Community Participation Policy

“Creating an enabling environment for citizens’ involvement in matters of eThekwini Municipality”

Adopted by Council on 29 June 2006
FOREWORD

The large portion of eThekwini Municipality’s community is made up of critical motive forces that drive the National Democratic Revolution (NDR). This revolution is characterised by its strategic objective of creating a united, non-racial, non-sexist and democratic society. Democracy is about ensuring that citizens’ involvement is not only limited to electing a government but rather participating in governance to ensure a better life for all.

The adoption of Community Participation Policy is a significant milestone for eThekwini Municipality in honouring the Freedom Charter when it says “THE PEOPLE SHALL GOVERN”. This policy document provides mechanisms and processes for community participation in eThekwini Municipality. This builds on the commitment of the democratic government to deepen democracy, which is embedded in the Constitution. In essence, community participation is an open and accountable process through which individuals and groups within selected communities can exchange views and influence decision-making. It is a democratic process of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives.

eThekwini Municipality is committed to a form of participation which is genuinely empowering, and not token consultation or manipulation. This involves a range of activities including creating democratic representative structures like Ward Committees, assisting these structures to plan at a local level through Community Based Planning (CBP), to implement and monitor their ward-based plans built on community strengths.

It is imperative for the Municipality to improve the accountability of elected representatives and Municipal officials to the community through their ward and other structures to bring about people-centred development.

Implementation of this policy is of vital importance to all stakeholders. If we do not implement this policy effectively, we will be betraying the struggle which brought about democracy in this country. When we do all it takes to ensure that we implement the policy in totality, we will be making our democracy and governance structures effective in bringing about development that is firmly rooted in our people.
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EXECUTIVE SUMMARY

The Policy document starts by defining key concepts like participation, information, consultation, active participation, stakeholders, outcome, customers, area, sub-region or zone, region and civil society. The understanding and differentiation of these concepts is critical for the understanding of the policy context. The preamble calls upon all citizens of the city to exercise their constitutional right to actively participate in the affairs of the Council. The Citizen Action Support Programme (CASP) is presented to clarify the process that gave rise to the final draft. Key objectives of the CASP being to create, establish and strengthen appropriate structures and mechanisms for governance thereby sustaining civil society structures. In introducing fundamental policy components, the first point of departure is Section 152 (1) (e) of the Constitution which encourages the involvement of communities in local government. The second point highlights the vision of developmental local government which puts at participation at the centre. The other point is the purpose statement of the city which vividly state our facilitating role and our passion in creating an
enabling environment for citizens to utilise their potential so that a better life all could be realised. The purpose statement of the City deals with community participation not as an add-on, but as a fundamental new way of doing business. The main problem found from the research is the unresponsive system of governance where there is no proper and effective communication between councilors, officials and community members. Hence the policy document aims at providing means for increasing the level of participation which will result in strengthened democracy, developed mutual trust between citizens and their city, improved communication, partnerships and informed local government and communities.

Practice principles fundamental in this policy include structured participation, clarity of purpose, municipal commitment through resource allocation and support, open communication, flexibility and responsiveness, timelines including feedback mechanisms, inclusiveness and simplification of jargon, collaboration with other agencies with common objectives and sufficient room for diversity.

Different participation levels include active citizenship, citizens as owners or shareholders, customers or consumers, policy-makers and issue framers – through Ward Committees, vision builders through Community Based Planning, service quality evaluators, co-producers of services and co-mobiliser of resources and citizens as independent outcome trackers. Processes of community participation entail information, consultation, involvement, participation and empowerment. Appropriate level and process shall be applied. Issues relating to the provision of basic services as enshrined in the 7th Chapter of the Constitution are regarded as non-negotiables in terms of they are provided or not. Negotiations can only around the how part of the provision. Negotiables include the IDP preparation, implementation and its review.

There are different channels and mechanisms for community participation. These channels must start from ward to zonal to regional up to citywide level. At Ward Level, structures like Ward Committees, Ward Sector Forums (informed by IDP 8 outcomes) and Ward Forums must be established. At Zonal Level, structures like Zonal Stakeholders Forums need to be in place. At Regional Level, Regional Networks need to be convened. At Citywide Level, Citywide Stakeholders Forum (Big Mama) and Citywide Sectoral Networks (informed by IDP outcomes) need to be convened.
The figure overleaf illustrates different structures that the policy suggests as channels or platforms for participation.

The emphasis on good governance and local authority is not understood as disqualifying ordinary citizens from duties and responsibilities. In this case communities, political and administrative officials and civil society have different rights and duties when it comes to participation. Communities have a right to contribute to the decision-making processes of the municipality at the same time they have a duty when exercising their rights, to observe the mechanisms, processes and procedures of the municipality and a duty to fulfill their dues in terms of paying taxes and all forms of fiscal obligations, which enhance performance of a democratic government. Political and Administration Officials have a duty of approving and implementing programmes and policies that are inline with the local government objectives set out in the Constitution. To play of being the voice of the voiceless in the promotion and protection of human rights. The other duty for civil society is to promote integration, concrete application and enforcement of civil, political, economic, social and cultural rights, including labour rights, the right to development, as well as the principle of non-discrimination.

Community structures, relevant end-user groups, councillors, amakhosi and officials must be capacitated so that they can be in better position to allow a space for Community Participation Policy - adopted by Council on 29 June 2006
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participation and to participate. The Municipal Business Support, Grant-in-Aid and Poverty Alleviation programmes are support methods that shall be closely monitored to ensure the sustainability of community initiatives benefiting from these programmes. The development and adoption of the Citizens Charter as a canon with which the Municipality can gauge its performance and service delivery to the satisfaction of its citizens who are its customers is critical.

Participation Programme has five strategic goals. The first strategic goal is about effecting a behaviour change to a state where both elected representatives and administration council officials work with communities in the ICICE mode, namely, Inform, Consult, Involve, Collaborate and Empower. The second goal is about ensuring that the doors to the local government political and administration structures are open to all members of the community all the time. The third strategic goal is about creating mechanisms, processes and procedures that enable the local community to hold their local government democratically accountable, contribute to policies that are being developed, and participate in planning and budgetary processes. This programme’s key actions include the convening pre-Council meetings for members of public who have interest in attending Council meetings. These pre-meetings serve as mechanisms where the public gets to know what issues will be discussed in the forthcoming Council meeting. The Speaker or his or her nominee(s) and or Party Caucus Leaders have to attend these meetings so that members of the public can lobby and
influence political leadership. The fourth strategic goal is about inculcating a positive consumer care culture within the municipal services delivery system and promoting a reciprocal consumer responsibility among citizens. The last strategic goal is about establishing and sustaining an enabling support programme for citizens to take action, mobilise resources and make development happen in their communities. This programme’s key actions include conducting Stakeholders Capacity Building Programme with a focus on Community Development, Leadership and Conflict Management Skills, Understanding Your Municipality, Integrated Development Planning, Community Based Planning, Community Participation, Advocacy and Lobbying, Communication, Local Governance and Socio-Economic Rights, Municipal Administration and Finance and Community Policing.

There are different tools and techniques for participation in dealing with different aspects of local government. This include newsletter, media feedback channels such as letters and phone calls from citizens, brochures, talk shows and/or interviews, public hearings, meeting with citizens, youth city and ward forums festivals, task forces, special competition or contest activities, frequently asked questions (FAQ), general public surveys, local partnership programs. Citizens’ charter. System for rewarding civic initiatives (Mayoral Awards, Masakhane Awards). Mayor’s message on the budget and Budget-in-brief.

Ethekwini Municipality shall select appropriate techniques that fit different contexts and circumstances where participation has to take place. These include Passive Public Information like reading, Active Public Information like information hotlines, small Group Input like focus groups, Large Group Public Input like workshops and izimbizo, small Group Problem-Solving like community facilitators and Large Group Problem-Solving Techniques like conferences.

In conclusion, legislative framework, stakeholders interests, harmonious community culture, local government’s open-minded attitude, community’s willingness to engage in matters that affect their daily lives, and optimistic attitude of civil society and donor organisations provide conducive climate for implementation of Ethekwini Municipality Community Participation Policy.

Ladder of Participation
DEFINITION OF TERMS

In this Policy Document a word or a phrase to which a meaning has been assigned in the Municipal Structures Act, 1998 and Municipal Systems Act, 2000, has that meaning, unless the context otherwise indicates. However, for the sake of ensuring that the policy is well understood, the following terms’ definition should be given:

Participation

It must not be interpreted as permitting interference with a municipal council’s right to govern and to exercise the executive and legislative authority of the municipality. It is
classified into three models, namely; information, consultation and active participation.

**Information**

This is a one-way model of participation where the government tells or informs citizens about decisions. The major player in this case is the government or its agent. Citizens have no chance to influence the process of decision-making.

**Consultation**

This is a two-way model of participation where government consults citizens. The major players in this case are government researchers or facilitators and responding citizens. Citizens’ opinions are incorporated selectively in decision-making. All structures (except Ward Committees) created as a result of this policy are for consultation purpose.

**Active participation**

The involvement of stakeholders and all parties affected. All stakeholders participate in processes of planning and decision-making. Citizens through Ward Committees have full understanding of issues, as they are relevant to their situation.

**Stakeholders**

Persons and organisations that are actively involved or whose interests may be positively or negatively affected by execution or completion of a project or resolution. They may also exert influence over the decision or project and its deliverables.

Stakeholders include Council’s political and administration officials, amakhosi, Civil Society, Parastatals, Business people, Organised Labour and other relevant institutions and individuals.
Outcome/ Goal  
The benefit enjoyed by the customer as a result of taking action using the output delivered by the service provider.

Facilitate    
Helping a group of people achieve their objectives.

Service users/ Customers  
Communities who make use of a particular service.

Area    
The combination of two or more wards adjacent to each other and to a large extent share common resources. This may also refer to Area Based Management Area

Zone    
Combination of two or more areas adjacent to each other and to a certain extent share common resources.

Region    
Combination of zones adjacent to each other and have common interests and challenges.

Citywide    
eThekwini Municipal area.

Civil Society    
This refers to community or sector based organisations, non-governmental organisation and community members.

A. PREAMBLE

The Policy on Community Participation derives its principles from the Constitution of the Republic of South Africa, which grants all citizens a right to meaningful participation in the country’s affairs, thus a right to shape and determine their own destiny. Thus, local government has been entrusted with the responsibility of ensuring involvement of communities, and community (civic) organisations in local government affairs.

The eThekwini Municipality calls upon all its the citizens to exercise their right to
actively participate in the municipality’s affairs to the fullest of their abilities, endowments and human dignity.

It is the conviction of the eThekwini Municipality that its social fabric reflects a *Unity in Diversity and Diversity in Unity*. The harmony within this diversified unity serves as a model for other contexts nationally and internationally.

The eThekwini Municipality is committed to the realisation of its citizens’ welfare. The City encourages a person-to-person caring, and invites all kinds of charities, faiths and community oriented formations to join in a civil, economic and political action, which works towards humane and harmonious systems of governance.

**B. THE POLICY FORMULATION PROCESS**

This Policy is the result of an interactive project called Citizens Action Support Programme (CASP) which was a twelve-month project implemented in five pilot Area Based Management (ABM) areas. These areas are: iTrump (Inner eThekwini Regeneration and Urban Management Programme); SDB (South Durban Basin); Rural; INK (Inanda-Ntuzuma- KwaMashu) and Cato Manor where more learning has to take place. More consultation and discussion, involving a broad range of community structures took place. The objectives of CASP were as follows:

- To create and strengthen the appropriate community structures required for local governance;

- To establish an appropriate institutional mechanism to ensure the sustainability of such end-user groups and civil society structures;

- To capacitate members of the community structures, relevant end-user groups, councillors and officials to be effectively involved in community participation;

- To build the internal capacity within Council to roll out the training Programme to all community structures and councillors;

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To provide support to officials within the city administration to ensure implementation of the new way of doing business;

Four major deliverables of this project were draft documents, namely: Community Participation Policy, Community Participation and Action Support Strategy, Communication Strategy and Capacity Building programme. Consultation process on these draft documents took place from May 2004 to June 2005.

C. INTRODUCTION

One of the objectives of local government in terms of section 152 (1) (e) of the Constitution of South Africa is to encourage the involvement of communities and community organisations in local government. The White Paper on Local Government puts forward the vision of “developmental local government” which it defines as:

"Local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve their quality of lives“.
The vehicle and system for involving the public is given more emphasis in Section 16 of the Municipal Systems Act, which requires that municipalities develop a culture of community participation and create mechanisms, processes and procedures. These mechanisms would involve communities in planning, performance management, budgeting, and service delivery.

Municipalities are also required to build the capacity of the local community to participate, as well as the capacity of councillors and staff to foster community participation. Emphasis is placed on ensuring representativity in terms of age, gender, race and disability, as well as reaching those previously excluded from formal local government structures.

"The purpose of the eThekwini Municipality is to facilitate and ensure the provision of infrastructure, services and support, thereby creating an enabling environment for all citizens to utilize their full potential and access opportunities, which enable them to contribute towards a vibrant and sustainable economy with full employment, and thus create a better life for all."

City’s Purpose Statement from Long Term Development Framework (2001)

This purpose statement of the City deals with community participation not as an add-on, but as a fundamental new way of doing business.

It is within this commitment and legislative context that the eThekwini Municipality intends to develop a Community Participation Policy to maximize citizen participation in the City and to create opportunities for municipal-community partnerships that can effectively manage local challenges.

This document is a step further to the commitment eThekwini Municipality has on community participation.

D. PROBLEM STATEMENT
CASP report (2004), indicated that there are undesirable effects that make proper community participation becomes a failure:

1. People view the Municipality’s system of governance as unresponsive. This is because of lack of effective mechanisms of communication between the councillors, officials and the communities; lack of delivery of services to the community, resulting in people feeling that their needs are not being addressed therefore there being no need to participate; lack of municipal offices close to the places where people are living so that it becomes very difficult for people to be in touch with local government.

2. There is also a general feeling that local government does not consult with the people when taking decisions on crucial matters.

3. Political parties are not working in harmony with each other; this leads to high competition that is responsible for the hampering of service delivery.

4. People on the grassroots level do not have knowledge on how government structures function; this makes it difficult for them to have meaningful and effective means of participation.

E. PURPOSE OF THIS POLICY DOCUMENT

The main purpose of the Community Participation Policy is to:

5. Provide guidelines for increasing the level of active citizen participation in the decision-making process of local government and to create an enabling environment for civil society in which ordinary citizens and social groups may find platform upon which they voice out their concerns and take part in the fundamental decision making on issues that affect their lives.

Specific objectives of this policy entail the following:
6. **Strengthening democracy** by increasing participation of citizens in local government’s decision-making;

7. **Developing mutual** trust between citizens and local government officials and Councillors;

8. **Improving communication** to allow citizens to have access to information and to feedback to the local government;

9. **Keeping local government abreast** of citizens’ needs, which enables the creation of an environment where local government resources are directed to meet these needs;

10. Creation of **additional resources for development** to encourage and promote civic initiatives and public-private partnerships and

11. Promoting programmes for skills capacity enhancement of local government authorities and citizenry.

**F. DESIRED OUTCOMES TO BE ACHIEVED THROUGH THIS POLICY**

After the joint implementation of this Policy and its subsidiary documents, namely; Rules regulating establishment and Operation of Ward Committees; eThekwini Citizens’ Charter; Community Participation and Action Support Strategy as well as planned projects and programmes, the following outcomes shall be realised:

12. Citizens utilising their skills and abilities to improve their quality of life, with the support of the municipality and other development agencies.
13. Citizens who have full access to local government and able to engage meaningfully with and influence local governance policy, planning, budgeting and decision making processes.

14. Youth, women, aged and disabled people empowered to participate effectively in the social and economic development of their lives.

15. Municipal supported, community driven, functional, democratically elected civil society stakeholders participation structures with equitable representation at ward, zonal, regional and citywide levels.

16. Well-informed consumers receiving municipal services delivered in line with the eThekwini Municipality Citizen Charter that is based Batho Pele principles, consumer rights, and the local government legislative and policy framework.

17. Citizens who are proud of their city and willingly honour their civic duties of contributing to community development and the sustainability of their local government.

G. PRACTICE PRINCIPLES FOR COMMUNITY PARTICIPATION

Principle 1: Structured participation

18. The issue at that given time shall determine and influence decision and procedures specifying who is to participate or to be consulted.

19. Representative structures like Ward Committees, Sector Forums, Ward Forums, Zonal Stakeholders Forums, Regional Stakeholders Networks, Citywide...
Stakeholders Forum and Citywide Sector Networks shall be the main organisational mechanisms for participation.

20. Structures like Izimbizo, Public Hearings, Indaba, Conferences, Workshops, Road Shows, and other relevant tools and techniques shall be key tactics in making participation happen.

Principle 2: Clarity of Purpose

21. The Council shall clarify the purpose so that communities understand clearly why the engagement is occurring, and its context, in order to plan and resource in an effective manner. This shall include desired outcome and indicate who should be engaged to achieve the purpose. Clarity about how participants can influence the decisions that may be made and, equally important, what cannot be influenced shall be given.

Principle 3: Commitment

22. The Council shall show commitment by allocating sufficient time and resources to the community engagement processes. Senior level leadership’s visibility shall be ensured. Community engagement is viewed as integral to municipal normal development assessment and plan making practices and operations.

Principle 4: Communication

23. Ethekwini Municipality shall communicate openly, honestly and accountably with those who are seeking to engage or to be engaged. Communication shall not only include information dissemination but also information gathering, information sharing, collaborative discussion and decision-making.

24. Information shall be given in the language that the audience is familiar with.
Principle 5: Flexibility and Responsiveness

25. The Municipality is prepared to continually review and revise the way communities are engaged during participation processes. Selection from a range of techniques that enable different communities or sectors to participate effectively shall be applied.

Principle 6: Timelines

26. Ethekwini Municipality shall ensure that participants receive prior information in time so as to make effective and meaningful contributions.

27. Participants shall be informed as to when they can expect feedback on their contributions.

28. Feedback shall be given to the participants with set timeframe.

Principle 7: Inclusiveness

29. Ethekwini Municipality shall strive to be as inclusive as possible.

30. Particular attention shall be paid to the needs of groups that tend to be under-represented (women, youth and disabled persons) in an engagement associated with development assessment and plan making.

31. The Municipality shall by all means simplify jargon and technical language so that it can be well understood.

Principle 8: Collaboration

32. The City shall aim for a participatory approach to development issues and plan making, particularly in larger, more complex processes. This shall be done by involving communities as early as possible in the process. Further it shall be done
by working closely with other agencies operating in the area to avoid repetitive consultations with a community on the same or similar subject matter.

**Principle 9: Diversity**

33. Public participation shall be structured in a way that provides sufficient room for diversity i.e. for different participation styles, cultures and location specific adjustments.

### H. CITIZENS PARTICIPATION LEVELS

Communities shall participate at different levels that are appropriate for that given issue.

**Active citizenship**

34. Active citizenship means sharing the authority on the basis of which administrative agencies carry out legislative mandates. It goes beyond voting, paying taxes, or using government services. The City shall through community mobilisation programme encourage communities to be active citizens.

35. Communities shall ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote. Ethekwini Municipality shall partner with relevant service providers to ensure that eligible community members are voting.

36. As participants in policymaking, citizens shall express via different Ward Committees and stakeholder forums, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible.

37. Citizens are called upon to be more than voters, by helping to identify important issues, to help carry out solutions, and to judge whether results have been achieved or not.
Citizens as owners or shareholders

38. Communities are viewed as the “owners” of government. Through their rates payments, citizens are investors in local government services and municipal owned assets.

39. Through their votes, citizens are shareholders who elect the “boards of directors” responsible for government performance. Councillors are the people’s stewards not only to manage finances but also to produce results. An “owner” wants to know whether government is getting the job done.

40. Through rates, they invest in public services and assets. Communities are shareholders: through their votes, they elect the board of directors or Councillors who govern. Representation through political party candidates shall cater for this.

Citizens as customers or consumers

41. Communities are principal users and clients of municipal services and shall be treated as valued customers by the Municipality. This shall be done by practising Batho Pele principles and through City’s Customer Care Centres.

Citizens as policy makers and issue framers

42. Communities are vision builders: helping define desirable future and strategic plans. Communities through Ward Committees and other set up structures shall contribute by providing advise to municipal policymaking process.

Vision Builders

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43. Citizens shall contribute to the improvement of their lives by being visionaries for their communities. They can do this by articulating a desirable future and broad strategies to get there as part of community visioning and strategic planning. Ethekwini Municipality shall utilise Community Based Planning as the methodology that effectively facilitates local vision building.

44. Active and engaged citizens shall contribute new ideas, add legitimacy to the process, and add energy for follow up on the results obtained in such community visioning processes.

**Citizens as service quality evaluators**

45. As primary users of local government services, citizens are best placed to assess their quality and effectiveness. Communities shall be expected to participate in Quality of Life Survey conducted by the Municipality. Community participation in this regard shall be to validate or nullify the findings of the survey.

**Citizens as co-producers of services and co-mobiliser of resources**

46. Citizens and their formations are direct providers of community services on both paid and voluntary basis in cooperation with the municipality. Community Based Planning shall ensure that citizens fulfil their duty of being co-producers of services and co-mobiliser of resources.

**Citizens as independent outcome trackers**

47. Communities may measure national, provincial and local issues independently of government.

48. Citizen groups may select desirable outcomes for their community and systems to track and publicise measured conditions and trends.
49. These groups follow various themes, such as healthy communities, quality of life, and sustainable communities.

50. Grassroots measurement by citizen groups is more likely to be independent and oriented towards actual community well-being outcomes.

I. PROCESSES OF COMMUNITY PARTICIPATION

Information

51. Communities and citizens shall be informed about the intentions of the authorities.

52. The Municipality shall use this process with the objective of providing balanced and objective information.

53. The promise to the public is to keep community and citizens informed.

54. Methods and tools shall include informative meetings, public notices, website, written information and audiovisuals.

Consultation

55. Ethekwini Municipality shall use this process with the objective of obtaining community and public views, opinions and feedback from the community.

56. The promise to the public is to keep community informed and act on their concerns and some of their opinions. The input shall provide the authorities to rethink the projects, thus re-adjusting it as needed.
57. Methods and tools shall include public hearings, public meetings, workshops, izimbizo, community panel, focus groups, community information and feedback session, facilitation, questionnaire and website.

**Involvement**

58. This process entails working with public regarding verifying facts and ideas gathered and test some of assumptions and pre-understanding before any decision is made.

59. Ethekwini Municipality shall use this process with the objective of working with public throughout the process.

60. The promise to the public is to ensure that community is involved in the process.

61. Methods and tools shall include facilitation, planning focus meeting, precinct committee and project steering committee.

**Participation**

62. Here it is referred to active participation where all stakeholders, citizens and communities are involved. Consensus on decisions arrived at receive legitimacy and mandate. Instead of local government coercing compliance, stakeholders comply voluntarily and commit themselves to the agreement.

63. Ethekwini Municipality shall use this process with the objective that community participates in every step of decision-making.

64. The promise to public is that community must be part in formulating solutions.

65. Methods and tools shall include advisory committee, round table, meeting and conference.
Empowerment

66. Here community and citizens who are purported to benefit and take control over the realisation and implementation process. Because they have been involved in the entire process, they fully understand the relevance and importance of the matter to be addressed.

67. Ethekwini Municipality shall use this process with the objective that community carries out decisions and plans. Community Based Planning is one of the empowering programmes that the City has.

68. The promise to the public is that community implements decisions independently hence dependency syndrome is eradicated.

69. Methods and tools shall include working group, search conference, prioritisation and visioning meeting, mapping, community feedback meeting, operational planning and public meeting.

J. NON-NEGOTIABLE AND NEGOTIABLE ISSUES

70. As much as the Municipality advocates active participation which involves negotiations, it is however very important to distinguish issues that can be negotiated and issues that cannot be negotiated.

Non-negotiable

71. Non-negotiable issues are those relating to provision of basic services inter-alia:

- Water and electricity supply;
- Waste disposal;
- Safety and Security;
- Safe Environment;
- Health Services;
vi. Efficient Road and Transportation Services and
vii. Housing.

72. The Municipality is expected in terms of Chapter 7 of the Constitution to provide the above services. The City shall therefore not enter into discussions with anyone on whether these services are provided or not. Negotiations around the provision of basic services shall be on how these services shall be delivered.

**Negotiable**

73. In development of culture of community participation, Ethekwini Municipality shall encourage and create conditions for the communities to enter into negotiations in the affairs of the Municipality.

74. Issues prescribed in any Municipal Legislations shall be open for negotiations as a matter of compliance. These issues include:

i. The preparation, implementation and review of the IDP;

ii. The establishment, implementation and review of the performance management system;

iii. The monitoring and review of the performance, including the outcomes and impact of such performance;

iv. The drafting of by-laws;

v. The discussions and decisions on the budget;

vi. The drafting of performance management system and

vii. Strategic decisions relating to the provision of municipal services including the decision to enter into an external service agreement.
K. CHANNELS AND MECHANISMS FOR COMMUNITY PARTICIPATION

75. eThekwini Municipality shall create an environment that promotes active participation. Channels and mechanisms shall include the structures at ward, zonal, area and citywide levels.

Ward Level

Ward Committees

76. eThekwini Municipality shall develop rules regulating the establishment and operation of Ward Committees. The Council must adopt such rules.

77. Ward Committees shall be taken as the legitimate statutory platform for community participation. The object of a Ward Committees is to enhance participatory democracy in local government.

78. Ward Committees shall be advisory bodies; independent and must be impartial and perform their functions without fear, favour or prejudice.

79. Ward Committees shall drive Community Based Planning and other local developmental projects.

Ward Sector Forums

80. Each Ward Committee may decide to have Sector Forums within a ward. These Forums shall be composed of individuals and organisation with common interests.

81. Ward Sector Forums shall be IDP outcomes or social interest based.

82. Relevant stakeholders with the help of Community Participation and Action Support shall draw terms of references for Sector Forums.
Ward Forums

83. Ward Forums shall be advisors to the Ward Committees and Councillors on matters pertaining to support required to enabling end-user groupings to work through self-mobilization.

84. They shall liaise, negotiate and co-operate with Ward Committees to clear any problems faced by end-user groups and service delivery agencies in the implementation of a people-driven development projects and programmes within the ward arising from the local area framework plan of the IDP.

Zonal Level

Zonal Stakeholders Forums

85. Zonal Stakeholders Forums shall provide Ward Forums and end user groups an opportunity to meet and tackle problems relating to a specific area.

86. They shall provide space for the Councillors, and user groups and Ward Forums to address ways and means to include all organs of civil society in the community, including the weak and unorganised, organised but weak, and organised and strong organs of civil society.

87. Also they exist to build partnerships and ensure effective collaborative actions with other areas to ensure co-ordination of development.

Regional Level

Regional Network
88. This shall be convened as and when necessary. The aim of this structure is to create a space for neighbouring areas to network and share experiences. Furthermore, it aims at helping the Municipality to convey information or consult in a broad manner.

Citywide Level

Stakeholders Forum

89. This shall be a consultative forum that shall engage on issues pertaining to policy development and strategic issues impacting on the city.

90. Community-based organisations, non-governmental organisations, organised business, organised labour, tertiary institutions, parastatals, provincial government and other relevant stakeholders shall be invited to this forum.

Citywide Sectoral Networks

91. These structures shall be informed by city’s outcomes stipulated in the Integrated Development Plan. City’s senior managers responsible for respective outcomes shall convene all those who are interested in a particular outcome.

92. This shall be a loosely, structured, inclusive network of multiple stakeholders responsible for citywide partnerships, dialogue, debates and community action.

93. There shall be no single centre of power, command or control in how the network functions. Involvement of all stakeholders shall be based on their interest on the issue(s) at hand.

94. The Network shall meet as and when the need arises based on diverse issues requiring collaboration at a regional level.
95. The Network may be used as a pre-Big Mama conference where stakeholders get to know issues for discussions at the Big Mama. It shall also be used as a pre-Council briefing where members of public get to know issues for discussions at the next Council meeting.

L. RIGHTS AND DUTIES OF STAKEHOLDERS

Community

96. The emphasis on good governance in local authority is not understood as disqualifying ordinary citizens from duties and responsibilities. The fact that the citizens are involved in setting up a government through the vote implies that they are responsible for and are willing to confront the consequences of their actions (by voting that particular party to power).

97. Community members have right and responsibilities to:

i. Contribute to the decision-making processes of the municipality;

ii. Submit written or oral recommendations, representations and complaints to the council or party caucuses or the Executive Committee or the Community Participation Unit of the municipality;

iii. Prompt responses to their written or oral communications, including complaints to the council or to another political structure or a political office bearer or the administration of the municipality;

iv. Be informed of decisions of the council, or Executive Committee or support committee or sub committee or administration of the municipality;

v. Advocate for regular disclosure of the state of affairs of the municipality, including its finances;
vi. The use and enjoyment of public facilities; and

vii. Have access to municipal services which the municipality provides.

98. Community members have the duty:

i. When exercising their rights, to observe the mechanisms, processes and procedures of the municipality;

ii. To obey all government laws that do not conflict with her/his conscience and those which do not violate the person’s human and fundamental rights;

iii. To allow municipal officials reasonable access to their property for the performance of municipal functions;

iv. To accept the basic structures and principles that make society function properly;

v. To fulfill his or her dues in terms of paying taxes and all forms of fiscal obligations, which enhance performance of a democratic government;

vi. To observe the rule of law, tolerance, equality of opportunity;

vii. To profess and protect democratic principles, freedom of speech, freedom of linguistic and cultural orientation and equality of the different ethnic origins and sexes;

viii. To acknowledge that expressing own culture and beliefs is related to the responsibility to accept the right of others to express their views and values;

ix. To enrol in the Electoral Register and vote at all levels as means to safeguard democracy;
x. To denounce all forms of unlawful behaviour and corruption as well as any potential detriment to the wellbeing of fellow citizens.

**Political and Administration Officials**

99. Local government is in the forefront of ensuring that citizens’ right are well safeguarded. Officials are the government’s direct contact with citizens at grassroots level. Section 152 of the Constitution assigns the objectives of the local government as:

i. To provide democratic and accountable government for local communities;

ii. To ensure the provision of services to communities in a sustainable manner;

iii. To promote social and economic development;

iv. To promote a safe and healthy environment and

v. To encourage the involvement of communities and community organisations in the matters of local government

100. eThekwini Municipality’s officials from all units shall ensure that the above objectives are met. This shall be done by approving and implementing programmes and projects that are inline with the above objectives. These programmes and projects are outlined in the City’s Integrated Development Plan.

**Civil Society**

101. Civil society shall play a role in that it shall engage the government from an independent point of view.

102. Civil society shall be the voice of the voiceless in dictatorial systems, where it champions the culture of human rights.
103. Civil society shall denounce corruption and unlawful practices within local government and public services in general.

104. Civil society shall promote integration, concrete application and enforcement of civil, political, economic, social and cultural rights, including labour rights, the right to development, as well as the principle of non-discrimination.

105. Civil society is viewed as a partner in promoting social justice in that it shall assist the municipality in addressing issues of poverty reduction, gender equality, people with special needs and disability, labour rights, indigenous people’s cultural rights, education and illiteracy, and so on.

M. PARTICIPATION INSTITUTIONALISATION

106. eThekwini Municipality shall facilitate participation through Community Participation and Action Support Unit.

107. All units however, shall ensure that communities and stakeholders are involved in Council business.

108. Units shall do the above by notifying Community Participation and Action Support Unit of issues, projects or programmes where communities or stakeholders have to participate.

109. Community Participation and Action Support Unit shall upon the receipt of notification partner with the unit concerned and develop participation plan.

N. CAPACITY BUILDING
110. eThekwini Municipality shall capacitate members of the community structures, relevant end-user groups, councillors, amakhosi and officials to be effectively involved in community participation. This shall be done by rolling out the training Programme tailor-made for these stakeholders;

111. The training programme shall help:

i. Local community and their organisations, to enable them to participate in the affairs of the municipality, albeit not implying disturbance of daily activity of municipal administration and

ii. Councillors and staff, to foster community participation.

112. Internal capacity within Council shall be built to roll out the training Programme to all stakeholders.

O. SUPPORTING COMMUNITY INITIATED DEVELOPMENT ACTIVITIES

113. The Municipality shall enter into partnerships to promote emerging businesses, support non-governmental organisations and community-based organisations, mobilise private sector investment, and promote developmental projects which are initiated but not necessarily financed by local government.

114. The Municipal Business Support, Grant-in-Aid and Poverty Alleviation programmes are support methods that shall be closely monitored to ensure the sustainability of initiatives benefiting from these programmes.

P. THE CITIZENS CHARTER
115. Ethekwini Municipality shall develop and adopt a Citizens Charter as a *canon* with which the Municipality can gauge its performance and service delivery to the satisfaction of its citizens who are its customers.

116. The Charter shall aim to:

i. Inform the public in detail on the kind of services the city provides;

ii. Define and publicise standards of services;

iii. Be easily accessible and friendly to the citizens and to provide adequate information;

iv. Explain the options afforded and give correct advice to the public and

v. Be courteous and forthcoming in providing services and to rectify mistakes.

### Q. COMMUNITY PARTICIPATION PROGRAMMES

#### Programme 1

*Strategic Goal:* *Effecting a behaviour change to a state where both elected representatives and administration council officials work with communities in the ICICE mode, namely, Inform, Consult, Involve, Collaborate and Empower.*

This programme’s key actions shall include:

117. Raising awareness on the Guiding Practice Principles for Effective Community Engagement (Structured participation, Clarity of Purpose, Commitment, Timeliness, Flexibility and Responsiveness, Inclusiveness, Collaboration, Diversity and Communication);
118. Planning and implementing annual participation plan targeting key stakeholders including Councillors and their Party Caucuses, Business people, Community-based organisations, non-governmental organisations, organised labour, tertiary institutions, parastatals and general public and

119. Building into service level agreements clauses related to community participation & Batho Pele.

Programme 2

*Strategic Goal:* Ensuring that the doors to the local government political and administration structures are open to all members of the community all the time.

This programme’s key actions shall include:

120. Enhancing civic education that highlights how local government works, voter education especially for the youth who are voting for the first time and

121. Encouraging the use of community structures especially Ward Committees as the theatre for deepening democracy in decision-making and accountable leadership practice.

Programme 3

*Strategic Goal:* Creating mechanisms, processes and procedures that enable the local community to hold their local government democratically accountable, contribute to policies that are being developed, and participate in planning and budgetary processes.

This programme’s key actions shall include:
122. Initiating, coordinating and supporting the setting up of credible stakeholders participation structures based on agreed terms of references. Participation structures shall range from ward to citywide levels;

123. Convening pre-Council meetings for members of public who have interest in attending Council meetings. These pre-meetings shall serve as mechanisms where the public gets to know what issues will be discussed in the forthcoming Council meeting. The Speaker or his or her nominee(s) and or Party Caucus Leaders shall attend these meetings so that members of the public can lobby and influence political leadership on what they want to see happening and

124. Facilitating capacity building programme that empowers participation structures and relevant stakeholders to be able to influence decision-making processes.

Programme 4

Strategic Goal: Inculcating a positive consumer care culture within the municipal services delivery system and promoting a reciprocal consumer responsibility among citizens.

This programme’s key actions shall include:

125. The creation of the Customer Service Centres, Citizens’ Charter and Community Batho Pele Education Campaign to raise the awareness of communities on the principles of putting People First and

126. Revitalisation of Batho Pele into a Change Engagement Programme premised on fundamental change management principles and norms.

Programme 5
Strategic Goal: Establishing and sustaining an enabling support programme for citizens to take action, mobilise resources and make development happen in their communities.

This programme’s key actions shall include:

127. Publishing and conducting Stakeholders Capacity Building Programme with a focus on Community Development, Leadership and Conflict Management Skills, Understanding Your Municipality, Integrated Development Planning, Community Based Planning, Community Participation, Advocacy and Lobbying, Communication, Local Governance and Socio-Economic Rights, Municipal Administration and Finance and Community Policing Forum and

R. PARTICIPATION TOOLS AND TECHNIQUES

There are different tools and techniques for participation in dealing with different aspects of local government.

Ethekwini Municipality shall use the toolbox hereunder:

Tools

128. Local government newsletter: Ezasegagasini, issued on a regular basis, which contains most important information on activities within the local government.

129. Utilizing media through press conferences, press releases, inviting them to important events.

130. Feedback channels such as letters and phone calls from citizens (e.g. toll-free phone lines); complaint/comments boxes in public places; establishing and responding to a special e-mail address for comments. The most important issue here is to manage properly the comments received from citizens: a return
message or a card should acknowledge those who sent the comment. The Municipality may report in the media or other public source on the type of comments received and actions undertaken to address the comments.

131. **Informational brochures**, such as general brochure that contains general information on city authorities, telephone numbers, working hours, organizational chart, board, council, committees, advisory groups, etc. Such a brochure can be distributed among citizens along with local newsletter or placed in public buildings.

132. **Talk shows and/or interviews** in local television or radio on the most important local topics. If possible, there should be an opportunity for citizens to call local government officials who appear on TV or radio directly and ask questions.

133. **Public hearings** on different topics, for example, on budget planning. It is important to thoroughly prepare for the hearing by arranging for an appropriate facility, thoughtful presentations, rules for the meeting, and a good facilitator.

134. **Methodology of conducting meeting with citizens.** In order to hold and conduct meetings efficiently, an appropriate room and agenda should be prepared, and facilitation with tools like a flip chart or other visual aids should be used.

135. **Youth city and ward forums:** to involve young people in local government activities and teach them about democracy and its values.

136. **City festivals, city days:** these are good tools to integrate citizens to the entire community, especially if they are involved in preparation of the event.

137. **Task forces:** utilized in different areas, e.g. area of economic development to prepare an economic development and various strategic plans.

138. **Special competition or contest activities** deliberately designed to support the community-based strategic plan preparation process; that might be organized for
young people to draw their attention to city activities and to collect their opinions for the future of the local government.

139. Frequently asked questions (FAQ) – published in media, Internet or brochure, with answers to the questions most commonly asked by citizens.

140. General public surveys, which can identify priorities of the public or gather more precise information on a particular subject. The most important part of surveying is analysis, which should not only count answers but also analyze the relationships between different types of answers. Only such an analysis provides real knowledge on the situation.

141. Local partnership programs. This often takes the shape of a contest designed for citizens groups or NGOs, focusing on a ways to address a particular problem. It requires a clear statement of rules including the criteria for the competition and the evaluation of project proposals submitted by applicants. This is a good way to directly involve citizens in solving local problems by putting their own resources house.

142. Citizens’ charter. The citizens’ charter would take the form of an oath or a pledge by all stakeholders.

143. System for rewarding civic initiatives (Mayoral Awards). This tool ensures acknowledgement of good work done by individuals or groups in development.

144. Mayor’s message on the budget. Materials prepared to facilitate discussions on the budget before the council adopts it. This shall explain local government priorities and constraints of the budget.

145. Budget-in-brief. Short version of the local budget written in clear language, understandable to local citizens. Usually, this type of document consists of an introduction by Mayor in which he/she explains the city’s priorities and the most important issues in the budget. This is followed by an explanation of the sources
of revenues and expenditures, perhaps divided by program or department. Special attention in the Budget-in-brief is devoted to capital expenditures. A budget-in-brief brochure also contains general information on the local government, such as the members of the council, the administrative structure, or other explanations of the budget document.

**TECHNIQUES**

146. Ethekwini Municipality shall select appropriate techniques that fit different contexts and circumstances where participation has to take place.

**Passive Public Information Techniques**

147. This category involves methods whereby communities or citizens are just recipients. Communication or information flow is unidirectional from the source to target recipient (reader, audience, etc.). In this fashion, the public or citizens are just recipients and do not have time to interact or respond to messages. Typical examples would be fact-sheets, brochures, newsletters, television programmes, radio programmes, billboards, etc.

**Active Public Information Techniques**

148. The essential feature is that the public or citizens have allowance to respond and interact with the source of information or messages. Examples may be found in social briefings, civic clubs, central information contacts, information hotlines, open houses, etc.

**Small Group Input Techniques**
149. These involve methods such as interviews, focus groups, coffee klatches, small meetings, etc. Small group meetings tend to have very relaxed ambience, therefore well-open to elicit valuable information and constructive input.

**Large Group Public Input Techniques**

150. This category of techniques involves methods that engage large crowds and gatherings. Among others are response sheets, mailed survey questionnaires, Internet polls, public hearings, computer-based participation, workshops, izimbizo, etc.

**Small Group Problem-Solving Techniques**

151. These are techniques used to foster public participation in problem solving processes. They usually comprise, charrettes, community facilitators, mediation or negotiation, consensus building techniques, focus groups, tasks forces, stakeholder panels, etc.

**Large Group Problem-Solving Techniques**

152. These are techniques used to solve problems affecting large groups of people or communities. They are specifically designed to facilitate processes in which all participants have equal status. Among others are: electronic democracy, open-space technology, workshops, conferences, deliberative polling.

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S. CONCLUSION

Community Participation Policy - adopted by Council on 29 June 2006
There are strong enabling circumstances for the establishment of active citizen participation formations. Among others, legislative framework, stakeholders interests, harmonious community culture, local government’s open-minded attitude, community’s willingness to engage in matters that affect their daily lives, and optimistic attitude of civil society and donor organisations provide conducive climate for implementation of Ethekwini Municipality Community Participation Policy.