached at all. For instance, the rural, remote living, unlettered, uneducated poor, would have difficulties hearing about a participation meeting, difficulties going to meeting and difficulties understanding a meeting. These last communities are reached through the CDW's, but to little CDW's are installed in Oudtshoorn to reach all vulnerable groups.

Almost half of the population was directly reached through one of the participation meetings in the twelve months prior to the research.

Due to citizens participating in the participation structure, the local government should become more transparent and accountable. Important is the balance between representative democracy and participatory democracy.

This balance cannot be found in Oudtshoorn. The structure during the time of the research was completely dominated by the political struggles of the council. Political will to use the participation structure was almost absent or severely disrupted. The effect was that little meeting were held and the budget on ward based participation was cut almost by three fourth and only three CDW's were operational in Oudtshoorn. Officials tried to carry on with participation but in absence of councillors or council no meeting could be held and no decisions could be made. Capable and willing politicians can be seen as the Achilles heel of the structure.

Another weakness of the participation (decision-making) structure is the absence of a performance management system. Responsibilities are not taken by those who should. Slow processes and communication within the municipality seem the biggest obstacles for

addressing the citizens' needs. The local government is not capable to incorporate the drastic changes needed for participatory democracy. Corruption, distrust between the different population groups, the old and the new officials and councillors seem the cause of this. Government officials were overruled by councillors and senior municipal managers and often neglected in decisions. The authority of the officials was undermined as well as the means to take responsible action. Participation is thus not creating accountability but seems dependent on it. The Intergraded development planning and communication through participation meetings do lead to more transparent governing as long as they are honest and detailed. More than three quarter of the questioned ward members think that information is accurate or meaningful. Answering the sub question: does participation contribute to more transparency with yes, it has the potential to give insight in the plans and actions of the government. The answer question does participation contribute to more accountability is, no, accountability is needed for successful participation. Even more a lack of accountability can undermine participation.

The challenges Local government face cannot be solved by public participation alone. Chapter six and seven show that participation does not automatically lead to better governing. Nor that participation can be a substitute for governing. Many of the dangers that are found in the rights based participation structure can be found in Oudtshoorn. Furthermore, many of the challenges created by apartheid negatively influence the ability to set up a good functional participation structure. Segregation planning left a society that separated communities, it separated some communities from opportunities due to geographical distances and from educational and job opportunities. This makes it costly and difficult to reach those communities. It makes it hard to find capable communicators and stimulators from these communities. Furthermore, it makes the system vulnerable for political opportunists to misuse politics and the participatory democracy for personal gain, corruption or even to create social unrest. Challenges inherited from apartheid undermine participatory as well as representative democracy and accountability, making municipalities vulnerable for bad politics, low capacitated personnel, high costs and poor democracy and accountability. The question, are the effects of the current participation found in Oudtshoorn representative for the participation structure in South Africa can be answered by pointing out that similar problems and challenges are noticed in even more severe forms than are found in Oudtshoorn. Most of these challenges are legacies of the apartheid era. If those challenges need a breakaway from the status quo than a participatory democracy is not the best solution. Participants have the tendency to be self-centred, do not always see the big picture and are interested in short-term solutions for their problems in their neighbourhood often. Representatives, especially those from the same area, background, political colour or ethnicity, are inclined to do, or promise to do, the same. Long-term solutions have to be thought of and planned by the government keeping in mind the dangers and shortcomings of a participatory democracy. The effects of the current public participation structure in South Africa's Local Government are effects that can be expected. It is trying to get to know the priorities of the communities in an ever better functional participation structure that is in need of transparency, accountability, sustained political will and capable actors. If those conditions are in place it could lead to a democratic government that can be called transparent, accountable and capable to target the development challenges.

The title of this thesis is a (Dutch) saying that speaks of 'Ostrich politics'. It means that one keeps oneself blind for incoming danger or malpractices. It can be concluded that there are many dangers on the road to developing South Africa to a representative democracy, in which everyone has not only the rights, but also equal opportunities to a better life. Dangers like corruption, incapable officials and politicians but moreover serious challenges derived from apartheid are in need to be faced and addressed. Participation contributions towards the eradication of these challenges are limited to a serious and meaningful dialogue between government and her citizens. Many of these challenges are to be solved by the government through bold good governing which are not automatically the result of the participation structure.

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Appendix 1: Questionnaire Ward members

Number:

Date:

Questionnaire

Public participation progresses: The ward committees

Dear Ward Members and Councillors,

This questionnaire is part of my research at Oudtshoorn municipality. I am Tim Haas and I am finalizing the study: International Development Studies at the faculty of Geosciences at University of Utrecht, the Netherlands. My master thesis will be on the role public participation plays in improving local government. The research I do for the municipality is to identify public participation structures and how they feed in to their decision-making structure. This also entails why some are involved and others excluded from these processes. The outcomes of my research will feed into the IDP formation process contributing valuable information on the challenges, strengths and weaknesses in the process of public participation.

The objective of this questionnaire is to find out in how public participating processes are currently functioning within the municipality of Oudtshoorn.

The aim of this questionnaire is threefold. First, it tries to find out who are and who are not participating through the ward structure. Second, it is to find out how public participation actually influences decision-making. Thirdly, it tries to identify strengths and weaknesses in the current structure.

This questionnaire is to be filled in anonymously. This is in no way a means to evaluate the different ward committees, members or councillors nor political parties. The ward numbers are only asked to compare this questionnaire with the ward profiles. The questionnaire is confidential and only to be used for the purposes as described above.

The data is to be used discreetly only by students and university personnel from the University Utrecht. The outcomes and findings will be presented to the IDP-manager of the municipality of Oudtshoorn. He will use these outcomes to improve Public Participation-methods planned for the new IDP of 2007-2011.

The questionnaire consists of 38 questions. These questions are to be answered by each ward committee member individually and preferably in English or Afrikaans. The socio-economic questions are asked in the same way as in the ward profile survey to optimize the comparison between the two surveys.

If you need assistance or have any question about this questionnaire or the research, feel free to contact me. My knowledge of Afrikaans however is limited so questions about translation can better be addressed to LLuwellyn Coetzee. You can hand the completed questionnaires in at my office, at your ward councillor or at the IDP prioritize workshop meeting on Saturday 31th of March.

Nommer:

Datum:

Vraelys

Publieke deelname Proses: Wykskomitee

Geagte wykskomiteelid & Raadslid,

Hierdie vraelys is deel van my navorsing by Oudtshoorn munisipaliteit. Ek is Tim Haas wie sy studie finaliseer in: Internasionale Ontwikkeling studies by die fakulteit geo-wetenskappe Universiteit Utrecht in Nederland. My meesters tesis handel oor die rol wat publieke deelname speel in die verbetering van plaaslike regering. My navorsing vir die munisipaliteit handel oor die identifisering van publieke deelname strukture en hoe hierdie strukture impakkeer op besluitneming. Die uitkomste van hierdie navorsing sal die GOP inlig oor die belangrike bydrae van waardevolle inligting, van uitdagings, sterk punte, swak punte in die proses van publieke deelname.

Die oogmerk van hierdie vraelys is om vas te stel hoe publieke deelname huidiglik funksioneer binne die Oudtshoorn munisipaliteit.

Die doel van hierdie vraelys is drië-ledig. Eerste is die doel om uit te vind wie of wie nie deelneem in deelname deur die wykstruktuur nie. Tweedens, is die doel om vas te stel hoe publieke deelname besluitneming beïnvloed. Derdens moet dit identifiseer sterk sowel as swakpunte van die huidige struktuur.

Die vraelys word ingevul vertroulik. Hierdie vraelys word nie gebruik om die verskillende wyke met mekaar te vergelyk nie, of lede, of raadslede of politieke partye. Die wyksnommer word gevra om vraelys met wyksprofiel te vergelyk. Die vraelys is vertroulik en sal slegs vir bogenoemde aangeleentheid aangewend word. Die data sal diskreet aangewend word deur die student en personeel van die Universiteit van Utrecht. Uitkomste en bevindinge sal voorgelê word aan die GOP Bestuurder of die Oudtshoorn Munisipaliteit. Hy sal die uitkomste gebruik om gemeenskapsdeelname metodes vir die nuwe GOP 2007-2011 te bevorder.

Die vraelys bestaan uit 38 vrae. Hierdie vraelys moet deur elke wykskomitee individueel verkieslik in Engels of Afrikaans voltooi word. Die sosio-ekonomiese vrae word gestel soos in die wyksprofiel opname ten einde die data te vergelyk tussen die onderskeie opnames.

Indien u ondersteuning of enige vrae oor die vraelys het, kontak my asseblief. My Afrikaans is baie beperk so vrae tenopsigte van vertaling kan geadresseer word aan Lluwellyn Coetzee. Handig asseblief voltooi die vraelys in by my kantoor, u wyksraadslid of GOP prioritisering werkwinkel op Saterdag 31 Maart 2007.

Contact info / Kontak besonderhede

Tim Haas

During office hours at: Gedurende Kantoor ure:

Oudtshoorn Municipality head office building / Oudtshoorn Munisipaliteit-Hoofgebou.

044-2033045

Lluwellyn Coetzee

044- 2033025

I would like to thank you in advance for your cooperation /
Ek wil u byvoorbaat bedank vir u deelname,

Kind regards / Vriendelike Groete,

Tim Haas

Oudtshoorn Municipality



Utrecht University



1) Are you a ward member or a ward councilor? / Is u 'n wykskomitee lid of wyksraadslid

- Ward member / *wykskomiteelid*
- Ward Councilor / *wyksraadslid*

2) Of which ward are you a member? / Van watter wyk is u lid? __

3) What is your age? / Wat is u ouderdom? __

4) What is your gender? / Wat is u geslag?

- Male / *manlik*
- Female / *vroulik*

5) To which population group do you belong? / Tot watter populasiegroep behoort u?

- Black / *Swart*
- Coloured / *Kleurling*
- Asian / *Indiër*
- White / *Wit*
- Other / *Ander*

6) What is your home language? / Wat is u huistaal?

- Afrikaans
- IsiXhosa
- English
- Isizulu
- IsiNbebele
- Sepedi
- Sesotho
- Setswana
- Siswati
- Tshivenda
- Xithonga
- Other/ ander.....

7) In which area do you live? / In watter gebied woon u?

- In the neighborhood calledin Oudtshoorn town. /
In die woonbuurt in Oudtshoorn.
- On a farm. / *Op die plaas*
- In a rural area. / *In die landlike area*
- In a village/town named.....in the greater Oudtshoorn area. /
In die dorp genaamd..... Binne die grootte Oudtshoorn area.

8) How long have you lived in this area/community?/ Hoe lank bly jy in HIERDIE gebied/ gemeenskap?

- Born in this area / *in Hierdie gebied gebore*
- Since before 1990 / *Van voor 1990 af*
- 1990-1995
- 1996-2000
- 2000-2005
- 2006- this year/ *2006- hierdie jaar*

9) What is the highest educational level you successfully completed? / Wat is u hoogste vlak van opleiding voltooi?

- No schooling / *geen skoolopleiding*
- Grade 0
- Grade 1-7
- Grade 8/ St 6/ form 1
- Grade 9/ St 7/ form 2
- Grade 10/ St 8/ form 3/ NTCI
- Grade 11/ St 9/ form 4/ NTCII
- Grade 12/ St 10/ form 5/ Matric/ NTCIII
- Certificate without matric / *Sertifikaat sonder matriek*
- Diploma with less than grade 12 / *Diploma met laer as gr 12*
- Certificate with matric / *Sertifikaat met matriek*
- Diploma with matric / *Diploma met matriek*
- Technikon degree / *Technikongraad*
- University degree / *Universtietsgraad*
- Adult education/literary classes // *Volwassen onderrig/ Geletterdheids-klasse*
- Other/ *Ander*

10) Do you or one of your household members have a job? (Multiple answers possible) / Het u of 'n lid van u huishouding werk? (Verskeie antwoorde moontlik)

- Yes, I have a job in the formal sector / *Ja, ek het werk in die formele sektor.*
- Yes, my spouse (husband /wife) has a job in the formal sector /
Ja, myn eggenoot het werk in die formele sektor.
- Yes, someone in the household has a job in the formal sector /
Ja, een lid in ons huis het werk in die formele sektor
- Yes, I have a job in the informal sector / *Ja, ek had werk in die informele sektor.*
- Yes, my spouse has a job in the informal sector /
Ja, myn eggenoot het werk in die informele sektor
- Yes, someone in the household has a job in the informal sector /
Ja, een lid in ons huis het werk in die informele sektor
- No, I am unemployed since.....*Nee ek is wekloos vanaf.....*

11) What is your employment status? / Wat is u werkstatus?

- Paid employee/ *Betaalde werknemer*
- Self –employed/ *Self indiens geneem*
- Employer/ *Werkgewer*
- Unemployed/ *Werkloos*

12) What is your average monthly household income? / Wat is u gemiddelde maandelikse inkomste?

- No income/ *geen inkomste*
- R1-R400
- R401-R800
- R801-R1600
- R1601-R3200
- R3201-R6400
- R6401-R12800
- R12801-R25600
- R25600 and more/ *en meer*

**13) How many hours a week do you at average spent on your job as a Ward member?
/ Hoeveel ure spandeer u per week gemiddeld op u werk as wykskomitee lid? _ _**

14) Are you also involved in other voluntary work? / Is u ook betrokke by ander vrywillige werk?

- Yes forHours working as a...../ Ja, vir.....ure werk as.....
- No / nee

15) Does your job or voluntary work have had influence on your work as a ward member? / Het u werk of vrywillige diens 'n invloed op u werk as wykskomiteelid?

- Yes it contributed to become a ward member / Ja dit het bygedra om 'n wykskomitee lid te word.
- Yes it provides insight and contacts that help me to understand the problems faced by the community /Ja, dit voorsien insig en kontakte om probleem areas van gemeenskap te verstaan
- Yes it generates skills I use and need as a ward member / Ja, dit verbeter my vaardighede soos benodig as wykslid
- Yes,/ Ja
- No / Nee

16) Is the training you received from the municipality to perform your task as a ward member adequately? / Is die opleiding ontvang vanaf die munisipaliteit om u werk as wykskomiteelid te voltooi voldoende?

- Yes / ja
- No / nee
- I did not complete my training yet / Ek het nog nie opleiding voltooi
- I did not receive training / Ek het nog nie opleiding ontvang nie

**17) Have you voted for the same political party as where your ward councilor is a representative from?
/ Het u vir dieselfde politieke party gestem waarvan u wyksraadslid 'n verteenwoordiger is?**

- Yes / Ja
- No / nee

18) Do people with the same characteristics come to you more often than those who have not?

(Multiple answers possible) / Kom mense met dieselfde karaktereienskappe meer as gereeld na u om hulp, as wie nie is nie? (Verskeie antwoorde moontlik)

- Yes the people with the same gender / Ja mense met dieselfde geslag
- Yes the people with the same ethnicity/ Ja mense van dieselfde ras groepering
- Yes the people who voted for the same political party/ Ja mense wat vir dieselfde politieke party stem
- Yes the people who live close by/ Ja mense wie naby woon
- Yes the people from the same age group / Ja mense van dieselfde ouderdoms groep
- Yes the people with the same religious conviction / Ja mense met dieselfde geloof
- No / nee

**19) Does the ward committee have a division of tasks within the ward? (Multiple answers possible) /
Het die wykskomiteelede spesifieke portefeuljes binne die wyk? (Verskeie antwoorde moontlik)**

- Yes a responsibility of certain streets for every ward member / *Ja elke wykskomiteelid is verantwoordelik vir sekere strate*
- Yes a division according to ward members specialty (for example a teacher for education or youth, a nurse for health, ect.) / *Ja, verdeel na aanleiding van wykskomiteelid se spesialiteit (voorbeeld opvoeder uit opvoeding, verpleiger vir gesondheid)*
- Yes a division of sectors / *Ja, verdeling binne sektore*
- Yes a division based on priorities mentioned in the IDP / *Ja, verdeling soos aangedui binne prioriteits area van GOP*
- Yes, an other sort of division...../ *Ja, in ander divisies.....*
- No / *Nee*

20) What kind of methods have you used to get information about the problems and challenges faced by the community in your ward? (Multiple answers possible) Watter tiepe metode het u gebruik om informasie te bekom ten opsigte van probleme en uitdagings van u gemeenskap en wyk?

(Verskeie antwoorde moontlik)

- Ward meetings / *wyksvergaderings*
- House visits / *besoeke by huis*
- Door to door visits / *Deur tot Deur besoeke*
- Going to school-, sports-, health- ect. Meetings / *skool, sport, gesondheids vergaderings*
- Meeting representatives of different interest groups (heads of schools, religious leaders, ect.) in your ward. / *Vergaderings met verteenwoordigers van verskeie belangegroepes (skool hoofde, kerkleiers ens.)*
- Visiting hours for people to come by listing their complains and problems / *Besoektye vir mense met probleme en klagtes*
- Casual talks / *informele gesprekke*
- Other / *Ander*

21) Is the ward structure as it is functioning now a good tool for public participation within the municipality? Is die wykstruktuur soos dit nou funksioneer effektief om publieke deelname te bevorder binne die munisipaliteit?

- Yes / *Ja*
- No it is not at the moment, but the ward system could function well. / *Nee nie op die oomblik, maar dit kan wel.*
- No / *Nee*

22) Can you give scores from 1-10 to the methods used by people in your ward to address issues to the municipality? (1 being not used at all, to 10 being most commonly used method) Kan u 'n punte toekening maak vanaf 1-10 vir die metode wat mense in u wyk gebruik om aspekte in die munisipaliteit aan te spreek?(1 verwys na geensinsgebruik, tot 10 verwys algemene gebruik)

- Ward meetings / wyksvergaderings --
- At a house visit or door to door visit by ward members --

Huisbesoeke of Deur tot Deur besoek van wykslid

- At a sectoral forum (Aids forum, sports forum, budget forum, ect) --
By sectorale forums (Vigs forum, sport forum begroting forum ect.)
- Through phone calls or letters to ward members --

Deur telefoon oproepe of briewe na wykskomiteede

- Through a visit to a ward member --

Deur besoek aan wykskomiteelid

- Direct letter, phone call or visit to official in the municipality --

Deur brief, oproep of besoek aan amptenaar

- Direct letter, phone call or visit to their ward councillor --

Deur brief, oproep of besoek aan wyksraadslid

- Direct letter, phone call or visit to the responsible councillor --

Deur brief, oproep of besoek aan verantwoordeyke Raadslid

- Direct letter, phone call or visit to a councillor of their own political party --
Deur brief, oproep of besoek aan raadslid of sy/haar politieke party.
- Through the newspaper --

Deur kourant berigte

- Through the community forum / Deur gemeenskapforum --
- Other/ Anders..... --

23) Can you give scores from 1-10 to the mechanisms needed to get the peoples needs into the IDP? (1 being not needed at all, to 10 being absolutely nessecary) Kan u punte toeken van 1-10 vir meganismes benodig om mense se behoeftes aan te spreek binne die GOP? (1 verwys na nie benodig tot 10 as dringend benodig)

- Ward meetings / Wyksvergaderings --
- Comunity development workers/ Gemeenskaps ontwikkelings werkers --
- IDP forum / GOP forum --
- Special interest forums/ Spesiale fokus forums --
- Community forums / Gemeenskapsforums --
- Customer care desk/ klientediens buro --
- IDP ward based planing workshop/ GOP Wyksgebaseerde werkswinkel --
- IDP priority workshops / GOP geprioritiseerde werkswinkel --
- Newspaper adds imput / Koerant advertensies vir insette --
- NGO's / CBO's --
- Budget meetings / Begrotingsvergaderings --

Aandag! Die vrae wat volg (24-32) is vertaal in Afrikaans en Engels. Geliewe slegs die vorm in te vul in die keuse van u taal. Geliewe ook die vrae te voltooi (32-38) wat volg op die Afrikaans vertaling.

Attention! The following questions (24-32) are translated in Afrikaans and in English. Please fill in the questions in the language of your choice. The questionnaire will continue after the Afrikaans translation. **The next questions can be answered by indicating an X in the column of your choice.** Take the next question for example: The question asked is in the upper left box together with the question number. In the column under the question the different groups a listed for who you are asked to indicate if they are represented well in the ward meetings. If you for instance think that the number of youth within the group of people attending the ward meeting is a smaller part of the whole group attending than they form part of society in your ward you mark behind 'Youth' an X in the column 'Under represented'. If you don't know or can't estimate to which group people belong mark an X in column under 'Don't know'.

24) Are the following groups well represented by participants in the ward meeting?	Not represented	Under represented	Good represented	Over represented	Dominating	Don't know
• Youth (0-20)						
• Young adults (21-40)						
• Adults (41-60)						
• Elderly (61+)						
• Women						
• Men						
• Black						
• Coloured						
• Asian						
• White						
• Afrikaans speaking persons						
• English speaking persons						
• Isi-Xhosa speaking persons						
• Other languages						
• High educated						
• Low educated						
• Non educated						
• Employed						
• Unemployed						
• Rural based people						
• Urban based people						
• Rich						
• Poor						

The following questions are similar to the previous question only statements replace the groups. So to what extent do you agree with the following statements:

25) During the ward meetings:	Strongly disagree	I disagree	Neutral	I Agree	Strongly agree
• Accurate and meaningful information is given.					
• All participants have enough time to contribute to the process.					
• The view of the participants are always taken into account					
• No steering or manipulation occurs					
• All interest groups can contribute to the process					
• All persons from outside the ward can contribute to the process					
• All persons from inside the ward can contribute to the process					
• Decisions are made					

26) The recommendations/suggestions/complaints and questions from the citizens are:	Strongly disagree	I disagree	Neutral	I Agree	Strongly agree
• Taken seriously by the ward members					
• Immediately dealt with by the ward members					
• Taken seriously by the ward councillors					
• Immediately dealt with by the ward councillors					
• Taken seriously by the responsible departments					
• Immediately dealt with by the responsible departments					
• Taken seriously by council					
• Immediately dealt with by council					
• Resolved quickly					
• Form the basis for municipal policy					
• Contribute to effective governance					

27) The issues that remain unsolved are mostly due to:	Strongly disagree	I disagree	Neutral	I Agree	Strongly agree
• Lack of money					
• Over regulation and complicated processes					
• Party politics at local level					
• Party politics at national or provincial level					
• To less officials					
• Unskilled or unmotivated officials					
• Slow processes					
• Communication difficulties within the municipality					
• Lack of cooperation from provincial and national governments departments					
• Top down approach of the government					
• Corruption					
• Lack of trust in the ward members by the public					
• Lack of trust in the ward members by the councillors					
• Councillors who don't use the ward structure					

28) To what extend is the public participation process obstructed by?	Not at all	A little	Some	A lot	Totally
• Lack of understanding of the process by the people					
• Lack of understanding of the process inside the municipality					
• Lack of believe that the ward structure can work					
• Lack of experience by the ward members					
• Lack of experience by the officials					
• Lack of experience by the councillors					
• The process and procedures itself					
• Lack of funding					
• Unrealistic demands from the public					
• Politics					
• Other.....					

29) How many percent of the feedback (information about the status of projects) from the municipality to the citizens is given trough:	0-20%	21-40%	41-60%	61-80%	81-100%
• Ward committees					
• Ward meetings					
• Personal encounters with ward members					
• A newsletter					
• Newspaper					
• Other forms of communication					

30) How many percent of the following is currently handled through the ward?	0-20%	21-40%	41-60%	61-80%	81-100%
• Public participation of the municipality					
• All municipal information					
• Information on processes concerning the ward					
• Information on projects concerning the ward					
• Information on processes for all of Oudtshoorn					
• Feedback on projects for all of Oudtshoorn					

31) In the new 2007 IDP attention should be given to:	No attention is needed	Should be given less attention	Attention is adequate as it is	Should be given more attention	High priority
• The consultation of ward members					
• A workspace/ office for the ward committees					
• Employment of more Community Develop Workers					
• Cooperation between the different government departments					
• Information on the status of projects					
• The involvement of CBO's and NGO's in the IDP planning process					

32) How important are the following topics during ward meetings?	Not important at all	Not important	Neutral	Important	Very important
Housing					
Arts and Culture					
Sports					
Budget					
Health					
Education					
HIV/AIDS					
Safety and Security					
IDP formation					
Public participation					
Youth					
Social welfare					
Basic needs					
Infrastructure					
Employment / unemployment					
Poverty					

- Die volgende vrae kan beantwoord word deur 'n aanduiding met 'n X in die kolom van u keuse. Neem die volgende vraag as voorbeeld. Die vraag verwys na die top linker kolom tesame met die vraag nommer. In die kolom van die vraag word daar verwys na die verskillende groepe in u wyk waarvoor 'n aanduiding gegee moet word of hierdie groepe wel verteenwoordig word in wykskomitee vergaderings. Byvoorbeeld indien u dink die getal jeug word nie verteenwoordig binne die komitee nie merk 'n X in die blok "onder verteenwoordigend". Indien u nie weet nie merk een X in die blok "weet nie"

24) Hoe word die volgende groepe verteenwoordig by deelname indie wyksvergaderings?	Nie verteenwoordig	Onder verteenwoordig	Goed verteenwoordig	Oor verteenwoordig	domineer	Weet nie
• Jeug (0-20)						
• Jong volwasse (21-40)						
• Volwasse (41-60)						
• bejaardes (61+)						
• vroue						
• manne						
• Swart						
• Kleurling						
• Indiër						
• Wit						
• Afrikaans sprekend persone						
• Engels sprekend persone						
• Isi-Xhosa sprekende persone						
• Ander tale						
• Hoër opleiding						
• Laer opleiding						
• Geen opleiding						
• Werkende persone						
• Werklose persone						
• Landelike gebasseerde persone						
• Stedelike gebasseerde persone						
• Ryk persone						
• Arm persone						

Die volgende vrae is soortgelyk met die vorige vrae waarvan slegs die groepe vervang word met 'n statement. Gee dus 'n aanduiding of u saamstem met die volgende:

25) Gedurende die wyksvergadering:	Stem nie saam ten volle	Stem nie saam	Neutraal	Stem saam	Stem saam ten volle
• Akurate en belangrike inligting word gegee					
• Alle deelnemer het genoegsaam tyd om by te drae tot die proses					
• Die voorstelle van deelnemers word altyd in aanmerking geneem					
• Geen manipulاسie word ervaar					
• Alle belangegroepe maak 'n bydrae tot die proses					
• Alle persone buite die wyk kan een bydrae maak					
• Alle persone binne die wyk kan een bydrae maak					
• Besluite word geneem					

26) Die aanbevelings / voorstelle / klagtes en vrae van die gemeenskap word:	Stem nie saam ten volle	Stem nie saam	Neutraal	Stem saam	Stem saam ten volle
• Word ernstig geag deur die wykslede.					
• Word onmiddellik gehanteer deur wykslede					
• Word ernstig geag deur die wyksraadslid					
• Word onmiddellik gehanteer deur wyksraadslid					
• Word ernstig geag deur die verantwoordelike departemente					
• Word onmiddellik gehanteer deur verantwoordelike departemente					
• Word ernstig geag deur die raad					
• Word onmiddellik gehanteer deur die raad					
• Word onmiddelik opgelos					
• Word die basis van munisipale beleid					
• Drae by tot effektiewe bestuur					

27) Aspekte wat nie opgelos word nie is as gevolg van:	Stem nie saam ten volle	Stem nie saam	Neutraal	Stem saam	Stem saam ten volle
• Tekort aan befondsing					
• Regulasies en gekompliseerde prosesse					
• Party politiek op plaaslike vlak					
• Party politiek op nasionale en provinsiale vlak					
• Tekort aan beampte					
• Tekort aan ondervinding en ongemotiveerde amptenare					
• Stadige prosesse					
• Kommunikasie moeilik binne munisipaliteit					
• Tekort aan samewerking van provinsiale en nasionale regerings					
• Van bo na onder aanslag deur regering					
• Korrupsie					
• Tekort aan vertroue in wykslede deur publiek					
• Tekort aan vertroue in wykslede deur raadslede					
• Raadslid wie nie wykstruktuur gebruik nie					

28) Tot watter mate word publieke deelname geblokkeer deur:	Geensins	Bietjie	Sommige	Baie	Totaal
• Mense verstaan nie die proses nie					
• Binne die munisipaliteit verstaan mense nie die proses nie					
• Glo nie die wyksstruktuur kan werk nie					
• Tekort aan ondervinding deur wykslede					
• Tekort aan ondervinding deur amptenare					
• Tekort aan ondervinding deur raadslede					
• Die proses en prosedure self					
• Tekort aan befondsing					
• Onrealistiese vereistes deur publiek					
• Politiek					
• ander.....					

29) Wat is die persentasie terugvoering(status van projekte)vanaf die munisipaliteit deur:	0-20%	21-40%	41-60%	61-80%	81-100%
• wykskomitee					
• wyksvergaderings					
• persoonlike kontak deur wykslid					
• 'n nuusbrief					
• Koerante					
• Ander manier van kommunikasie					

30) Watter persentasie van die volgende word gehanteer deur die wyk?	0-20%	21-40%	41-60%	61-80%	81-100%
• Publieke deelname deur die munisipaliteit					
• Alle munisipale informasie					
• Informasie oor wyksprosesse					
• Informasie oor projekte binne die wyk					
• Informasie oor alle prosesse van Oudtshoorn					
• Terugvoeringalle projekte van Oudtshoorn					

31) In die nuwe 2007 GOP aandag moet gegee word:	Geen aandag nodig	Moet minder aandag geniet	Aandag is genoegsaam	Moet meer aandag geniet	Top prioriteit
• Konsultasie met wykslede					
• Kantoor vir wykskomitee					
• Aanstellings van meer gemeenskaps ontwikkeling werkers					
• Samenwerking deur verskillende staats departemente					
• Informasie oor status van projekte					
• Deelname deur CBO's en NGO's in die GOP beplannings proses					

32) Hoe belangrik is die volgende aspekte gedurende wyksvergaderings?	Nie ten volle belangrik	Nie belangrik	Neutraal	Belangrik	Baie belangrik
Behuising					
Kuns & kultuur					
Sport					
Begroting					
Gesondheid					
Opvoeding					
HIV/AIDS					
Veiligheid en sekuriteit					
GOP samestelling					
Publieke deelname					
Jeug					
Sosiale ontwikkeling					
Basiese behoeftes					
Infrastruktuur					
Werk//werkloosheid					
Armoede					

33) What is/ are the most vulnerable group(s) in your ward? / *Wie is die mees kwesbare groep in u wyk?*

....
....
....
....
....

34) Is/ are the(se) group(s) represented in ward meetings? / *Word hierdie groepe verteenwoordig in wyksvergaderings?*

....
....
....
....
....

35) What are the main reasons not to participate in the ward meetings for both the 'under represented groups' and 'not represented groups' you indicated in question 24? / *Wat is die rede vir die groepe soos genoem in vraag 24 as "onder verteenwoordig" en "nie verteenwoordig" se nie deelneem in die wyksvergaderings proses nie?*

....
....
....
....

36) Do these groups use other possibilities to participate? / *Gebruik hierdie groepe ander moontlikhede om deel te neem?*

....
....
....
....
....

37) What is the main obstacle for optimal participation and decision-making? / *Wat is die grootste blokkasie wat optimale deelname in publieke deelname veroorsaak?*

....
....
....
....
....
....
....

38) What Non Governmental Organizations (NGO's) or Community based Organization (CBO's) are you aware of operating in your ward? / *Watter nie regerings organisasies (NGO's) of gemeenskaps gebaseerde organisasies (CBO's) is u bewus van, bestaan binne u wyk?*

....
....
....
....
....

Thanks // Baie dankie

Appendix 2: Questionnaire Ward meetings

Number:

Date:

Public participation

Questionnaire

Publieke deelname

Vraelys

This Questionnaire is done by order of the municipality of Oudtshoorn and is done by the University of Utrecht. It intends to get information on who are participating within the municipality public participation structures and who are not.

Die Vraelys word gedoen in opdrag van die munisipaliteit van Oudtshoorn deur die Universiteit van Utrecht. Hierdie vraelys probeer om informasie te kry oor wie wel en wie nie deelneem in die publieke deelname strukture nie.

Oudtshoorn Municipality

Utrecht University



iversiteit Utrecht

I would like to thank you in advance for your cooperation/ *Baie dankie vir u samewerking*

1) In which ward do you live? / *In watter wyk woon u?* --

2) What is your age? / *Wat is u ouderdom?* --

3) What is your gender? / *Wat is u geslag?*

- 1 Male / *manlik*
- 2 Female / *vroulik*

4) To which population group do you belong? / *Tot watter populasiegroep behoort u?*

- 1 Black / *Swart*
- 2 Coloured / *Kleurling*
- 3 Asian / *Indiër*
- 4 White / *Wit*
- 5 Other / *Ander*

5) What is your home language? / *Wat is u huistaal?*

- | | | | |
|---------------|----------------|--------------|------------------------|
| ■ 1 Afrikaans | ■ 4 Isizulu | ■ 7 Sesotho | ■ 10 Tshivenda |
| ■ 2 IsiXhosa | ■ 5 IsiNbebele | ■ 8 Setswana | ■ 11 Xithonga |
| ■ 3 English | ■ 6 Sepedi | ■ 9 Siswati | ■ 12 Other/ ander..... |

6) In which area do you live? / *In watter gebied woon u?*

- 1 In the neighborhood calledin Oudtshoorn town. /
In die woonbuurt in Oudtshoorn.
- 2 On a farm. / *Op die plaas*
- 3 In a rural area. / *In die landlike area*
- 4 In a village/town named.....in the greater Oudtshoorn area. /
In die dorp genaamd..... Binne die grootte Oudtshoorn area.

7) What is your employment status? / *Wat is u werkstatus?*

- 1 Paid employee/ *Betaalde werknemer*
- 2 Self –employed/ *Self indiens geneem*
- 3 Employer/ *Werkgewer*
- 4 Unemployed/ *Werkloos*
- 5 Pensioner

8) What is the highest educational level you successfully completed? / *Wat is u hoogste vlak van opleiding voltooi?*

- 1 No schooling / *geen skoolopleiding*
- 2 Grade 0
- 3 Grade1-7
- 4 Grade 8/ St 6/ form 1
- 5 Grade 9/ St 7/ form 2
- 6 Grade 10/ St 8/ form 3/ NTCI
- 7 Grade 11/ St 9/ form 4/ NTCII
- 8 Grade 12/ St 10/ form 5/ Matric/ NTCIII
- 9 Certificate without matric / *Sertifikaat sonder matriek*
- 10 Diploma with less than grade 12 / *Diploma met laer as gr 12*
- 11 Certificate with matric / *Sertifikaat met matriek*
- 12 Diploma with matric / *Diploma met matriek*
- 13 Technikon degree / *Technikongraad*
- 14 University degree / *Universtietsgraad*

- 15 Adult education/literary classes // *Volwassen onderrig/ Geletterdheids-klasse*
- 16 Other/ *Ander*

9) What is your average monthly household income? / *Wat is u gemiddelde maandelikse inkomste?*

- 1 No income/ *geen inkomste*
- 2 R1-R400
- 3 R401-R800
- 4 R801-R1600
- 5 R1601-R3200
- 6 R3201-R6400
- 7 R6401-R12800
- 8 R12801-R25600
- 9 R25600 and more/ *en meer*

10) How did you hear from this meeting/ imbizo? / Hoe het u van die vergadering gehoor?

- | | |
|--|--|
| <input type="checkbox"/> 1 Pamflet / | Pamflet |
| <input type="checkbox"/> 2 sound wave on car/ | Luidspreker op motor |
| <input type="checkbox"/> 3 Newspaper/ | Plaaslike koerante |
| <input type="checkbox"/> 4 Flyer / | Strooibiljet |
| <input type="checkbox"/> 5 Other media, radio, television, internet/ | Ander kommunikasie middele,radio, tv, internet |
| <input type="checkbox"/> 6 Via work, or voluntary work / | Werk of vrywillige werk |
| <input type="checkbox"/> 7 Via family friends / | Vriende, familie |
| <input type="checkbox"/> 8 Invitation / | Per uitnodiging |
| <input type="checkbox"/> 9 Other..... | Ander..... |

11) How many of these ' public participation' meetings have you visited in the last year (last 12 months)? / Hoeveel van die ' publieke deelname vergaderings het u in die laatste jaar (12 maande) bygewoon?

- 0
- 1-3
- 4-6
- 6-9
- 10-12
- More than twelve/ meer as 12

12) Which public participation methods(s) of the municipality did you attend? Watter publieke deelname metode van die munisipaliteit het u bygewoon?

- | | |
|--|-----------------------------|
| <input type="checkbox"/> 1 Ward meetings / | Wwyksvergaderings |
| <input type="checkbox"/> 2 Councillor meetings / | Raadslede vergaderings |
| <input type="checkbox"/> 3 Budget meetings / | Begroting vergaderings |
| <input type="checkbox"/> 4 IDP forum / | GOP forum |
| <input type="checkbox"/> 5 IMBIZO's / | IMBIZO's |
| <input type="checkbox"/> 6 Community forums / | Gemeenskapsforums |
| <input type="checkbox"/> 7 Ohanet/ HIV/ aids forum / | Ohanet/ HIV/VIGS forum |
| <input type="checkbox"/> 8 Other forums namely..... | Andere forums naamlik |
| <input type="checkbox"/> 9 Other / | Andere |

13) Why do you attend this meeting? (Pick only the answer that represent your answer the best)/ Hoekom woon u die vergadering by? (Kies alleenlik die antwoord wat jou sienswyse pas)

- 1 General interest / Algemene belangstelling
- 2 I am interested in all topics that influence my community / Ek stel belang in onderwerpe wat die gemeenskap beïnvloed
- 3 Work, or voluntary work / Werk ,of vrywillige werk
- 4 I am a member of a special interest group /Ek is n lid van n belange groep
- 5 I am a ward member / Ek is wykskomiteelid
- 6 I want to add something that might be of value or is not addressed / Ek wil waarde bydra of aanspreek wat nie aangespreek is nie
- 7 I would like to check if adequate action is taken by the municipality/ Wil graag sien dat munisipalitei genoegsaam aksie neem.
- 8 It is my chance to address my needs to the municipality/ Gebruik die geleentheid om my probleem met munisipaliteit te adresseer.
- 9 It is my chance to address the needs of my families to the municipality/Gebruik die geleentheid om my familie se probleme met die munisipaliteit te bespreek.
- 10 It is my chance to address the needs of my community to the municipality/Dit is my geleentheid om my gemeenskap se probleme met die munisipaliteit te bespreek.
- 11 Other.../Andere.....

14) What did you expect to get out of these meetings? (Pick only the answer that represent your answer the best) / Wat verwag u van die vergaderings?(Kies alleenlik die antwoord wat jou sienswyse pas)

- 1 Information on topic such as current status, challenges and problems areas / Inligting oor onderwerp soos huidige status, uitdagings en probleem gebiede
- 2 Information on plans from municipality and state departments / Inligting oor planne van die munisipaliteit en staatsdepartemente
- 3 Insight in municipal/ state departments action undertaken in the last year / Insette gelewer by die munisipaliteit / staatsdepartemente ten opsigte van aksies onderneem die laaste jaar.
- 4 To give personal input to municipality or state departments plans / Gee insette tot die munisipale en staatsdepartemente planne.
- 5 To give general input to municipality or state departments plans. / Gee algemene insette tot munisipaliteit en staatsdepartemente se planne.
- 6 To give special-interest-group input to municipality or state departments plans. / Gee spesiale belangegroep insette tot die munisipaliteit en staatsdepartemente se planne.
- 7 To give the municipality insight in the needs of the people. / Gee die munisipaliteit insigte in behoeftes van die mense
- 8 Other.... / Andere.....

15) What are the main reasons for you to participate in / or not to participate in public participation methods. Wat is die rede vir u deelneem / nie deelneem in die wyksvergaderings?

....
....
....
....
....

16) What is the main obstacle for optimal participation? / Wat is die grootste blokkasie wat optimale deelname in publieke deelname veroorsaak?

Thanks // Baie dankie

Appendix 3: Questionnaire ‘people on the street’

Number:

Date:

Questionnaire

Public participation

Vraelys

Publieke deelname

This Questionnaire is done by order of the municipality of Oudtshoorn and is done by the University of Utrecht. It intends to get information on who are participating within the municipality public participation structures and who are not.

Die Vraelys word gedoen in opdrag van die munisipaliteit van Oudtshoorn deur die Universiteit van Utrecht. Hierdie vraelys probeer om informasie te kry oor wie wel en wie nie deelneem in die publieke deelname strukture nie.

Oudtshoorn Municipality



Utrecht University



I would like to thank you in advance for your cooperation/ *Baie dankie vir u samewerking*

1) In which ward do you live? / *In watter wyk woon u?* --

2) What is your age? / *Wat is u ouderdom?* --

3) What is your gender? / *Wat is u geslag?*

- 1 Male / *manlik*
- 2 Female / *vroulik*

4) To which population group do you belong? / *Tot watter populasiegroep behoort u?*

- 1 Black / *Swart*
- 2 Coloured / *Kleurling*
- 3 Asian / *Indiër*
- 4 White / *Wit*
- 5 Other / *Ander*

5) What is your home language? / Wat is u huistaal?

- 1 Afrikaans
- 2 IsiXhosa
- 3 English
- 4 Isizulu
- 5 IsiNbebele
- 6 Sepedi
- 7 Sesotho
- 8 Setswana
- 9 Siswati
- 10 Tshivenda
- 11 Xithonga
- 12 Other/ ander.....

6) In which area do you live? / In watter gebied woon u?

- 1 In the neighborhood calledin Oudtshoorn town. /
In die woonbuurt in Oudtshoorn.
- 2 On a farm. / *Op die plaas*
- 3 In a rural area. / *In die landlike area*
- 4 In a village/town named.....in the greater Oudtshoorn area. /
In die dorp genaamd..... Binne die grootte Oudtshoorn area.

7) What is your employment status? / Wat is u werkstatus?

- 1 Paid employee/ *Betaalde werknemer*
- 2 Self –employed/ *Self indiens geneem*
- 3 Employer/ *Werkgewer*
- 4 Unemployed/ *Werkloos*
- 5 Pensioner

8) Do you ever attend (public participation) meetings where you can get information from or give information to the municipality? Het u ooit 'n publieke (publieke deelname)vergadering bygewoon waar u informasie kon gee of kry van die munisipaliteit

- 1 Yes / Ja
- 2 No / Nee continue with question 13 / *Gaan verder met vraag 13*

9) How many of these ' public participation' meetings have you visited in the last year (last 12 months)? / Hoeveel van die ' publieke deelname vergaderings het u in die laatste jaar (12 maande) bygewoon?

- 0
- 1-3
- 4-6
- 6-9
- 10-12
- More than twelve/ meer as 12

10) Which public participation methods(s) of the municipality did you attend? Watter publieke deelname metode van die munisipaliteit het u bygewoon?

- 1 Ward meetings / *Wwyksvergaderings*
- 2 Councillor meetings / *Raadslede vergaderings*
- 3 Budget meetings / *Begroting vergaderings*
- 4 IDP forum / *GOP forum*
- 5 IMBIZO's / *IMBIZO's*

- 6 Community forums / *Gemeenskapsforums*
- 7 Ohanet/ HIV/ aids forum / *Ohanet/ HIV/VIGS forum*
- 8 Other forums namely.....*Andere forums naamlik*
- 9 Other / *Andere*

**11) Why do you attend these meetings? (Pick only the answer that represent your answer the best)/
*Hoekom woon u die vergaderings by? (Kies alleenlik die antwoord wat jou sienswyse pas)***

- 1 General interest / *Algemene belangstelling*
- 2 I am interested in all topics that influence my community / *Ek stel belang in onderwerpe wat die gemeenskap beïnvloed*
- 3 Work, or voluntary work / *Werk ,of vrywillige werk*
- 4 I am a member of a special interest group /*Ek is n lid van n belange groep*
- 5 I am a ward member / *Ek is wykskommiteelid*
- 6 I want to add something that might be of value or is not addressed / *Ek wil waarde bydra of aanspreek wat nie aangespreek is nie*
- 7 I would like to check if adequate action is taken by the municipality/ *Wil graag sien dat munisipaliteit genoegsaam aksie neem.*
- 8 It is my chance to address my needs to the municipality/ *Gebruik die geleentheid om my probleem met munisipaliteit te adresseer.*
- 9 It is my chance to address the needs of my families to the municipality/*Gebruik die geleentheid om my familie se probleme met die munisipaliteit te bespreek.*
- 10 It is my chance to address the needs of my community to the municipality/*Dit is my geleentheid om my gemeenskap se probleme met die munisipaliteit te bespreek.*
- 11 Other.../*Andere.....*

12) What did you expect to get out of these meetings? (Pick only the answer that represent your answer the best) / *Wat verwag u van die vergaderings?(Kies alleenlik die antwoord wat jou sienswyse pas)*

- 1 Information on topic such as current status, challenges and problems areas / *Inligting oor onderwerp soos huidige status, uitdagings en probleem gebiede*
- 2 Information on plans from municipality and state departments / *Inligting oor planne van die munisipaliteit en staatsdepartemente*
- 3 Insight in municipal/ state departments action undertaken in the last year / *Insette gelewer by die munisipaliteit / staatsdepartemente ten opsigte van aksies onderneem die laaste jaar.*
- 4 To give personal input to municipality or state departments plans / *Gee insette tot die munisipale en staatsdepartemente planne.*
- 5 To give general input to municipality or state departments plans. / *Gee algemene insette tot munisipaliteit en staatsdepartemente se planne.*
- 6 To give special-interest-group input to municipality or state departments plans. / *Gee spesiale belangegroep insette tot die munisipaliteit en staatsdepartemente se planne.*
- 7 To give the municipality insight in the needs of the people. / *Gee die munisipaliteit insigte in behoeftes van die mense*
- 8 Other.... / *Andere.....*

13) What kind of methods have you used to give information to the municipality about the problems and challenges faced by you and you're community? (Multiple answers possible) / *Watter tiepe metode het u gebruik om informasie te gee aan die munisipaliteit oor probleme en uitdagings wat deur u en u gemeenskap ervaar word? (Verskeie antwoorde moontlik)*

- 1 Ward meetings / *wyksvergaderings*
- 2 Imbizo's and budget and IDP meeting/ *imbizo's en begroting en GOP vergaderings*
- 3 Letter/ phone call or visit to municipal official or councillor/ *Deur brief, oproep of besoek aan amptenaar of raadslid*

- 4 Through your political party/ *deur sy/haar politieke party*
- 5 Through attending special interest groups or forums on special topics/ *deur by belange groepe vergaderings of vergaderings van spesiale onderwerpe te wees*
- 6 Community forums / *Gemeenskapsforums*
- 7 Through newspapers or other media/ *Deur kourant berigte of ander media*
- 8 Being member of a forum / *lid van forum*
- 9 Attending portfolio committee meetings/ *deur by portefeulje vergaderings te wees*
- 10 Other / *Ander*
- 11 none / *geen*

14) What are the main reasons for you to participate in / or not to participate in public participation methods. *Wat is die rede vir u deelneem / nie deelneem in die wyksvergaderings?*

....

15) What is the main obstacle for optimal participation? / *Wat is die grootste blokkasie wat optimale deelname in publieke deelname veroorsaak?*

....

Thanks // *Baie dankie*

Appendix 4: Questionnaire Imbizo

Number:

Date:

Questionnaire

Public participation

Dear all,

This questionnaire is part of my research at Oudtshoorn municipality. I am Tim Haas and I'm finalizing the study: International Development Studies at the faculty of Geosciences at University of Utrecht, the Netherlands. My master thesis will be on the role public participation plays in improving local government. The research I do for the municipality is to identify public participation structures and how they feed in to their decision-making structure. This also entails why some are involved and others excluded from these processes. The outcomes of my research will feed into the IDP formation process contributing valuable information on the challenges, strengths and weaknesses in the process of public participation.

The objective of this questionnaire is to find out in how public participating processes are currently functioning within the municipality of Oudtshoorn.

The aim of this questionnaire is threefold. First, it tries to find out who are and who are not participating through the public participation structure. Second, it is to find out how public participation actually influences decision-making. Thirdly it tries to identify strengths and weaknesses in the current structure.

This questionnaire is to be filled in anonymously. The questionnaire is confidential and only to be used for the purposes as described above. The data is to be used discreetly only by students and university personnel from the University Utrecht. The outcomes and findings will be presented to the IDP-manager of the municipality of Oudtshoorn. He will use these outcomes to improve Public Participation-methods planned for the new IDP of 2007-2011.

The questionnaire consists of 17 questions. These questions are to be answered individually and preferably in English or Afrikaans. The socio-economic questions are asked in the same way as in the ward profile survey to optimize the comparison between the two surveys.

If you need assistance or have any question about this questionnaire or the research feel free to contact me. You can hand the completed questionnaires after the meeting to me.

I would like to thank you in advance for your cooperation

Tim Haas
Oudtshoorn Municipality head office building .
044-2033045

Nommer:

Datum:

Vraelys

Publieke deelname

Geagte,

Hierdie vraelys is deel van my navorsing by Oudtshoorn munisipaliteit. Ek is Tim Haas wie sy studie finaliseer in: Internasionale Ontwikkeling studies by die fakulteit geo-wetenskappe Universiteit Utrecht in Nederland. My meesters tesis handel oor die rol wat publieke deelname speel in die verbetering van plaaslike regering. My navorsing vir die munisipaliteit handel oor die identifisering van publieke deelname strukture en hoe hierdie strukture impakteer op besluitneming. Die uitkomst van hierdie navorsing sal die GOP inlig oor die belangrike bydrae van waardevolle inligting, van uitdagings, sterk punte, swak punte in die proses van publieke deelname.

Die oogmerk van hierdie vraelys is om vas te stel hoe publieke deelname huidiglik funksioneer binne die Oudtshoorn munisipaliteit.

Die doel van hierdie vraelys is drië-ledig. Eerste is die doel om uit te vind wie of wie nie deelneem in deelname deur die publieke deelname struktuur nie. Tweedens, is die doel om vas te stel hoe publieke deelname besluitneming beïnvloed. Derdens moet dit identifiseer sterk sowel as swakpunte van die huidige struktuur.

Die vraelys word anoniem ingevul. Die vraelys is vertroulik en sal slegs vir bogenoemde aangeleentheid aangewend word. Die data sal diskreet aangewend word deur die student en personeel van die Universiteit van Utrecht. Uitkomst en bevindinge sal voorgelê word aan die GOP Bestuurder of die Oudtshoorn Munisipaliteit. Hy sal die uitkomst gebruik om gemeenskapsdeelname metodes vir die nuwe GOP 2007-2011 te bevorder.

Die vraelys bestaan uit 17 vrae. Hierdie vraelys moet individueel verkieslik in Engels of Afrikaans voltooi word. Die sosio-ekonomiese vrae word gestel soos in die wyksprofiel opname ten einde die data te vergelyk tussen die onderskeie opnames.

Indien u ondersteuning of enige vrae oor die vraelys het, kontak my asseblief. Handig asseblief voltooi die vraelys in by my .

Ek wil u byvoorbaat bedank vir u deelname

Tim Haas
Oudtshoorn Munisipaliteit-Hoofgebou.
044-2033045

1) In which ward do you live? / *In watter wyk woon u?* __

2) What is your age? / *Wat is u ouderdom?* __

3) What is your gender? / *Wat is u geslag?*

- Male / *manlik*
- Female / *vroulik*

4) To which population group do you belong? / *Tot watter populasiegroep behoort u?*

- Black / *Swart*
- Coloured / *Kleurling*
- Asian / *Indiër*
- White / *Wit*
- Other / *Ander*

5) What is your home language? / *Wat is u huistaal?*

- Afrikaans
- IsiXhosa
- English
- Isizulu
- IsiNbebele
- Sepedi
- Sesotho
- Setswana
- Siswati
- Tshivenda
- Xithonga
- Other/ ander.....

6) In which area do you live? / *In watter gebied woon u?*

- In the neighborhood calledin Oudtshoorn town. /
In die woonbuurt in Oudtshoorn.
- On a farm. / *Op die plaas*
- In a rural area. / *In die landlike area*
- In a village/town named.....in the greater Oudtshoorn area. /
In die dorp genaamd..... Binne die grootte Oudtshoorn area.

7) What is your employment status? / *Wat is u werkstatus?*

- Paid employee/ *Betaalde werknemer*
- Self –employed/ *Self indiens geneem*
- Employer/ *Werkgewer*
- Unemployed/ *Werkloos*
- Pensioner

8) How did you hear from this meeting/ imbizo? / *Hoe het u van die vergadering gehoor?*

- Pamphlet / *pamflet*
- sound wave on car/ *luidspreker op motor*
- Newspaper/ *plaaslike koerante*
- Flyer / *strooibiljet*
- Other media, radio, television, internet/ *ander kommunikasie middele,radio, tv, internet*
- Via work, or voluntary work /*werk of vrywillige werk*
- Via family friends / *vriende, familie*
- Invitation / *per uitnodiging*
- Other.....*andere*

**9) Why do you attend this meeting? (pick only the answer that represent your answer the best)/
Hoekom woon u die vergadering by? (kies alleenlik die antwoord wat jou sienswyse pas)**

- General interest / algemene belangstelling
- Special interest in topic / spesiale belangstelling in die onderwerp
- I have engaged problems related to this topic / het probleme gehad met die onderwerp
- I am interested in all topics that influence my community /ek stel belang in onderwerpe wat die gemeenskap beïnvloed
- Work, or voluntary work / werk ,or vrywillige werk
- I am a member of a special interest group /ek is n lid van 'n belange groep
- I am a ward member / ek is wyksraadslid
- I want to add something that might be of value or is not addressed /ek wil waarde bydra of aanspreek wat nie aangespreek is nie
- I would like to check if adequate action is taken / wil graag sien dat aksie geneem is
- Other..... /andere

10) What do you expect to get out of this meeting? (pick only the answer that represent your answer the best) / Wat verwag u van die vergadering?(kies alleenlik die antwoord wat jou sienswyse pas)

- Information on topic such as current status, challenges and problems areas / Inligting oor onderwerp soos huidige status, uitdagings en problem gebiede
- Information on plans from municipality / Inligting of planne van die munisipaliteit
- Information on plans from state departments / Inligting of planne van die staatsdepartemente
- Insight in municipal/ state departments action undertaken in the last year / Insette gelewer by die munisipaliteit/staatsdepartemente van die aksie onderneem die laaste jaar.
- To give personal input to municipality or state departments plans / Gee insette tot die munisipale en staatsdepartemente planne.
- To give general input to municipality or state departments plans. / Gee algemene insette tot munisipaliteit en staatsdepartemente se planne.
- To give special-interest-group input to municipality or state departments plans. / Gee spesiale belangegroep insette tot die munisipaliteit en staatsdepartemente se planne.
- to give general input to municipality or state departments plans. / Gee algemene insette tot munisipaliteit of staatsdepartemente planne.
- other. / andere

11) Do you also come to other public participation mechanisms of the municipality? Woon u ook ander publieke deelnemingsprosesse v/d munisipaliteit by?

- Ward meetings/ wijkvergaderings
- Ohanet/ HIV/ aids forum / Ohanet/ VIGS meeting
- Budget meetings / begroting vergaderings
- IDP forum / GOP forum
- Other forums namely.....Andere forums
- Other IMBIZO's / andere IMBIZO's
- Community forums / Gemeenskapsforums
- School-, sport-,boards meeting / skool sport vergadering
- Councillor meetings / raadslede vergaderings
- other / andere
- No / nee

12) How many public participation meetings have you visited in the last year (last 12 months)? / Hoeveel publieke deelnemings vergaderings het u in die laatste jaar (12 maande) bygewoon?

- none/ 0
- 1-3
- 4-6
- 6-9
- 10-12
- More than twelve/ meer as 12

13) What kind of methods have you used to give information to the municipality about the problems and challenges faced by you and you're community? (Multiple answers possible) Watter tiepe metode het u gebruik om informasie te gê aan die municipaliteit oor probleme en uitdagings die u en u gemeenskap ervaar het? (Verskeie antwoorde moontlik)

- Ward meetings / wyksvergaderings
- Imbizo's and budget and IDP meeting/ imbizo's en begroting en GOP vergaderings
- Letter/ phone call or visit to municipal official or councillor/ Deur brief, oproep of besoek aan amptenaar of raadslid
- Through your political party/ deur sy/haar politieke party
- Through attending special interest groups or forums on special topics
- Community forums / Gemeenskapsforums
- Through newspapers or other media/ Deur kourant berigte of ander media
- Being member of a forum/ lid van forum /
- Attending portfolio committee meetings/
- Other / Ander

14) Can you give scores from 1-10 to the mechanisms needed to get the peoples needs into the IDP? (1 being not needed at all, to 10 being absolutely nessecary)

Kan u punte toeken van 1-10 vir meganismes benodig om mense se behoeftes aan te spreek binne die GOP? (1 verwys na nie benodig tot 10 as dringend benodig)

- | | |
|---|-----|
| • Ward meetings / Wyksvergaderings | --- |
| • Comunity development workers/ Gemeenskaps ontwikkelings werkers | --- |
| • IDP forum / GOP forum | --- |
| • Special interest forums/ Spesiale fokus forums | --- |
| • Community forums / Gemeenskapsforums | --- |
| • Customer care desk/ klientediens buro | --- |
| • IDP ward based planing workshop/ GOP Wyksgebaseerde werkswinkel | --- |
| • IDP priority workshops / GOP geprioritiseerde werkswinkel | --- |
| • Newspaper adds imput / Koerant advertensies vir insette | --- |
| • NGO's, CBO's | --- |
| • Budget meetings / Begrotingsvergaderings | --- |
| • Imbizo's | --- |

15) What are the main reasons for you to participate in / or not to participate in the ward meetings. Wat is die rede vir u dat u deelneem / nie deelneem in die wyksvergaderings proses nie?

....

16) What is the main obstacle for optimal participation? / Wat is die grootste blokkasie wat optimale deelname in publieke deelname veroorsaak?

....

17) In the new 2007 IDP attention should be given to: In die nuwe 2007 GOP aandag moet gegee word:		No attention is needed / Geen aandag nodig	Should be given less attention / Moet minder aandag geniet	Attention is adequate as it is / Aandag is genoegsaam	Should be given more / Moet meer aandag geniet	High priority / Top prioriteit
• Performance management						
• Housing	Behuising					
• Arts and Culture	Kuns & kultuur					
• Sports	Sport					
• Budget	Begroting					
• Health	Gesondheid					
• Education	Opvoeding					
• HIV/AIDS	HIV/AIDS					
• Safety and Security	Veiligheid en sekuriteit					
• IDP formation	GOP samestelling					
• Public participation	Publieke deelname					
• Youth	Jeug					
• Social welfare	Sosiale ontwikkeling					
• Basic needs	Basiese behoeftes					
• Infrastructure	Infrastruktuur					
• Employment / unemployment	Werk//werkloosheid					
• Poverty	Armoede					

Thanks // Baie dankie

1) In which ward do you live? / *Van watter wyk is u lid?* __

2) What is your age? / *Wat is u ouderdom?* __

3) What is your gender? / *Wat is u geslag?*

- Male / *manlik*
- Female / *vroulik*

4) To which population group do you belong? / *Tot watter populasiegroep behoort u?*

- Black / *Swart*
- Coloured / *Kleurling*
- Asian / *Indiër*
- White / *Wit*
- Other / *Ander*

5) What is your home language? / *Wat is u huistaal?*

- Afrikaans
- IsiXhosa
- English
- Isizulu
- IsiNbebele
- Sepedi
- Sesotho
- Setswana
- Siswati
- Tshivenda
- Xithonga
- Other/ ander.....

6) In which area do you live? / *In watter gebied woon u?*

- In the neighborhood calledin Oudtshoorn town. /
In die woonbuurt in Oudtshoorn.
- On a farm. / *Op die plaas*
- In a rural area. / *In die landlike area*
- In a village/town named.....in the greater Oudtshoorn area. /
In die dorp genaamd..... Binne die grootte Oudtshoorn area.

7) How long have you lived in this area/community?/ *Hoe lank bly jy in HIERDIE gebied/ gemeenskap?*

- Born in this area / *in Hierdie gebied gebore*
- Since before 1990 / *Van voor 1990 af*
- 1990-1995
- 1996-2000
- 2000-2005
- 2006- this year/ *2006- hierdie jaar*

8) What is the highest educational level you successfully completed? / Wat is u hoogste vlak van opleiding voltooi?

- No schooling / *geen skoolopleiding*
- Grade 0
- Grade1-7
- Grade 8/ St 6/ form 1
- Grade 9/ St 7/ form 2
- Grade 10/ St 8/ form 3/ NTCI
- Grade 11/ St 9/ form 4/ NTCII
- Grade 12/ St 10/ form 5/ Matric/ NTCIII
- Certificate without matric / *Sertifikaat sonder matriek*
- Diploma with less than grade 12 / *Diploma met laer as gr 12*
- Certificate with matric / *Sertifikaat met matriek*
- Diploma with matric / *Diploma met matriek*
- Technikon degree / *Technikongraad*
- University degree / *Universtietsgraad*
- Adult education/literary classes // *Volwassen onderrig/ Geletterdheids-klasse*
- Other/ *Ander*

10) What is your employment status? / Wat is u werkstatus?

- Paid employee/ *Betaalde werknemer*
- Self –employed/ *Self indiens geneem*
- Employer/ *Werkgewer*
- Unemployed/ *Werkloos*
- Pensioner

11) What is your average monthly household income? / Wat is u gemiddelde maandelikse inkomste?

- No income/ *geen inkomste*
- R1-R400
- R401-R800
- R801-R1600
- R1601-R3200
- R3201-R6400
- R6401-R12800
- R12801-R25600
- R25600 and more/ *en meer*

12) How did you hear from this meeting/ imbizo?

- Pamphlet hanging.....(where)
- sound wave on car
- Newspaper
- Flyer. Received where?.....
- Other media, radio, television, internet
- Via work, or voluntary work
- Via family friends
- Invitation. I am Representing.....
- Other.....

13) Why do you attend this meeting? (pick only the answer that represent your answer the best)

- General interest
- Special interest in topic
- I have engaged problems related to this topic
- I am interested in all topics that influence my community
- Work, or voluntary work
- I am a member of a special interest group
- I am a ward member
- I want to add something that might be of value or is not addressed
- I would like to check if adequate action is taken
- Other.....

14) What do you expect to get out of this meeting? (pick only the answer that represent your answer the best)

- Information on topic such as current status, challenges and problems areas
- Information on plans from municipality
- Information on plans from state departments
- Insight in municipal/ state departments action undertaken in the last year
- To give personal input to municipality or state departments plans
- To give general input to municipality or state departments plans
- To give special-interest-group input to municipality or state departments plans
- to give general input to municipality or state departments plans
- other.

15) Do you also come to other public participation mechanisms of the municipality?

- Ward meetings
- Ohanet/ HIV/ aids forum
- Budget meetings
- IDP/ meetings
- other forums namely.....
- Other IMBIZO's
- Community forums
- School-, sport,- other forums ,boards meeting
- Councillor meetings
- No

16) How many public participation meetings have you visited in the last year (last 12 months)?

- none
- 1-3
- 4-6
- 6-9
- 10-12
- More than twelve

17) What kind of methods have you used to give information to the municipality about the problems and challenges you and you're community face? (Multiple answers possible) Watter tiepe metode het u gebruik om informasie? (Verskeie antwoorde moontlik)

- ▣ Ward meetings / wyksvergaderings
- ▣ Imbizo's and budget and IDP meeting
- ▣ Letter to municipal official or councillor
- ▣ Through your political party
- ▣ Through attending special interest groups or forums on special topics
- ▣ Community forums
- ▣ Through newspapers or other media
- ▣ Being member of a forum
- ▣ Attending portfolio committee meetings
- ▣ Other / Ander

18) Is the ward structure, as it is functioning now, a good tool for public participation within the municipality? Is die wykstruktuur soos dit nou funksioneer effektief om publieke deelname te bevorder binne die munisipaliteit?

- ▣ Yes / Ja
- ▣ No it is not at the moment, but the ward system could function well. / Nee nie op die oomblik, maar dit kan wel.
- ▣ No / Nee

19) Can you give scores from 1-10 to the methods used by people in your ward to address issues to the municipality? (1 being not used at all, to 10 being most commonly used method)

Kan u 'n punte toekening maak vanaf 1-10 vir die metode wat mense in u wyk gebruik om aspekte in die munisipaliteit aan te spreek?(1 verwys na geensinsgebruik, tot 10 verwys algemene gebruik)

- Ward meetings / wyksvergaderings --
- At a house visit or door to door visit by ward members --

Huisbesoeke of Deur tot Deur besoek van wykslid

- At a sectoral forum (Aids forum, sports forum, budget forum, ect) --
By sectorale forums (Vigs forum, sport forum begroting forum ect.)
- Through phone calls or letters to ward members --

Deur telefoon oproepe of briewe na wykskomiteelede

- Through a visit to a ward member --

Deur besoek aan wykskomiteelid

- Direct letter, phone call or visit to official in the municipality --

Deur brief, oproep of besoek aan amptenaar

- Direct letter, phone call or visit to their ward councillor --

Deur brief, oproep of besoek aan wyksraadslid

- Direct letter, phone call or visit to the responsible councillor --

Deur brief, oproep of besoek aan verantwoordeyke Raadslid

- Direct letter, phone call or visit to a councillor of their own political party --
Deur brief, oproep of besoek aan raadslid of sy/haar politieke party.
- Through the newspaper --

Deur kourant berigte

- Through the community forum / Deur gemeenskapforum --
- Other/ Anders..... --

20) Can you give scores from 1-10 to the mechanisms needed to get the peoples needs into the IDP? (1 being not needed at all, to 10 being absolutely nessecary)

Kan u punte toeken van 1-10 vir meganismes benodig om mense se behoeftes aan te spreek binne die GOP? (1 verwys na nie benodig tot 10 as dringend benodig)

- Ward meetings / Wyksvergaderings --
- Comunity development workers/ Gemeenskaps ontwikkelings werkers --
- IDP forum / GOP forum --
- Special interest forums/ Spesiale fokus forums --
- Community forums / Gemeenskapsforums --
- Customer care desk/ klientediens buro --
- IDP ward based planing workshop/ GOP Wyksgebaseerde werkswinkel --
- IDP priority workshops / GOP geprioritiseerde werkswinkel --
- Newspaper adds imput Koerant advertensies vir insette --
- NGO's, CBO's --
- Budget meetings / Begrotingsvergaderings --
- Imbizo's --

Aandag! Die vrae wat volg (21-24) is vertaal in Afrikaans en Engels. Gelieve slegs die vorm in te vul in die keuse van u taal.

Attention! The following questions (21-24) are translated in Afrikaans and in English. Please fill in the questions in the language of your choice.

21) During public participation meetings:	Strongly disagree	I disagree	Neutral	I Agree	Strongly agree
• Accurate and meaningful information is given.					
• All participants have enough time to contribute to the process.					
• The view of the participants are always taken into account					
• No steering or manipulation occurs					
• All interest groups can contribute to the process					
• All persons from outside the ward can contribute to the process					
• All persons from inside the ward can contribute to the process					
• Decisions are made					

21) Gedurende publieke deelname vergaderings:	Stem nie saam ten volle	Stem nie saam	Neutraal	Stem saam	Stem saam ten volle
• Akurate en belangrike inligting word gegee					
• Alle deelnemer het genoegsaam tyd om by te drae tot die proses					
• Die voorstelle van deelnemers word altyd in aanmerking geneem					
• Geen manipulاسie word ervaar					
• Alle belangegroepe maak 'n bydrae tot die proses					
• Alle persone buite die wyk kan een bydrae maak					
• Alle persone binne die wyk kan een bydrae maak					
• Besluite word geneem					

22) The issues that remain unsolved are mostly due to:	Strongly disagree	I disagree	Neutral	I Agree	Strongly agree
• Lack of money					
• Over regulation and complicated processes					
• Party politics at local level					
• Party politics at national or provincial level					
• To less officials					
• Unskilled or unmotivated officials					
• Slow processes					
• Communication difficulties within the municipality					
• Lack of cooperation from provincial and national governments departments					
• Top down approach of the government					
• Corruption					
• Lack of trust in the ward members by the public					
• Lack of trust in the ward members by the councillors					
• Councillors who don't use the ward structure					

22) Aspekte wat nie opgelos word nie is as gevolg van:	Stem nie saam ten volle	Stem nie saam	Neutraal	Stem saam	Stem saam ten volle
• Tekort aan befondsing					
• Regulasies en gekompliseerde prosesse					
• Party politiek op plaaslike vlak					
• Party politiek op nasionale en provinsiale vlak					
• Tekort aan beampte					
• Tekort aan ondervinding en ongemotiveerde amptenare					
• Stadige prosesse					
• Kommunikasie moeilik binne munisipaliteit					
• Tekort aan samewerking van provinsiale en nasionale regerings					
• Van bo na onder aanslag deur regering					
• Korrupsie					
• Tekort aan vertroue in wykslede deur publiek					
• Tekort aan vertroue in wykslede deur raadslede					
• Raadslid wie nie wykstruktuur gebruik nie					

23) To what extent is the public participation process obstructed by?	Not at all	A little	Some	A lot	Totally
• Lack of understanding of the process by the people					
• Lack of understanding of the process inside the municipality					
• Lack of believe inside the municipality that the ward structure can work					
• Lack of experience by the ward members					
• Lack of experience by the officials					
• Lack of experience by the councillors					
• The process and procedures itself					
• Lack of funding					
• Unrealistic demands from the public					
• Politics					
• Other.....					

24) Tot watter mate word publieke deelname geblokkeer deur:	Geensins	Bietjie	Sommige	Baie	Totaal
• Mense verstaan nie die proses nie					
• Binne die munisipaliteit verstaan mense nie die proses nie					
• Binne die munisipaliteit glo mense nie die wyksstruktuur kan werk nie					
• Tekort aan ondervinding deur wykslede					
• Tekort aan ondervinding deur amptenare					
• Tekort aan ondervinding deur raadslede					
• Die proses en prosedure self					
• Tekort aan befondsing					
• Onrealistiese vereistes deur publiek					
• Politiek					
• ander.....					

24) In the new 2007 IDP attention should be given to:	No attention is needed	Should be given less attention	Attention is adequate as it is	Should be given more attention	High priority
• The consultation of ward members					
• A workspace/ office for the ward committees					
• Employment of more Community Develop Workers					
• Cooperation between the different government departments					
• Feedback and Information on the status of projects					
• The involvement of CBO's and NGO's in the IDP planning process					
• Performance management					
• Housing					
• Arts and Culture					
• Sports					
• Budget					
• Health					
• Education					
• HIV/AIDS					
• Safety and Security					
• IDP formation					
• Public participation					
• Youth					
• Social welfare					
• Basic needs					
• Infrastructure					
• Employment / unemployment					
• Poverty					

24) In die nuwe 2007 GOP aandag moet gegee word:	Geen aandag nodig	Moet minder aandag geniet	Aandag is genoegsaam	Moet meer aandag geniet	Top prioriteit
• Konsultasie met wykslede					
• Kantoor vir wykskomitee					
• Aanstellings van meer gemeenskaps ontwikkeling werkers					
• Samenwerking deur verskillende staats departemente					
• Informasie oor status van projekte					
• Deelname deur CBO's en NGO's in die GOP beplannings proses					
•					
• Behuising					
• Kuns & kultuur					
• Sport					
• Begroting					
• Gesondheid					
• Opvoeding					
• HIV/AIDS					
• Veiligheid en sekuriteit					
• GOP samestelling					
• Publieke deelname					
• Jeug					
• Sosiale ontwikkeling					
• Basiese behoeftes					
• Infrastruktuur					
• Werk//werkloosheid					
• Armoede					

25) What is/ are the most vulnerable group(s) in your ward? / *Wie is die mees kwesbare groep in u wyk?*

....
....
....
....
....
....
.

26) What are the main reasons for you to participate in / or not to participate in the ward meetings. *Wat is die rede vir u dat u te deelneem/ nie deelneem in die wyksvergaderings proses nie?*

....
....
....
....
....
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....
....
....
....

27) What is the main obstacle for optimal participation? / *Wat is die grootste blokkasie wat optimale deelname in publieke deelname veroorsaak?*

....
....
....
....
....
....
....
....

Thanks // *Baie dankie*

Appendix 5 Question for interviews with ward councillors

Aim: to get an overall picture on how a ward works. Who is participating? What is their role in the decision-making processes?

- 1) How long have you been a ward councillor of this ward?**
- 2) How is public participation issued through the ward system?**
- 3) Are these meetings useful for your work as a councillor?**
- 4) Do you have a budget for your ward activities?**
- 5) What is the goal of the ward systems (and your ward) and what is your role to achieve this?**
- 6) Do you also work together with the CDW and do you think they contribute to a more efficient way of participation?**
- 7) Has there been an IDP forum and were you invited?**
- 8) Which sectors\ issues are discussed most in the ward/ ward committee meetings?**
- 9) How does the internal communication within the municipality take place?**
- 10) How do you report to your ward (community) your actions and contribution to the planning process?**
- 11) Are you aware of other kind of community participation forums in Oudtshoorn?
Do you or your ward committee members take part in any?
Do you get to know where they talked about?**
- 12) Is there something you missed or want to add?**

Appendix 6: Interview questions officials

Interviews with Idp Managers/manager of Wards/performance manager

The objectives of the interviews:

- *to fully comprehend the participation mechanisms of the municipality and the wards,*
- *to find out which participatory methods are already used in the municipality through the wards,*
- *find out which people are responsible for planning and acting out participation within the municipality.*
- *To find out the process of participation.*
- *What the concerns and challenges are*
- *Who is participating and what the vulnerable groups are*

Questions:

What is your role within the Oudtshoorn municipality?

- 1. Which structures are present that simulate and regulate participation?**
- 2. What is the role and purpose of participation?**
- 3. How many participants are likely to be involved?**
- 4. Who are participating in these participation mechanisms and who are not?**
- 5. What does the process of public participation look like?**
- 6. How is the process evaluated?**
- 7. How are the results being implemented in the planning process?**
- 8. Are there control mechanisms in place to see if the process or proceedings are conducted properly?**
- 9. Do you know more people I should talk to and how can I organize a questionnaire for**
- 10. Did I miss out on something or do you have anything to add?**

Appendix 7: Oudtshoorn under administration

DIE HOORN

DORP ONDER ADMINISTRASIE

• MINISTER GRYP IN

Deur **Liesel le Roux**

DIE Oudtshoorn munisipaliteit is gister deur die Wes-Kaapse regering onder administrasie geplaas.

Die Wes-Kaapse premier, mnr Ebrahim Rasool, en die Wes-Kaapse minister van plaaslike regering en behuising, mnr Richard Dyantyi, het dié en ander drastiese stappe rondom die Oudtshoorn munisipaliteit gistermiddag tydens 'n perskonferensie in Kaapstad aangekondig.

Die stappe volg nadat Dyantyi verlede jaar 'n kommissie van ondersoek na bewerings van wanadministrasie in die Oudtshoorn munisipaliteit aangestel het. Hy het die verslag van die kommissie, wat bestaan het uit adv J Moses as voorsitter, mnr M Magida as lid en mnr D Grootboom as sekretaris, op 2 Maart ontvang.

Rasool het gister ook bekend gemaak dat Oudtshoorn se raadslede en die munisipale bestuurder, mnr Mervin May, van al hul magte gestroop word.

Die raad se magte word vanaf Maandag vir 'n periode van ses maande deur 'n administrateur oorgeneem wat onder die direkte beheer van die provinsiale uitvoerende bestuur sal funksioneer. Mnr Louis Scheepers is aangestel as die administrateur.

Die Oudtshoorn munisipale raad word nie ontbind nie, maar raadslede bly aan as gewone lede in raadgegewe hoedanigheid vir die administrateur.

Dyantyi sal Oudtshoorn Vrydag en Saterdag besoek. Hy vergader Vrydagmiddag met die Oudtshoorn-raad en spreek Saterdagoggend om 10:00 'n vergadering met inwoners van Oudtshoorn toe in die Nevadasaal in Bongoletu om terugvoer aan die gemeenskap te gee oor die besluite wat ten opsigte van Oudtshoorn geneem is.

Die bevindinge van die kommissie op grond waarvan die besluite oor Oudtshoorn geneem is, skilder 'n prentjie van 'n munisipaliteit in krisis met die Polisie wat by tye moes ingryp om amptenare in bestuursposises te beskerm sodat hulle kon voortgaan om hul dagtaak uit te voer. Van die kommissie, wat onder meer verlede jaar 'n aantal openbare verhore op Oudtshoorn gehou het, se belangrikste bevindings was:

- Prestasiebonusse wat aan werknemers uitbetaal is sonder geldige prestasie-ooreenkomste, was 'n oortreding van Artikel 57 van die munisipale stelselwet.
- Die stadsbeplanner van die Oudtshoorn munisipaliteit, mnr Jaco Eastes, se betrokkenheid by privaat-ontwikkelingsprojekte was direk verantwoordelikheid vir die gebrek aan tydige terugvoer deur hom op navrae en briewe van die publiek.
- Die betaling van 'n skeidingspakkiet aan die voormalige finansiële bestuurder van die munisipaliteit, mnr Henk Bezuidenhout, is deur May geïnisieer met 'n "onbehoorlike" motief, naamlik om van Bezuidenhout ontslae te raak aangesien Bezuidenhout iemand was wat sy meerdere uitgedaag en bevrage teken het.
- Die verlenging van May se kontrak deur die voormalige burgemeester, mnr Jeffry Swartbooi, was onreëlmagtig en in stryd met wetgewing, aangesien slegs die raad 'n munisipale bestuurder kan aanstel of sy kontrak kan verleng. Die verlenging van May se kontrak kan daarom nie afdwing word nie.
- Die oorheersende gebruik van Afrikaans in raadsvergaderings is tot nadeel van 'n beduidende deel van die gemeenskap wat Xhosaspreekend is.
- Hoewel die kommissie aandui dat dit nie 'n bevinding wil maak oor die meriete van die skorsing van mnr Anton Bekker en die ontslag van mnr Patrick Nyuka nie, aangesien albei sake sub judice is, bevind dit dat die optrede teenoor die twee amptenare asook die tydsberekening van die optrede teen hulle in 'n hoë mate bevrage teken kan word.
- Die wyse waarop tenders by die munisipaliteit geprosesseer, geadministreer en toegeken is asook die

kriteria wat daarvoor gestel word, skep vlegens die kommissie die persepsie van bevooroordeeldheid en ontoeganklikheid, veral met betrekking tot sakelui van die voorheen benadeelde gemeenskap. Die kommissie kritiseer ook die feit dat Swartbooi as uitvoerende burgemeester, mnr James Swigelaar as uitvoerende ondervoorsitter, en mnr Pierre Nel as speaker, nie voor die kommissie getuig het nie. "Dit is aanduidend van 'n munisipale raad wat nie bereid of nie in staat is om die uitvoerende funksies van 'n munisipaliteit soos in die Grondwet bevat is te vervul nie," aldus die kommissie se bevindings. Voorbeelde van administratiewe onstabiliteit in die raad wat die kommissie uitlig, is die skorsing of ontslag van talle senior amptenare sedert verlede jaar, die onvermoë om betyds op navrae van die publiek te antwoord en die oorsese reise van Swartbooi en May sonder die raad se goedkeuring. In sy bevinding dui die kommissie ook daarop dat die munisipaliteit gebuk gaan onder interne onenigheid en konflik.

"Daar is 'n akute en destruktiewe sin van wantroue wat die politieke en administratiewe strukture van die Oudtshoorn munisipaliteit deurdrenk. Dit het die munisipaliteit feitlik laat ineenstort en het dit verhinder om diens te lewer aan sy kiesers, veral die arm en gemarginaliseerde gemeenskap van Oudtshoorn, " lui die bevinding.

Die kommissie kom tot die gevolgtrekking dat die "buitengewone situasie in die munisipaliteit" krisisaftemings aanneem wat dringend, omvattend en effektief aangespreek moet word.

Ten slotte wys die kommissie ook daarop dat die situasie op Oudtshoorn verder verswak het sedert die ondersoek begin het. Die volgende voorbeelde word genoem:

- Raadslede Brian Blaauw, Swigelaar, Diane de Jager en Nel is tydens die tweede sitting van die kommissie fisiek aangeval.
- May het op 1 Desember die finansiële afdeling van die munisipaliteit opdrag gegee om 'n ongemagtigde bedrag van R638 000 aan die behuisingsbestuurder, mnr Christo van der Mescht, wat oortollig verklaar is, te betaal.
- Die Oudtshoorn Civic Organisation het verlede week die munisipale kantore betree en gepoog om van die bestuurders te verwyder. Polisie beskerming moes gereël word.
- 'n Ondersoek aan die begin van Maart het getoon dat die agterstand in die stadsbeplanning afdeling 212 bouplanne en ontwikkelingsvoorstelle behels. Meer as die helfte hiervan was ouer as twaalf maande.'

Source: Die Hoorn , March 15th, 2007

(http://www.oudtshoorninfo.com/archives.php?page=hoorn&action=view_hoorn_article&id=1176)