

# Evaluation of public participation and poverty alleviation programmes: The case of the City of Johannesburg (CoJ)

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## DECLARATION

I, the undersigned Nomusa (Nomsa) Nkosi, hereby declare that the contents of this dissertation for the requirements of the degree of Masters in Public Management and Governance at the North West University: Potchefstroom Campus is entirely my work and has not previously been submitted to this university or any other university, and all the materials used have been duly acknowledged.

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**Nomusa (Nomsa) Nkosi**

**DATE**.....

## ABSTRACT

The aim of this study was to evaluate the public participation and poverty alleviation programmes in South Africa in general, with particular reference to the City of Johannesburg Municipality (hereafter referred to as CoJ). The study also seeks to understand whether the CoJ as the local sphere government or municipality is adhering to and being guided by the Republic of South African Constitution, 1996 (hereafter referred to as RSA Constitution, 1996). The RSA Constitution, 1996 as a legislative framework upholds, amongst many others “the principles of a democratic government that is responsive to the needs of the community”. The consultation, participation and involvement of all relevant stakeholders within CoJ municipality are deemed to be on the “right path” and its efforts to try as well as addressing issues of poverty. The elements mentioned above should be guided by the only legal and policy document.

According the Constitution of the Republic of South Africa of 1996 and the subsidiary legislation such as the Local Government: Municipal Structures Act of 1998, Act 117 of 1998 and the Local Government: Municipal Systems Act of 2000, Act 32 of 2000, provided a strong legal framework for participatory and cooperative democracy in the local government sphere. Section 152(1) of the Constitution of 1996 places an obligation on local government to encourage the involvement of communities and community organisations in the matters of local government. Section 152(c) and (e) of the Constitution of 1996 also sets out the objects of local government. Participatory democracy was a key element of two of these objects, namely: 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. Yet it was also evident from the Joburg 2040 Growth and Development Strategy (2011:82-83) that the fundamental principles of good governance, as reflected in the Constitution, included the rule of law, accountability, accessibility, transparency, predictability, inclusivity and a focus on equity, participation and responsiveness to people’s needs. Governance was the most critical factor in eliminating poverty, driving development and continued delivery of services and goods within the CoJ.

The study revealed from the interviews conducted with sampled administrative officials (senior and middle managers) in Social Development Department under the Unit of Food Resilience Unit that intervention was a key to the dynamics of addressing the public participation and poverty alleviation programmes in the City of Johannesburg (CoJ) municipality. The study revealed further that there was a lack of holistic approach within the CoJ in relation to public participation and poverty alleviation programmes before they are established and implemented within the same municipality. As a result robust consultation, encouraging engagement, active involvement and full participation in programmes that are intended to alleviate poverty in the country especially CoJ was critical.

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## Key terms

Public participation

Poverty alleviation

Democracy

Public protests or violence

Public sector accountability

Public needs

Engagement

Consultation

Involvement

Public

Community

Transaction

Local government programmes

Local government elections

Service delivery

Policy

Transformation

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# CHAPTER ONE

## GENERAL INTRODUCTION

### 1.1 INTRODUCTION

Evaluative thinking in human affairs is as old as mankind itself. Throughout the ages, there has been a strong belief that the social sciences and humanities were aimed at changing as well as improving human conditions. Although evaluation methods have been used for a long time, evaluation as a research method only became more formal and systematic during the early 1960s. These processes were mainly aimed at assessing the functioning and results of government with the objective of improving society (Auriacombe, 2011:36). Evaluation of public participation and poverty alleviation programmes in the City of Johannesburg (CoJ) confirm the importance of social sciences and humanities in changing and improving human conditions.

According to Power (1997:1), accountability and control has a positive impact on internal control systems of the overall organisational performance. Effective accountability and control ought to apply to the public service as argued in this dissertation. This has been increasingly formalised and made to be the standard practice as any form of public service requires accountability. Hence Auriacombe (2011:36) affirms the important of ordinary citizens to hold government accountable for their decisions. It is on this basis that evaluation has become an integrated part of the overall organisational performance. Furthermore, evaluation was expected to bring order to the untidy world of government (Auriacombe, 2011:36). Accountability of public service and/or public sector with reference to public service delivery is used as a variable to determine the effectiveness as well as efficiency of the local government.

The statements above provide an understanding of the objective of the study (see section 1.4.2) focusing on the programmes of public participation in relation to alleviation of poverty in the City of Johannesburg municipality. The geographical area of the study is the City of Johannesburg municipality (hereafter referred to as CoJ). Key sections to this chapter will be the background, rationale, problem statement, the research problems, hypothesis, objectives and the approach that arises to the study are also provided (see section 1.4 of this chapter). The limitations, the research scope and demarcation of the period of study span from 2004 to 2012 shall be emphasised. In order to avoid misinterpretation of the terms used often in the study a precise narrative shall be afforded.

This research study is descriptive, qualitative (content analysis), and interpretive (see Chapter Five of this dissertation) in nature. For this approach, it is necessary also to explain the manner in which information will be gathered as well as the research method applied. The chapter overview will be provided for this study.

## **1.2 BACKGROUND/RATIONALE**

The precursor to the Republic of South African Constitution, 1996 (hereafter referred to as RSA Constitution, 1996) which is The Freedom Charter contains emancipatory aspirations for the majority population in South Africa. Since being drafted more than half a century ago (26 June 1955), it has this to say about the role that people would play in a liberated South Africa: “The people shall govern” and “All people shall be entitled to take part in the administration of the country”. By their very nature, local government are institutions that are vital for ordinary citizens and their livelihoods. As such, the perception of “people shall govern” finds a legitimate countenance.

As South Africa embarks on the fifth era of local government (“The August House”) and continues with the campaign to transform society, it is imperative that it breathes life in a practical and tangible manner. Such an imperative was proclaimed almost 22 years ago by the democratic government and accentuated by the RSA Constitution, 1996 as well as additional pieces of democratic regulation or laws in order to better the lives of poor or disadvantaged communities.

The RSA Constitution, 1996, as well as its supplementary legislations equally to the Local Government: Municipal Structures Act of 1998, Act 117 of 1998 (MSA 1998) and the Local Government: Municipal Systems Act of 2000, Act 32 of 2000 (MSA 2000), ensures a legal framework for participatory form of governance. Section 152(1) of the RSA Constitution, 1996 spaces the responsibility on local government to inspire public participation on matters of local government. After the establishment of the RSA Constitution, 1996, local government was confronted by variety of structural-change difficulties that actively encouraged communities or community organisations to involve themselves in matters of local governance. Section 152 (c) and (e) of the RSA Constitution, 1996 emphasise the following:

- “Democratic government that is accountable to local communities, and
- Involvement of communities and community organisations encouraged on matters of local government”.

It is also evident from the Joburg 2040 Growth and Development Strategy (2011:82-83) that good governance is one of the fundamental principles, and is contained in the RSA Constitution, 1996. The RSA Constitution, 1996 upholds, amongst many others, “the principles of a democratic government that is responsive to the needs of the community”. Poverty alleviation and development are earned through good governance. Hence, governance underpins the delivery of services and goods by the CoJ. The Joburg 2040 Growth and Development Strategy (2011:100) further states that the search of partnerships and relationships is still a contemporary trend. It is even relevant today. For there to be effective local government, there needs to be stakeholders that are actively participating in formation of partnerships. As evidenced through the Growth and Development Strategy Outreach, taking into account the needs of all the stakeholders irrespective of their status will assist to build a socially inclusive environment and services that matters. Addressing issues of public participation and poverty alleviation involvement and engagement of stakeholders motivates the community to own the intended programmes and focus on positive outcomes.

As contained in the RSA Constitution, 1996, the MSA 1998, ward committees can be set up as effective structures to encourage and improve public participation in matters of local government. Understanding and local knowledge of communities lies with ward committees as they are the key role-players in local governance. This has been attested by the City of Johannesburg Integrated Development Plan Revision (2007/08) that for local communities, local government is mandated through the same City of Johannesburg Integrated Development Plan Revision (2007/08) which is the benchmark for public participation which manifests in community-based organisations. This is where planning and operations of local government become essential. Municipalities are required to ensure service provision to a community that is sustainable and such a community has the responsibility of assisting the municipality as well. The need for direct engagement would mean that there has to be a close working relationship with the local government and all the relevant stakeholders they serve. There should be a promotion of all interventions that are key to development which has a positive impact to sustain poverty alleviation.

According to the RSA Constitution, 1996 the promulgation of the MSA 2000 also emphasises the need for public participation on matter of local government. Being high on the agenda of local government, public participation features throughout the MSA 2000 in Chapter 4. It is noticeable that while public participation is a term used broadly to describe participation by citizens in various aspects of governance, at the local government level the more specific term used is public participation.

This follows a definition of community in the MSA 2000 as “that body of persons comprising (a) the residents of the municipality; (b) the ratepayers of the municipality; (c) any civic organisations and non-governmental private sector or labour organisations or bodies which are involved in local affairs within the municipality; and (d) visitors and other people residing outside the municipality who, because their presence in the municipality make use of services or facilities provided by the municipality, and includes, more specifically, the poor and other disadvantaged sections of such body of persons”. A reading of the MSA 2000, in Chapter 2 points out clearly how the role of public participation is fundamental to local government. It is evident therefore that the community play a significant part in public participation.

The MSA 2000, fairly describes what needs to be done by local government, but the discretion seems to be left to municipalities and yet not having a clear coordinated effort on how public participation has to be guaranteed. There has been a challenge for municipalities with regards to the time lapse stemming from the promulgation of the MSA 2000, where is apparent that the involvement and consultation of community is still in early stages and that local government are generally not adhering to their responsibilities placed on them in terms of legislative prescripts. Put differently, however, there has not been active engagement on the affairs of the municipality by the communities and the tendency has always been getting involved when things have gone wrong. Local government is being administered by various Acts which serve as guideline or framework of service delivery.

In essence, public participation cannot be reduced to the act of complying with the legislation. It is a matter of necessity because it clearly signifies the importance and relevance of public participation in relation to poverty alleviation. Hence, the CoJ believes that what enhances service delivery and planning is active involvement of communities. In the CoJ's experience, public participation makes councillors and officials to be informed on the dynamics of service delivery. Public participation is an extensive city-wide consultative process which is aimed at sourcing inputs or ways of how best the CoJ, together with the community, can work towards making the living standard of people better and sustainable (City of Johannesburg Integrated Development Plan Revision, 2010/11, volume 1).

The reason behind this study is to evaluate the dynamics of public participation and poverty alleviation programmes in the CoJ and how such programmes can address the issue of poverty and public participation as major concerns for local communities in South Africa. In order for the context to be clarified, information sharing is vital and educating society on issues related to poverty alleviation and public participation programmes are also important. This research also aims to establish the intricate relationship between the two public

programmes through the literature review and scientific evaluation in order to confirm, refute and/or justify such possible relationship.

### **1.3 LITERATURE REVIEW**

Bowen (2008:66) affirms what has been argued by Kumi-Kyemere (2008:222) that “the extent of public’ participation may depend on the purposes and goals of the organisation and the kinds of issues it addresses. For example, organisations involved in locality development seem to value community residents’ participation in determining goals and taking civic action to achieve ‘purposive community’ change. Debatably, public participation encourages the community members to partake in decision making and solving their own problems and challenges. Citizen-initiated groups and government-initiated advisory or policy-setting bodies are the two structures that enable public participation. Participation is democratic and requires processes such as payment of taxes, jury duty and military service.

Tokenisms to genuine sharing of power or citizen control are the different degrees or levels of participation. Asserting that ‘public participation is citizen power’ Arnstein (1996:216) depicted participation as an eight-rung ladder, with each rung corresponding to the extent of citizens’ decision-making responsibility or power in determining a desired outcome. Public participation has meanings that differ from individual to individual and include different levels of stakeholder contributions in a continuous community development process, from identification of problem areas, to the development, implementation and management of strategic planning”.

It is important for this study to only focus on public participation and poverty alleviation programmes since this helps to understand the dynamics of participatory relationships. This will be attested by using the view of Moser (1989:79) when confirming how vital public participation is and the manner in which it is widely recognised. Such recognition is legitimate in that it informs the entire process of programmes development. Efficacy of poverty alleviation programmes and public participation should be established and measured in a sustainable manner. Once again an in-depth literature review will be discussed in Chapter Two of this dissertation. Such an exercise should be observed in order to achieve broader socio-economic goals and policy objectives contained in the National Development Plan 2030.

Moser (1989:79) compares and contrasts the “experience of public participation in urban projects which are designed and implemented by a diversity of organisations to be a meaningful whole. They are done by project agencies such as national governments and

non-governmental organisations. What Moser highlights, in this context, the size, type and structure of implementing agencies and how they determine the nature and importance of public participation in development projects in the urban sector. The issue is not to evaluate success and failure, but to identify and analyse some of the fundamental contradictions inherent in the incorporation of public participation in urban projects. What is important to ascertain is how to identify the potential and limitations of public participation in different scales of urban projects. It is appropriate to include public participation as a component in an urban development project, how it should be done, and the likely consequences of its inclusion”.

Monaheng (1995:18) in his review reveals that the purpose was primarily to establish a theoretical and historical basis for the study. The aim was not only to gain a deeper understanding of the issues involved but to do so from a historical perspective. Consequently, Korten's (1980) work highlights the problems surrounding public participation in Lesotho following a historical line, the intention being to understand the present situation in a historical context. On an on-going basis, the literature study was used to throw more light on the issue under investigation and as such served as an aid in the analysis and interpretation of data. The literature study revealed that the learning process approach plays a crucial role as a method of institutionalising public participation. Although other writers further contributed towards a deeper understanding of the methodology of institutionalising participatory development, Korten's study remains a milestone in this field.

The historical perspective of the CoJ on public participation clearly indicates that public participation is viewed in the RSA Constitution, 1996 as a way of engaging the community members as well as improving their living conditions through active participation in development of social and local economic growth. Public participation also assists in improving democratic relations among the community and encouraging cohesion and justice. Eventually public participation bolster democratic consolidation as communities will be transformed from being passive recipients of local government products and be able to express their full scope of socio-economic as well as political rights (City of Johannesburg Integrated Development Plan Revision, 2007/08:32).

Reddy (2008), Nzimakwe (2010), and Ababio (2004) in the undermentioned statement had shown the significance of their contribution in the discourse of public participation in various contexts. In his review (Ababio, 2004:273) states that theory of public participation has many connotations. It could be the correlation between the community and local government and also can mean the extent or degree of influence the locals or the community member have on the decision making and the processes associated with the community. Marginalised

groups such women and youth should be allowed to partake fully in the socio economic issues within the community. This way, public participation will enhance political guides of democracy (Clapper, *in* Bekker 1996:54). According to Freysen (1998:249) “public participation entails the involvement of the community in a wide range of administrative policy-making activities, including the determination of levels of service, budget priorities and other issues that affect the welfare of the community”.

Craythorne (1997:98) is of the opinion that public participation means allowing the community to state in a general way what they consider important on issues of policies. Thus, strategies need be evolved to translate such wishes into reality. DWAF (2001:05) differentiates among five participation levels: “Firstly, **inform**, that is to provide the community with balanced and objective information to enable people to understand the problem, alternatives and solutions. Secondly, **consult**, that involves obtaining feedback on analysis, alternatives and decisions. It also involves acknowledging concerns and providing feedback on how public input has influenced the decision. Thirdly, **involve**, the ultimate aim is to work directly with the community throughout the process to ensure that community issues and concerns are understood and considered at an early stage. Fourthly, **collaborate**, the objective being to involve the community as equal partners on each aspect of decision-making, including the development of alternatives and the identification of the preferred solutions. Fifthly, **empower**, the aim being to place the final decision in the hands of the community”. This will ensure that the decisions taken by the municipal council are easily accepted by the community. Brynard (1996:41) explains “public participation as merely receiving information by the community from authorities about proposed actions and the sharing of power to shape the final decisions. Thus, public participation essentially means allowing as many people as possible to be involved in the decision-making process since the community as customers of local government, are naturally more responsive to the public needs than are government officials” (Du Toit, Van der Waldt, Bayat & Cheminais 1998:124). It is worth noting that there are different types of participation.

According to Reddy (2008:680-681) “public participation is an integral part of local democracy and local governance. Currently, public participation permeates all legislation impacting on local government in South Africa. It enhances individual and group esteem and enables municipal functionaries to understand crucial issues that serve as an impetus for policymaking. The issues are prioritised so that the available resources can be used efficiently and effectively to address community needs. Legislation has been introduced to promote public participation at the local level and the most significant structures in this regard are ward committees”. The civil society is also an integral part of democracy as it affords citizens an opportunity to participate in public life and to check on the exercise of state

power. Public participation is crucial for good governance as it enhances democratic governance that is also responsive to the needs of the public. Citizens can hold the state accountable for its decisions and policies implemented on their behalf. Local governance cannot succeed without public participation and the failure of many projects especially in rustic zones can be ascribed to the lack of involvement. Public participation should be harnessed as it inculcates a feeling of ownership of the programme and more importantly the citizenry will jealously guard it and ensure its sustainability (Reddy, 2008:680-681).

Nzimakwe (2010:503) cites that “public participation can be defined as ‘a process wherein the common amateurs of a community exercise power over decisions related to the general affairs of communities (Brynard, 2004:40). Levy (2007:71) says public engagement, underpinned by access to high quality information, forms an outermost, and possibly the most important, element of a national system of checks and balances. Participation in political decision-making by members of the public, individuals and groups, directly or indirectly through elected political representatives, must be secured. Gildenhuis and Knipe (2000:126) are of the view that the largest possible participation in public decision-making can be secured by the acceptance of the principle that each and every citizen of a country has the democratic right to participate in public decision-making in all those areas that influence his or her life, and this includes almost all activities of government. Furthermore, Pollitt (2007:99) maintains that public participation is the most active form of relationship, where citizens are directly engaged with the decision-making process. This is a two-way process, usually with more scope for influencing the agenda than consultation. In genuine participation, power is shared between the public authority and the participating citizens. Public participation is fundamental in order to sustain democracy and promote good governance. If public participation is widespread, it will help keep the public functionaries accountable to the people, and will prevent politicians from making policies which are damaging to the general welfare of society. Put differently, public participation is crucial to ensure that the ‘voices’ of the people are heard and the needs and wishes of the public are duly acted upon” (Hilliard & Kemp 1999:57).

In terms of policy evaluation, Coning (2008:77-78) in his review “Policy review and the Provincial Growth and Development Strategy in the Western Cape” mentioned that in South Africa, the new political dispensation that came into being after 1994 led to a major policy review and a substantive initiation of new policies. At the time, these policy development initiatives were regarded as ‘policy initiation’ rather than ‘policy review’ owing to the fundamental and drastic policy changes at the time. In this process a new set of challenges has arisen, including holistic governance, policy coherence, integrated service delivery and transversal performance management systems. Following more than twenty-two years of

democratic governance, policy development and mixed experience regarding successful implementation, it is clear that policy review and on-going adjustment to operational practices have become important priorities to ensure that these initiatives actually impact on local development and building a better society.

Hence, the “research findings show that provincial policy review initiatives have been making good progress in institutionalising a policy review system that focuses on developmental priorities, that is participative in nature, and that is supported by transversal monitoring and evaluation systems. Further, Coning’s (2008:77) findings have also shown that an emphasis needs to be placed on improved intergovernmental relations regarding the on-going review and implementation of the PGDS, on capacity building and training in key areas as well as on refining the Medium-Term Expenditure Framework (MTEF) planning to reflect PGDS priorities in departmental plans, and that much still needs to be done to improve integrated service delivery. The findings also showed that provincial government has made a genuine commitment towards developing policy and facilitating reviews in consultative fashion and in partnership with civil society stakeholders. The development of further networks and trust relationships between government and civil society continue to be high on the developmental agenda”.

Cuthill (2001:183) also confirms that “traditional local government community consultation approaches, relying primarily on formal hearings and public meetings, are slowly evolving into a diverse range of interactive methods being used early in the planning and /or decision making sequence. Increasing public demand for greater involvement, which developed through the 1970s, 1980s and 1990s, is testing the ability of all government agencies in Australia to provide opportunities for public participation. It is becoming apparent that the diversity and number of groups wanting to participate in planning and decision-making is escalating. In order to cope with this public demand and increasing legal responsibilities, governments across Australia are looking to put in place policies and processes to facilitate informed community involvement in planning and decision-making”.

According to Williams (2006:197-198) public participation “is the direct involvement/engagement of ordinary people in the affairs of planning, governance, and overall development programmes at local or grassroots level has become an integral part of democratic practice in recent years (see Jayal, 2001). In the case of post-apartheid South Africa, public participation has literally become synonymous with legitimate governance. In this regard, for example, the MSA 1998 Chapter 4, subsections (g) and (h) state, respectively, that the executive mayors annually report on the involvement of community

organisations in the affairs of the municipality and ensure that due regard is given to public views and report on the effect of consultation on the decisions of council (RSA, 1998a).

Yet, it would seem that most public participation exercises in post-apartheid South Africa are largely spectator politics, where ordinary people have mostly become endorsees of pre-designed planning programmes, are often the objects of administrative manipulation and a miracle of reconciliation in the international arena of consensus politics whilst state functionaries of both the pre- and post-apartheid eras ensconce themselves as bureaucratic experts summoned to 'ensure a better life for all'. Consequently, the process, visions and missions of a more equitable society operate merely as promissory notes issued every four years during election campaigns. In the course of this endless rhetoric and multiple platitudes, the very concept of public participation has been largely reduced to a cumbersome ritual; a necessary appendix required by the various laws and policies operating at the local government level.

Informed discussions and rational debates on the merits and demerits of specific planning programmes are literally non-existent, even though 'public participation' features as a key component of planning programmes at the local level. In short, it would seem that the bureaucratic elites of officials and councillors are determined to impose their own truncated version and understanding of 'public participation' on particular communities. This highly atrophied form of 'participation' seems to be working precisely because in the South African version of democracy, the party is everything and the constituency is nothing (except every four years when it is required to vote for a specific party). South Africa has a party-based rather than a constituency-based democracy" (Williams, 2006:197-198). People should understand how public participation processes would impact and improve their standard of living.

Williams (2004: a, b) confirms that "citizens vote for the party and not for specific candidates. Hence, the practice prevails where elected officials can literally 'cross the floor' leaving one party for another without the citizens having much, if any leverage, to stop such floor-crossing. Such a limited form of democracy gives rise to an administered society rather than a democratic society, as the consent for governance is not earned through rigorous policy debates of the advantages and disadvantages of specific social programmes, but political acquiescence is manufactured through the skilful manipulation of a host of think-tanks, self-styled experts, opinion polls and media pundits. Indeed, public participation is often managed by a host of consulting agencies on behalf of pre-designed, party-directed planning programmes and is quite clearly not fostered to empower local communities".

The concept of *Poverty* is being taken as the “inability to attain a minimum standard of living, and as a material condition as well as a power relationship. In the Tanzanian context, absolute poverty referring to that section of the population whose income or expenditure is not sufficient to ensure the acquiring of the basic necessities of life, and relative poverty as that section of the population with the lowest income in relation to the national income” (Banturaki 2000:11). Banturaki further explains the People Participation Programme (PPP) as a programme where the poorest sections of the society are identified and they are, through education and participation, encouraged to plan, implement and evaluate their own development projects. Thus, through the project, ordinary poor people come to organise themselves around income generating activities of their own interest and in small groupings.

According to Wohlmuth et al. (2009:53-54) confirms that poverty is the lack of basic resources within a specified retro. Indicators to be used to measure poverty are being debated by many researchers. The welfarist approach (based on physical assets the individual has) and the non-welfarist approach (based on social assets and societal perception) are the two main approaches to defining well-being. In addition, the aforementioned approaches can be differentiated based on living standards, privileges, chances and competences of people. The welfarist approach is normally utilised by economists in relation to good consumption and services whereas non-welfarist approach is normally used in social image, opportunities, rights and individual capabilities. Furthermore, lack of consumption opportunities for the poor impacts negatively on paid job opportunities and self-employment. As a result these job opportunities will have a positive impact on poverty reduction.

Looking at the deductions made above is that Moser (1989:79) reviews the importance of understanding public participation theoretically and in relation to the intended beneficiaries and relevant stakeholders can, and do, play in the entire process of projects development. But Monaheng (1995:18) in his review revealed that the purpose of the review was primarily to establish a theoretical and historical basis for the study. The aim was not only to gain a deeper understanding of the issues’ involvement, but to do so from a historical perspective. The investigation into the problems surrounding public participation in Lesotho also followed a historical line, the intention being to understand the present situation in a historical context.

Banturaki (2000:11) reviews that poverty is being taken as the incapability to achieve a least standard of living, substantial condition and a supremacy connection. It is confirmed from the above discussion that it is important for this study to only focus on community participation and poverty programmes and projects since this helps to understand the dynamics of

participatory relationships. The study further seeks to find ways on the problem statement on how best public participation can be understood in relation to poverty programmes.

#### **1.4 PROBLEM STATEMENT**

This research is located in the realm of the local government sphere in relation to poverty alleviation and public participation programmes in the CoJ. Specific focus is directed at **examining the role, nature, efficiency and effectiveness (efficacy) of the CoJ's poverty alleviation and public participation programmes**. This primary research objective aims to assess the above stated variables in relation to the establishment and implementation of poverty alleviation and public participation programmes in the CoJ. This assessment is conducted with the aim to establish an understanding of how poverty alleviation and public participation programmes (*unit of analysis*) in the CoJ follow a top-down or upward establishment and implementation approach or whether it is a combination of both approaches.

The researcher is of a view that in most instances programmes of poverty alleviation and public participation should not be regarded as a once-off or periodical event. The motive advanced by the researcher is that both programmes promote social and economic development goals and objectives that have an impact to living standards of poor communities in the CoJ. Through public participation processes such as *Imbizos*, local municipalities such as the CoJ should establish and implement efficient and effective ways of informing the communities and specific stakeholders in particular about public services and/or public benefits that are available in the local government sphere. Such a cardinal governance responsibility is observed in order to assist the community to fight poverty and sustain acceptable living standards. Therefore, basic human needs such as shelter, food security, provision of other public basic services and goods should be promoted. To achieve this goal, adequate resources such as public funds must be provided and opportunities to redress the imbalances of past socio-economic realities established. Failure to achieve the above mentioned goals will result in more public riots and protests in most South African communities in relation to local government service delivery. Hence, the evaluation of poverty alleviation and public participation programmes in the CoJ should be closely examined in order to address the needs of the poor or disadvantaged communities through public participation as per the researcher's view.

The CoJ has established various programmes or interventions that sought to address the above stated goals since 2004 resulting in the following policy interventions which were established and implemented, namely: Indigent Social Burial Programme 2015, Public Works

Programme (EPWP) 2004, Support Package Programme for Children with Disabilities 2008, Youth Development Programme 2005, Elderly or Older Person Programme 2008, Women's Programme 2004, Child Headed Household Support Programme 2008, Food Resilience Programme 2012, and Early Childhood Development Programme. What, then, are public participation and poverty alleviation programmes in the CoJ and how unique are they in relation to any other public programmes? This question and the research questions below will be answered in this research dissertation.

#### **1.4.1 Research questions**

- i) How are the structures and measures that are put in place to bolster public participation and poverty alleviation programmes in the CoJ established and implemented?
- ii) When do stakeholders in the implementation of poverty alleviation programmes and public participation processes exercise their influence in the governance matters of the CoJ?
- iii) What is the relationship between public participation and poverty alleviation programmes in relation to the CoJ's governance mandate, and how do both programmes influence each other?
- iv) What are the significant successes and failures achieved by the CoJ's poverty alleviation and public participation programmes as established and implemented by the functioning of the regional coordinators committees of the CoJ?
- v) What challenges are regional coordinators committees of the CoJ faced with in relation to the CoJ's poverty alleviation and public participation programmes?

The research questions on evaluating public participation programmes in poverty alleviation in the CoJ need to lead the study to the objectives.

#### **1.4.2 Aims of the study**

Primary objectives are as follows:

- i) To evaluate public participation and poverty alleviation programmes in the CoJ.
- ii) To establish an understanding of poverty alleviation and public participation programmes as established and implemented in the CoJ.
- iii) To investigate the intricate relationship between public participation and poverty alleviation programmes in relation to the CoJ.
- iv) To determine interventions that are established and implemented to address public participation and poverty alleviation programmes in the CoJ.
- v) To identify all public structures and stakeholders involved in the public participation and poverty alleviation programmes in the CoJ.

- vi) To determine the significant successes and failures achieved by the CoJ's poverty alleviation and public participation programmes established and implemented by the functioning of regional coordinators' committees.

The above mentioned objectives can be achieved by looking at the relationship process, where the communities express their views on issues pertaining to community participation and poverty amongst the poor, disadvantaged communities. The structures of the communities should be contained in the considered programmes. This also includes government commitment to address the issues in a desired manner. The programmes that are identified should realise the goal of alleviating poverty and as well as the coordination and execution of needs identified, and how that is realised.

Hence, conceptualisation of the study will be vital for the researcher to indicate the meaning of each concept.

## 1.5 CONCEPTUALISATION

This section defines concepts that are central to the study, namely; public participation, poverty alleviation, and programmes in poverty alleviation.

- **Public participation**

In his review, (Ababio, 2004:273) states that the theory of public participation has many connotations. It could be the correlation between the community and local government and also can mean the extent or degree of influence the locals or the community member have on the decision making and the processes associated with the community. Marginalised groups such women and youth should be allowed to partake fully in the socio economic issues within the community. This way, public participation will enhance political guides of democracy (Clapper, *in* Bekker, 1996:54). Freysen (1998:249) posits that “public participation entails the involvement of the community in a wide range of administrative policy-making activities, including the determination of levels of service, budget priorities and other issues that affect the welfare of the community. Craythorne (1997:98) is of the opinion that public participation means allowing the community, if it wishes, to state in a general way what it considers some important issues or policies”. Thus strategies need be evolved to translate such wishes into reality.

DWAF (2001:05) differentiates among five levels of participation: Firstly, **inform**, by affording the community with balanced and objective information that will enable them to be in a

position to solve any problems and have alternatives solutions. Secondly, **consult**, by providing feedback on matters that have been analysed, and provide alternatives on decisions taken. Thus “involves acknowledging concerns and providing feedback on how public input has influenced the decision. Thirdly, **involve**, by working directly with the community throughout all the processes to ensure that community issues and concerns are understood and considered at an early stage is crucial. Fourthly, **collaborate**, critical is to involve the community as equal partners on each aspect of decision-making, including the alternatives on any developments and the identification of the preferred solutions. Fifthly, **empower**, by placing the final decision in the hands of the community creates a platform of ownership of programmes. Consequently this will ensure that the decisions taken by the local government are easily accepted by the community. Brynard (1996:41) explains public participation as a process of receiving of the information by the community from the local government in relation to the proposed actions and the sharing of power to shape the final decisions. Furthermore, public participation is ensuring that all relevant stakeholders are involved as mentioned in the statement above in the decision-making processes and local government becomes more responsive to the public needs” (Du Toit, Van der Walddt, Bayat & Cheminais 1998:124).

According to Reddy (2008:680-681) “public participation is an integral part of local democracy and local governance. Currently, public participation permeates all legislation impacting on local government in South Africa. It enhances individual and group esteem and enables municipal functionaries to understand crucial issues that serve as an impetus for policy-making. The issues are prioritised so that the available resources can be used efficiently and effectively to address community needs”. Against this background, Chapter Four of this dissertation will put these above-mentioned variables to test in order to evaluate the two mentioned public programmes in relation to CoJ. Regulation has been presented to endorse public participation at the local government and the ward committees are the most important structures.

The civil society is also an integral part of democracy as it affords citizens an opportunity to participate in public life and to check on the exercise of state power. Public participation is crucial for good public governance as it enhances democratic government that is responsive to the community needs. Citizens can hold the state accountable for its decisions and policies implemented on their behalf. Local governance cannot succeed without public participation and the failure of many projects, especially in rustic zones, can be ascribed to the lack of involvement. Public participation should be harnessed as it inculcates a feeling of ownership of the project, and more importantly, the citizenry will jealously guard it and ensure its sustainability.

- **Poverty Alleviation**

According to Wohlmuth et al. (2009:53-54) confirms that poverty is the lack of basic resources within a specified period. Indicators to be used to measure poverty are being debated by many researchers. The welfarist approach (based on physical assets the individual has) and the non-welfarist approach (based on social assets and societal perception) are the two main approaches to defining well-being. In addition, the aforementioned approaches can be differentiated based on living standards, privileges, chances and competences of people. The welfarist approach is normally used by economist in relation to good consumption and services whereas non-welfarist approach is normally used in social image, opportunities, rights and individual capabilities. Furthermore, lack of consumption opportunities for the poor impacts negatively on paid job opportunities and self-employment. As a result these job opportunities will have a constructive influence on alleviation of poverty.

- **Programmes on poverty alleviation**

According to Bowen (2008:67) anti-poverty policies and programmes are recognised as essential components of public participation including poor people as principle stakeholders. Naparstek and Dooley (1997:82) are of a view that in order to alleviate poverty, community building approach can assist in creating a conducive neighbourhood environment that reduce scourge of poverty. Encouraging full participation of deprived and susceptible valuations, strategy, operation, monitoring and evaluation of anti-poverty programmes at national and sub-national level are urged by UNESCO. Citizens are urged to partake in programmes that alleviate poverty as per the United Nations Development Programme (UNDP, 2000). Projects that alleviate poverty are introduced at the grass root level encourage strong cohesion and commitment. As a result, new practices and services are adopted leading to sustainability and resilience. Poverty is still a major concern in relation to political steadiness, social solidity and inclusion, and welfare for the majority of society in Africa. In order to reduce poverty people should partake in directive participatory programmes.

## **1.6 RESEARCH METHODOLOGY**

The study takes a qualitative approach (focusing on content analysis) in that it aims to understand the discourse (role and nature) of public participation with a specific focus on poverty programmes. The qualitative paradigm yields to six characteristics which have to be taken into consideration, namely, studying a phenomenon in its own social setting, aims to gain an in-depth understanding about the phenomena being studied, an emphasis on the

process and sequence of the phenomena to be considered (Sarantakos 2005:36-37), using grounded theory to ensure that the studied concept is open, an interpretation to be provided by exposing the meaningfulness of the phenomena, and lastly, integrity is crucial in interpretation of the aspect studied.

Kgadima (2009:7) that argued qualitative approach focuses on the individual perception and describing own world in relation to social interactions social interaction. In addition, Monaheng (1995:19) confirms that a qualitative research focuses on the meaning, not the regularity of socially occurring phenomena. Because social a phenomenon cannot be understood outside the context in which it occurs, fieldwork plays a crucial role in qualitative research. It enables the researcher to gain deeper insight into his or her subject matter by experiencing, first hand, the social situation surrounding it. To permit the flexibility necessary for dealing with the complexity and fluidity of social situations, instruments and procedures used to collect data are not standardised.

The study will conduct a textual analysis of documents like reports, minutes, brochures and so forth. The aim of such as an analysis is to gain insight on what public participation is and what are its methods of operation. In particular, the approach on public participation and poverty programmes will be the main themes examined in the study. In addition, textual analysis, semi-structured interviews will be conducted among selected stakeholders. These include ward councillors, ward residents, members of the community, and local government officials. This is important to get primary data in which stakeholders will provide their own experiences, opinions and perceptions about public participation.

Lastly, an observation will be done in public participation events. This will be done across various events taking place. Such an observation is important to see how public participation functions and in what ways activities in the events are meaningful. The method relevant to this study is a case study. A case study is the study of events processes and experiences to make sense of the social setting. A case study can be an event, social relationship, activity or any other specific phenomenon. The case study focuses on public participation and its role and function. This means, public participation will be examined in relation to programmes that alleviate poverty in the CoJ.

### **1.6.1 Sampling method**

This research will adopt a stratified random sampling technique. The target group to be interviewed consists of one director, two deputy directors, seven regional coordinators/managers and two cooperatives representing the client base of the Social

Development Department in the CoJ. These cooperatives will be selected randomly from the list of the stakeholder database of the same department. A questionnaire will be used based on open-ended and closed questions in engaging and soliciting information from the seven regional coordinators/managers. In relation to the one director and two deputy directors both the questionnaire-based and one-on-one interviews (impromptu) will be conducted. Below is a summary of the tabled interview structure:

Target or subject group	Sampling method
One X director	Questionnaire-based and impromptu interviews
Two X deputy directors	Questionnaire-based and impromptu interviews
Seven X regional coordinators/managers	Questionnaire-based interviews
Two X co-operatives	Questionnaire-based interviews
Total = 12 structured interviews and three impromptu interviews.	

Ethical guidelines and requirements will be observed and respected by the researcher. Permission has already been sought by the researcher to the relevant authorities in the same department. Noteworthy, is the fact that the researcher works in the same department, making it easy to seek and receive a favourable response in relation to gaining access to various documents related to the research. However, there are notable limitations to the study which the researcher must deal with. These limitations are outlined below.

**1.7 LIMITATIONS OF THE STUDY**

The study is concerned with public participation. Public participation cannot be studied in its entirety to draw meaningful conclusions for this study. So, the focus is on the CoJ public participation process but the study is solely limited to two programmes of the CoJ namely, community participation and poverty programmes.

The reason for the study is to focus on community participation and poverty alleviation programmes because there are many programmes. The CoJ has programmes like the *Indigent Social Burial Programme 2015, Public Works Programme (EPWP) 2004, Support Package Programme for Children with Disabilities 2008, Youth Development Programme 2005, Elderly or Older Person Programme 2008, Women’s Programme 2004, Child-Headed Household Support Programme 2008, Early Childhood Development Programme 2008,* and the *Food Resilience Programme 2012,* that seek to address the alleviation of poverty in the poor communities. Since public participation is a range of an extensive City-wide consultative

process aimed at sourcing inputs or ways of how best the CoJ together with the community can work towards making the living standard of people better and sustainable, it is therefore important for this study to only focus on community participation and poverty programmes as this will help scholars and practitioners to understand the dynamics of stakeholder (community) relationships.

Outlining of the chapters is also vital for the researcher in order not to lose focus of each chapter.

## **1.8 OUTLINE OF CHAPTERS**

**Chapter One** of the study is the general introduction. This includes the background, reviewing of relevant literature, main problem which the study addresses, research questions that should be formulated when evaluating public participation programmes in poverty alleviation in the CoJ, indicating clearly the objectives of the study that was researched, clarifying the meaning of the concepts that are central to the study which are public participation and/in poverty alleviation programmes, and identifying and utilising the research methods that the researcher has adopted. In addition, the chapter clearly indicates the study's limitations and proposed chapters.

**Chapter Two** will focus on reviewing of the relevant literature which will be evident from the examination of historical and contemporary literature on the two concepts, namely, public participation programmes and alleviation of poverty. The examination of public participation programmes in poverty alleviation is vital for having an in-depth knowledge from the various perspectives essence of these two concepts.

**Chapter Three** discusses the conceptual and theoretical framework of the study. The researcher utilised the Public Deliberative Democratic Theory and the Public Transaction Theory to explain and analyse public participation within the realm of public participation programmes in poverty alleviation in the CoJ. Both theories hold the common assumption that the governing public officials must exercise the principles of inclusivity, equality, transparency, trustworthiness, credibility, and accountability in their public dealings with the governed members of their immediate socio-political communities. The researcher holds the view that the two theories are better suited instruments of analysis in this study. Motivated by the ability of both theories to identify the actors (government - CoJ) and the governed (residents and civil society organisation in the CoJ), the requirements and expectations of public administration and political behaviour and the demands of democratic rule and administration, are founded on the above-mentioned principles.

**Chapter Four** seeks to place the public participation and poverty alleviation programmes within the South African public administrative and political landscape in relation to the CoJ. Specifically, this chapter will first examine the Reconstruction and Development Policy, looking at its origins, its trajectory and its mission. This chapter will further examine the Growth, Employment and Redistribution policy (GEAR) with emphasis on the extent to which this policy provides continuity or discontinuity to the trajectory set by the RDP policy. This will ascertain whether the change of policy from RDP to GEAR has implications on alleviation of poverty as well as public participation. The chapter will also examine alleviation of poverty programmes and public participation within the context of the New Growth Path policy (NGP) and New Development Plan (NDP) (2030).

**Chapter Five** will focus on the data analysis from the interviews conducted. The researcher with the help of the Department of Statistics at Potchefstroom campus in North West University will be analysing data using Statistical Package for the Social Sciences. The results will be presented in a form of graphs and tables where necessary, supported by commentary in respect of the findings observed. Such findings will be related to the body of literature considered in this study. Theoretical assumptions will be utilised to reflect, refute, justify and/or correlate the actual findings from the interviews conducted in the study.

**In Chapter Six** a summary of findings, recommendations and conclusion will be released, which may encourage public participation programmes in poverty alleviation within the CoJ community. Other programmes may be suggested which may emanate from this study.

## **1.9 ETHICAL CONSIDERATION**

Ethical guidelines and requirements will be observed and respected by the researcher. Permission has already been sought by the researcher to the relevant authorities in the same department. Noteworthy, is the fact that the researcher works in the same department, making it easy to seek and receive a favourable response in relation to gaining access to various documents related to the research. However, there are notable limitations to the study which the researcher must deal with. These limitations are outlined below.

## **1.10 CONCLUSION**

In conclusion, the chapter can emphasise from the discussions made above in this study of evaluating public participation and poverty alleviation programmes, in particular to the CoJ, is that according to the RSA Constitution, 1996 and subsidiary legislation as the MSA 1998, and the MSA 2000, there exists a strong legal framework for participatory and cooperative

democracy in the local government sphere. Section 152 (1) of the RSA Constitution, 1996 puts an responsibility on local government to inspire the communities to partake on local government matters with an emphasis on an active engagement of citizens, and to facilitate their participation and enhance responsiveness by incorporating public participation in local decision making for public service delivery improvement. The lack of public service delivery sometimes results in violent public protests.

The reason behind this study is to evaluate the dynamics of public participation and poverty alleviation programmes within the CoJ and how such programmes can address the issue of poverty and public participation as major concerns for local communities in South Africa. In order for the context to be clarified, information sharing is vital and educating society on issues related to poverty alleviation and public participation programmes is also important. This research also aims to establish the intricate relationship between the two public programmes through a literature review and a scientific evaluation in order to confirm, refute and/or justify such possible relationship. The primary research objective aims to assess the variables (**examining the role, nature, efficiency and effectiveness (efficacy) of the CoJ's poverty alleviation and public participation programmes**) in relation to the establishment and implementation of poverty alleviation and public participation programmes in the CoJ.

The research question as stated regarding the study above on evaluating the public participation and programmes that alleviate poverty within the CoJ lead the dissertation to the objectives. The study's primary objectives are also outlined as stated above. Conceptualisation of the study will be vital for the researcher to indicate the meaning of each concept (public participation, poverty alleviation, and programmes in poverty alleviation). The study takes a qualitative bend (focusing on content analysis) in that it aims to understand the discourse (role and nature) of public participation with specific focus on poverty programmes, and will adopt a stratified random sampling technique. Furthermore, the study is concerned with public participation. Public participation cannot be studied in it's entirely to draw meaningful conclusions for this study. So, the focus is on CoJ public participation but the study is solely limited to two programmes of the CoJ namely, public participation and poverty programmes. The outlining of the chapters as stated on the study above (**Chapter One: general introduction, Chapter Two: literature review, Chapter Three: conceptual and theoretical framework, Chapter Four: public participation and poverty alleviation programmes in CoJ, Chapter Five: data analysis, and Chapter Six: conclusions drawn on findings and recommendation of the study**) is also vital for the researcher in order not to lose the focus of each chapter. So, the above discussions will result in conclusions based on the findings of the study and possible recommendations will be made, which may

encourage and support public participation programmes in poverty alleviation within the CoJ community. Other programmes may be suggested which may emanate from this dissertation.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 INTRODUCTION**

The chapter provides the conceptual understanding in evaluating public participation programmes and poverty alleviation within the City of Johannesburg municipality (hereafter referred to as CoJ). This is evident from the examination of previous and contemporary literature on the two concepts, namely, public participation as well as poverty alleviation. The examination of public participation programmes and poverty alleviation is vital in order to get a deeper understanding from various perspectives, the essence of these two concepts.

Furthermore, the features or characteristics, assumptions, relevance of the concepts, strengths and weaknesses should be demonstrated through this examination of the available literature. This is vital simply because this examination will shed light on public participation programmes in poverty alleviation in the CoJ.

#### **2.2 PUBLIC PARTICIPATION IN LOCAL GOVERNMENT**

According to Joburg Human Development Strategy (2005:62), “there is a suite of five laws that underpin the work of local government. These are the RSA Constitution, 1996, MSA 1998, MSA 2000, MFMA 2003 and the MPRA 2004. The combined reading of the RSA Constitution, 1996 and Local Government Statutory requirements necessitates that the City of Johannesburg meets the following socio-economic obligations articulated in the Constitution:

- (i) To fight poverty directly through municipal service provision.
- (ii) To facilitate the conditions required for local social and economic development.
- (iii) To serve local communities through participation and non-discrimination.
- (iv) To promote a safe and healthy environment”.

“Meeting the obligations of the state under Section 26 & 27 of the RSA Constitution, 1996 requires a fundamental paradigm shift for municipalities. It compels them to think beyond infrastructure to their right-based and developmental duties which are social and economic. Chapters 2 and 4 of the MSA 2000 have left no doubt as to the legal state obligations placed on municipalities to involve the community in municipal affairs”. However, to enable the municipality to effectively carry out its mandate it’s critical firstly to define public participation

so that all actions can be focused on making the participatory process meaningful. “Public participation refers to a range of activities that members of a community can undertake to assist in planning and/or implementing programmes” (Community Participation Framework 2008:30-31). Furthermore, it refers to the “extent to which stakeholders can influence development by contributing to the project design, influencing public choices, and holding public institutions accountable for the goods and services they are bound to provide. It is a process that involves participation of communities in programmes design and implementation as well as participation in the opportunities created by the programmes”, and this is what has been confirmed by the Community Participation Framework (2008:30-31).

Participation from a municipal perspective comprises analysis of strategies relating to interested parties, implementing participation mechanisms and procedures, assessing budget, handling expectations and providing appropriate feedback and follow-up of resolutions taken. This aspect of participation falls clearly within the domain of the municipality as is evident from Chapter 4 of the MSA 2000.

Community Participation Framework (2008:31) also confirms that public participation can therefore be said to encompass three interrelated elements, which are:

- (i) “An open, transparent and accountable local government, involving the community in activities and decision-making processes.
- (ii) A consistent and persistent flow of information from the municipality to the community and vice versa.
- (iii) Efficient ways of informing the community (in general) as specific stakeholders in particular with regard to their roles and responsibilities to participate as equal partners”.

Furthermore, it states that successful public participation depends on good communication to keep the general public informed about issues and services. It is critical to communicate information about what local government is and what it does for the community and to obtain feedback and ideas about concerns and needs of the community, while engaging specific stakeholders in decisions about community direction and improvement. Phago and Hanyane (2007:94) characterised public participation as a two way transfer of valuable knowledge between the government and the community. The valuable knowledge provided by the community pertains the needs and aspiration and the government implement the agreed upon decisions. This shows that public participation is a two-way process, it is not about one actor, is between the community and the local government. Society is not realised as recipients but as dynamic members. Draft Policy Framework by Department of Provincial and

Local Government acknowledges public participation as the process that will hold government accountable for public service delivery in a democratic manner (DPLG 2005:5).

Meyer and Theron (2000:4) define public participation as “an essential part of human growth that is the development of self-confidence, pride, initiative, responsibility, and cooperation. Without such a development within the people themselves all efforts to alleviate poverty will be immensely more difficult, if not impossible. This process, whereby people learn to take charge of their own lives and solve their own problems, is the essence of development”. According to Moser (1989:79) “the importance of understanding public participation is now widely recognised, both conceptually and practically. In terms of the role that intended beneficiaries and local community organisations can and do play in the design, implementation and management of development programmes or projects came as a result of public participation. An extensive, if not overwhelming literature exists, which defines, surveys and analyses the experiences of public participation in a diversity of programmes or projects, in different sectors in developing countries. Such a body of literature is cited as a review paper for the Economic Development Institute at the World Bank, and included in *Readings in Community Participation: Papers presented at an International Workshop* (Washington, D.C. EDI, 1987)” Moser (1989:79) confirmed.

The importance of understanding public participation in its entirety is the role that it plays on stakeholders in relation to design, implementation and management of development programmes or projects in order for local government to deliver necessary services to the community it serve. In addition to the above, Mubangizi (2007:9) amplifies Moser when stating that “the call to promote popular participation in development programmes is echoed by international declarations and charters. Apart from the 1989 Manila Declaration on People’s Participation and Sustainable Development noted, The African Charter for Popular Participation in Development and Transformation (1990) as well as The United Nations Agenda 21 of 1992 both point to the importance of popular participation in shaping national and community development policies and programmes”.

Bearing in mind the previous points, it can be asserted that any country which has social development high on its national agenda, would in many respects attempt to incorporate popular participation in the development programmes implementation. As a result, South Africa is no exception in particular the CoJ. Public participation is high on the agenda of South Africa, and this shows that it has not been neglected. Public participation programmes should be continuously executed to address socio-economic challenges.

Fundamental to the discussion above, it is still prominent even after some years when Ile (2008:114) extended the view by stating that the efficiency and effectiveness of public participation in a given community has an impact on the capability, or lack thereof, of the community in meeting their developmental objectives. This has been attested by the current conflict in the Niger Delta region in Nigeria between communities, government as well as oil companies which suggests high levels of distrust among key community development role players. It further reveals a dire need to analyse the efficacy of the current community-state participation processes and structures with a view to determining how this developmental challenge can be resolved. This explains the service delivery protests which are happening in contagiously effective manner, for example, Thembelihle residents protest for infrastructure services, and while Orange Farm protest for water and electricity. This does not suggest that they are happening on a permanent basis, but they are periodically.

Furthermore, this has left no doubt that for the efficacy of the public participation programmes and projects to bear required fruits, it is important to value public participation processes in the local government for sustainability of socio-economic programmes. This is also supported by the City of Johannesburg Integrated Development Plan Revision (2007/08:32) when stating that the historical perspective of the CoJ clearly cites that public participation as envisaged in the RSA Constitution, 1996 ensures that the following take place:

- (i) Community members are active participants in development.
- (ii) Comments find expression on the ground in their local communities and through this compact between communities and their elected representatives.
- (iii) Public investments show substantial returns through neighbourhood consolidation.
- (iv) Improved social cohesion and growth through local economic development.

However, the process of public participation will bolster democratic consolidation as communities will transform from being passive recipients of government products to expressing the full scope of their socio-economic and political rights. The above compliment cannot take place in isolation because in his view (Ababio, 2004:273) states that the theory of public participation has many connotations. It could be the correlation between the community and local government and also can mean the extent or degree of influence the locals or the community member have on the decision making and the processes associated with the community. Marginalised groups such women and youth should be allowed to partake fully in the socio economic issues within the community. This way, public participation will enhance political guides of democracy (Clapper, *in* Bekker 1996:54).

The RSA Constitution, 1996, and the Legislative Framework for Local Government, makes it an indispensable obligation on the part of municipalities to actively engage citizens, facilitate their participation and enhance responsiveness by incorporating public participation in local decision-making for service improvement. This is also attested further by the Joburg 2040 Growth and Development Strategy (2011:3) that “the Growth and Development Strategy outreach process is the first step in creating a City that inspires. The CoJ have made a commitment to the citizens of Johannesburg that, the City, will not treat citizens as passive recipients of government services, but rather as active agents in shaping their own future. Creating spaces for conversation is the duty of the CoJ as a developmental local government municipality, to collectively seek to tackle the immense changes and opportunities that lie ahead”.

Mubangizi (2007:6) argues that the people-centred vision of development is also called another development in that it looks beyond the state and the market to focus on communities themselves; as such communities determine their development path. Korten (1990), an advocate of people-centred development defines it as “a process by which the members of a society increase their personal and institutional capacities to mobilise and manage resources to produce sustainable and justly distributed improvements in their quality of life consistent with their aspirations”. This view considers development as one which should be needs-based and geared towards meeting physical and non-physical human needs. It should not only be “endogenous, stemming from the heart of each society but also self-reliant and based on local strengths and resources”. Effectively, such a vision of development advocates a community oriented model of service provision, greater public participation in planning and delivery of basic services.

Maphunye and Mafunisa (2008:463) reveal that public participation cannot be fully defined in single statement. Public participation in singular statement is a vague all-encompassing theory for a novel style of interventions in development planning. The researcher can allude that this means public participation should not be imposed to people. Rather, cooperation between CoJ and people needs to be at the epicentre. The significance of this explanation is that it comes in the aftermath of the past tendencies by planners and development experts of imposing plans and solutions on local communities. They fail to take into consideration that the dynamics in which their programmes are directed undergo rapid change. Such solutions were usually developed away from such communities and therefore would often be rejected whenever they were to be implemented. Hence it is also critical to examine outcome as a component in municipal performance management systems.

## **2.2.1 Examining Outcome as a component in Municipal Performance Management Systems**

Asmah-Andoh (2011:124) advocates that traditionally, the systems model regards demands for better municipal services and support from communities as constituting inputs. The process refers to the political process of allocating resources to various municipal departments and other service providers to accomplish the social, economic, and political goals desired by the public. Output from the process includes decisions and services provided by the municipal, and this generates feedback information, as further input into the system. To the components of the traditional systems model is added 'outcome' or 'impact' an important measurement of municipal services performance today. Outcome is used here to refer to the condition of well-being experienced by communities from municipal programmes.

The systems model acknowledges the vital inter-linkages between the functions of municipal government and administration, as well as the communities, in the input-processing-output-impact and feedback continuum. The linkages describe the outcomes, as flowing from the outputs of municipal activities. The feedback loop shows how information on outcomes gets into the system as inputs. The systems module, therefore, shows how the various processes of the municipality performance system can be evaluated: how the municipality receives and processes demands, how outputs of programmes can be managed, and those outcomes emanate from the outputs. It is furthermore cited by Asmah-Andoh (2011:122) that community cynicism about municipal performance could also mean that what matters to the community is not only better programme management, but better outcomes. It may be inferred that an approach which assesses the comprehensiveness of performance to include programme outcome is needed to provide the basis for understanding community perceptions. The legislation and policy context create a framework within which public participation in local government takes place.

According to Armstrong (1995:429), in order to get better results from any institution or group of people working on a predefined framework requires performance management. Cardy and Dobbins (1994:2) also, explains performance management as a systematic process that measures the competency levels of the employees and then aim to develop lacking skills. Performance management differs from performance management system. A Performance Management System (PMS) includes "performance planning and agreement, performance monitoring, review and control, performance appraisal and moderating and managing the outcomes of appraisal", from a policy framework point of view (Simeka Management

Consulting, 2004:12). Precisely, performance management system is a guideline on how to set goals and measure accomplishments.

Performance Management System studies focuses on different dimensions and also includes productivity and performance management in ensuring improved public service delivery. Due to intangible results, it is therefore challenging to measure performance improvement (Van der Waldt, 2004:75). For example, general societal satisfaction that pertain the services provided is not easily measured. Human and other resources should be utilised to their full potential. In relation to the RSA Constitution, 1996, there must be effective performance of administrative functions. PMS emanates from Section 195 of the RSA Constitution, 1996 that provides for the reliable and economic use of resources (human, financial and material) in the public service.

Furthermore, local governmental performance exists in a specific political and social context within which the community are the most important role players. The existence of various communities within a municipality, and differentiated goals, means perceptions on municipal performance could be complex and even multi-dimensional. Participation, therefore, requires systematic engagement and consultation with communities (Malefane 2010:3). Such engagement would provide information on outcomes for different communities, demographic groups and other interest groups. The local government municipality performance should be influenced with the accountability and credibility of the authorities in relation to service delivery.

Vatala (2005:231) argues that service delivery levels and standards are essential components of an effective performance management system, which a municipality must develop and approve in each fiscal year. The municipality should decide and make a choice on service delivery levels and standards and the public should be informed of these. This choice is based on affordability as well as community needs. Long-term viability of providing that service at that level should also be considered when deciding on service levels.

### **2.2.2 Service Delivery Protests and Local Government**

According to Asmah-Andoh (2011:122), service protests and demonstrations manifest community dissatisfaction with the performance of local government. But is it also reported that in some instances officials have been rewarded with outstanding performance in the face of these protests. This implies a possible gap between what local government officials communicate to communities as performance accomplishment, and what citizens perceive as benefits or outcomes of performance. The principle of public participation derives from the

acceptance that municipal programmes are designed to develop the standard of living within the community. Municipal societies are not only the ultimate beneficiaries, but also are the taxpayers and the electorate. As beneficiaries, they also evaluate the performance of the municipal government based on the outcomes of programmes. The question still remains on the extent to which the demonstrations and protests are the lack of clarity about the essence and intended nature of participation.

Ababio (2004:280) posits that it should be expected that the needs and demands of the community are continuously changing and no public institution can meet all these needs and demands if it does not have a flexible administrative system. A service can be considered effective if its unmet needs or desires are kept at a satisfactory level. Effective service encompasses the participation of municipal stakeholders in a "wide range of administrative policy making activities, including the determination of levels of service and budget priorities" (Freysen, 1998:249). Regular consultation with stakeholders must be undertaken to determine and improve productivity. Consultation with the community should opt to be transparent and informative in order for the community to understand all issues to be deliberated and to be effective in the process.

Sekoto and Van Straaten (1999:104) believe that the main objective of a customer-focus approach is to "improve service delivery and it is characterised by consulting users of services, setting service standards, increasing access, ensuring courtesy, providing more useful information, increasing openness and accountability and building partnerships with all the relevant stakeholders in the community". Section B of the White Paper on Local Government (WPLG) (1998:29) encourages municipalities more beyond their traditional role of making their "presence felt in communities by controlling or regulating the actions of the community". Municipalities should provide visionary leadership; encourage community involvement, offer practical support and channel community interests into programmes/projects that assist the entire community. Youth participation as the future municipal ratepayers and consumers should not be undermined.

The Public Service Review Report (1999/2000:41) states that effective service delivery should meet the service levels as determined in the policy objectives set; it must contribute to achieving as society that "wins the war against poverty"; it must lead to effective and efficient services that are affordable; and it must also conform to the value systems of society as set out in the policies and regulations. Based on the above, it can be deduced that effective service is one that provides for the municipal inhabitants' real and justified needs, it meets the acceptable minimum set standards and establishes mutual understanding and a spirit of goodwill within the community.

The ever growing problems that municipalities are facing to improve the delivery of services require ground-breaking methods and systems that deals with the needs of the community. The process of improving and encouraging sustainable municipal services is not only confined to politicians. Municipalities on their own will struggle to provide effective services. Therefore, various measures are available for improving effective public participation. This is also attested by the service delivery protests that are currently taking place in various areas of Mpumalanga (Caroline and Mayflower) where people are protesting to be provided with clean water, have electricity and they also need houses.

Nkuna (2007: 232,235) cites that in terms of Section 195 (1) (a) of the RSA Constitution, 1996, public administration must be development-oriented. This requirement has a direct bearing on service delivery. As provided for in the Transformation of Service Delivery White Paper, the public service will be measured through a single standard. That is its effectiveness in delivering services which meet the basic needs of all South African citizens. Decisions about what services should be delivered need to be improved through public participation. To realise this notion leadership remains the core factor. Leadership may simply mean the process of influencing the activities of a group in efforts toward goal attainment in a given situation (Starling, 1998:358). More than one role player therefore needs to be involved either directly or indirectly. Service Delivery is taking place where people live and in terms of developmental public administration the beneficiaries of such services must be involved. Leadership has to guide service delivery programmes within the policy framework provided. Local authorities should be held liable for poor service delivering as they are remunerated to deliver goods and services to the poor communities as this situation might perpetuate unrest, violent protest and marches around the country.

Furthermore, Starling states that service delivery has become complex as a number of programmes have to run concurrently within the policy framework of public participation to ensure accountability and transparency. Within this framework the constitution principle of developmental public administration is adhered to. This poses various challenges to leaders. Adhering to this principle requires a leader to be engaged in service delivery right from the initiation stage as required in the White Paper on Transforming Public Service Delivery 1997 (WTPSD ) (Batho Pele Principles). The primary purpose in participatory service delivery is about the high standard of services being delivered to the community. Leaders responsible for service delivery need to possess at least some of the traits mentioned above. They will also lead in relation to their source of power. Such leaders will aspire to put the principles of Batho Pele into practice. Applying those principles will require leaders to have effective mechanisms to communicate their wishes to participants through the programme. That will itself make the media to be a core partner in service delivery. In itself it will be creating a

different situation for leaders. In this notion it will also be necessary to consider the situational factors of leadership and ensuring accountability, trustworthy and credibility of municipal authorities.

### **2.2.3 Accountability, Credibility and Trust in Local Government**

Asmah-Andoh (2011:118) further cites that participation is an important response, in an environment where communities display a diminishing trust in municipalities, and are demanding improved performance and greater accountability from municipal authorities. It is even more critical among communities who feel that their concerns will only be heard if they organise angry and sometimes violent protests. Such protests, in situations where municipal authorities report performance achievements in service delivery, point to the need for conceptualisation of performance outcome, and the importance of incorporating a community's perspective in determining strategies for improving local government performance.

The above statement can be attested by the protests that have been seen in various provinces, such as Mpumalanga, where the community were protesting demanding infrastructure services and also in Limpopo, where the shortage of water was a matter of concern. This notion shows that the community do not have trust in the credibility of the work of local government.

The study concurs with what Asmah-Andoh (2011:18) states when highlighting that the credibility of the work of local government can be enhanced and the community, from whom the ends of local government derive, can gain from it if participate in determining performance improvement. Municipalities, therefore, have to find ways to recognise outcomes performance as part of the performance systems and to incorporate communities' perspective for improvement. Citizens are not simply customers of municipal services. Citizens are also owners, co-producers of public services and evaluators of municipalities. The spate of violent protests seems to indicate a gap between communities' conceptualisation of performance as the outcome of programmes, instead of the capability of municipalities to implement programmes, or comply with processes and technical efficiency requirements. Outcome or impact of municipal programme performance is the end result of well-being experienced by communities. Outcome is about the fundamental interests of communities, and provides the basis of a perspective which needs to be incorporated into determining performance improvement.

It is mentioned by Edwards (2008:79) that Kuye, Thornhill and Fourie (2002:193) define accountability as the obligation to answer for the fulfilment of assigned duties within the framework of the authority. Ababio (2007:5) explains accountability "as the answerability for performance and the obligation that political office-bearers and public officials have to give a satisfactory explanation to the public concerning the exercise of authority and resources entrusted to them". Kuye, Thornhill and Fourie (2002:193) argue that accountability emanates from bureaucratic, legal, financial, political and ethical responsibility and should include all dimensions. From the above it is thus evident that "accountability refers to the obligation of public officials to report on the usage of public resources and answerability for failing to meet stated performance outcomes". The concepts trust, credibility and accountability form part of the founding ethics of public administration and need to be espoused and practiced by the leadership within the public sector and by all "political office-bearers and public officials". The researcher can argue that sound credibility and accountability of public administrations are prerequisites to and underpin public trust, as keystones of good governance.

According to Kakumba and Nsingo (2008:117), "the doctrine of public accountability is acknowledged as a pivot around which good government rotates. It places a liability and an obligation on public functionaries (elected office bearers and appointed officials) to give satisfactory explanation to the public (tax payers) concerning the exercise of power, authority and resources, which are entrusted to public office bearers ordinarily as a trust from the citizens. Gildenhuis (1997:59) points out the necessity to exert public control over public office bearers to be accountable, otherwise, the danger of government becoming non-representative may arise. Accountability to the public require citizens access to information, transparent procedures, effective consultation and publicity on the side of the government machinery, but this is hardly the case in the local government units. While the citizens can regularly elect their own local leaders into office, these executives remain effectively detached from the electorate once they are in office".

Joburg 2040 Growth and Development Strategy (2011:32) reveals that "pursuing just distributions of benefits, to improve the adaptive and resilient capacities of vulnerable groups and the citizenry of Johannesburg as a whole, is central to resilience and to sustainability. CoJ is obliged to become better at communicating, explaining and informing stakeholders and customers. It must also be willing to accept sanction for poor performance. Accountability, trustworthiness and responsiveness are essential pillars of governance in term of how they relate to delivery. The pursuit of social justice by the CoJ municipality necessitates effective translation of strategy into implementation. Active protection of the rights and interests of socially vulnerable groups alongside the pursuit of mechanisms to

empower them is essential for resilience and sustainable governance. There is, however, also a tension between urban management, enforcement and the protection of rights. Transparent and open accounting, communication, and a clear governance framework should serve to mediate this tension with citizens and the CoJ both acknowledging joint accountability for the city in which they live and work. Local municipalities are mandated to utilise Integrated Development Planning (IDP) as a framework to plan for future development together with the community in their residential areas, as it provides a strategic framework for democratic municipal governance”.

The above statement attests that the accountability becomes endangered when the community leaders cannot easily interact with their community as per the guidance of IDP. This notion is due to the inability of office bearers’ to organise the community, lack of information distribution as well as public incompetence to interact.

#### **2.2.4 Public participation and Integrated Development Planning processes**

According to Maphunye and Mafunisa (2008:461), the Integrated Development Plan (IDP) is “a product of an integrated development planning process. It is the principal strategic planning instrument which guides and informs all planning, budgeting, management and decision making in a municipality. The IDP is also a legally required plan and process for development planning and governance and is arguably one of the foremost flagship plans of the post-apartheid state. The IDP document has a particular time span because essentially, an IDP provides a strategic framework for democratic municipal governance in that it sets out the vision, needs, priorities, goals and strategies of a municipal council to develop the municipality during its five-year term of office. The IDP is a legislative requirement for local government as per the MSA 2000. In terms of legislation, local municipalities are mandated to utilise Integrated Development Planning (IDP) as a framework to plan for future development together with the community in their residential areas”.

The rationale for developing IDPs is that the apartheid spatial and development planning processes resulted in cities and towns in the following state:

- (i) Business and residential areas racially divided;
- (ii) The poor live far from work as well as industrial areas and services;
- (iii) Varied service delivery between the rich and poor areas; and
- (iv) Frequently emerging informal settlements resulting in difficult public service delivery.

The IDP as an instrument to deal with these and other challenges faced by many local municipalities came about as early as 1998 when the WPLG, 1998 specified IDPs as tools of developmental local government (Davids,2005:64). This followed the government's realisation soon after 1994 that there was no synergy, coherence and systematic relationship among its three spheres (in other words national, provincial and local). This undermined development in the sense that there was no relationship between and among key economic and development sectors as would have been expected in a country with the size of the economy such as South Africa's. Ultimately, this could not have enjoyed the legitimacy of the public, democracy and development in general.

It is further emphasised by Vatala (2005:225) that "municipalities in South Africa have become focal points for service delivery, economic development, tourism and infrastructure development, safety and security, job creation, poverty eradication or alleviation and environmental sustainability. These are newly devolved constitutional obligations, which must be implemented if a developmental role is to be achieved. An integrated development plan is the cutting-edge of a developmental municipality in which priorities and key competencies are identified in relation to the availability of financial resources. An integrated development plan is a roadmap that provides sign posts to a particular direction and that direction is the vision of a municipality. It is a living strategic five-year plan of the municipality in which the political direction of the municipality is embedded. It is through the integrated development plan that consultation and participation by communities, councillors, officials, civic society, sector departments and parastatals is deepened.

Deepening of local and democratic participation requires well-developed structures that seek to promote and enhance participation. Consultation and participation are two sides of the same coin, because they are fundamentally based on a meaningful contribution by all stakeholders in which the latter identify the unique priorities, which may differ from one ward to the other. The integrated development plan and the budget are "identical twins" but the first-born is an integrated development plan, which seeks to harmonise all processes taking place in a municipal environment. In this sense everything starts and ends with an integrated plan, that means no service or priority can be funded if it is not included in the plan. Local government municipalities should be guided by the IDP in establishment and implementation of the community based programmes that are intended for developmental of the poor community.

Practical implementation of an integrated development plan finds its support from budget allocation through the financing of various priorities as identified through public engagements. The intention of an integrated development plan is that, when municipal

departments or other entities conduct their planning they must take cognisance of the financial implications in their planning and also the availability of fiscal resources. The revenue base of most municipalities is inelastic and unable to vigorously respond to the service delivery and infrastructure backlogs. This is also evident in the CoJ in relation to the potholes that are being experienced by the motor users which are not serviced accordingly. The question of cooperative government between national, provincial and local government on the basis of equitable share on nationally raised revenue is a case in point.

However, government cannot “press ahead” alone on these immense challenges of service and infrastructure backlogs, the imperative is that bringing local business sectors into service rendering may yield desired results. It must be acknowledged that the business fraternity has been in the industry for some time and that alone qualifies its administrative and fiscal support to the government. It must be added though that cooperation and partnership do not negate the core responsibilities and functions of municipalities. Rather support must be based on mutual benefit”.

Furthermore, it is revealed by Vatala (2005:227) that an Integrated Development Plan is a communication tool that is driven and owned by communities. In this instance it must be drafted in simple and clear language that is understood by ordinary people. Thus an Integrated Development Plan is assumed to be a product of public involvement and other beneficiaries who participated in its draft, review and adoption by the municipal council. The researcher is concurring with the above statement that, it is vital for authorities to ensure that the public participate entirely during the IDP road shows so that they will be in a position to understand how the budget has been allocated, for different services and what essential services have been prioritised.

Reddy (2010:71) argues that an integrated development planning (IDP) highlights local priorities and ensures that available resources are used effectively in service delivery. In terms of the MSA 2000, a process plan for drafting, adopting and reviewing the plan must be developed and the local community has to be consulted before it is adopted. Municipal planning also incorporates national and provincial activities, as it contributes to intergovernmental coordination. As specified in Section 28 and 29 of the latter Act, municipality must report regularly on the implementation of the plan. There is institutionalised participation, with structured engagement and a public forum for discussing service delivery issues. The advantages are alignment of “financial and institutional resources for defined policy objectives and programmes; integration of local activities with other spheres for development planning”; facilitation of engagement between different role players and stakeholders; prioritisation of programmes and resource allocation; the assurance of

environmental sustainability; and a holistic strategy for poverty alleviation. When resources are being allocated, the community wants to be involved and provided an opportunity to contribute to decision making and the implementation of programmes.

### **2.2.5 Decision making in Public participation**

According to Asmah-Andoh (2011:122) participation should be based on flexible access to municipal government structures and the opportunity to contribute to decision-making and the implementation of programmes, and to enhance results to communities. This may not be the case where community groups are politicised or taken over by the elite, even where such groups are given legal recognition. However, the on-going, and often-violent 'service-delivery' protests, which seem to suggest that communities feel that their voices would only be heard if they organise such protests, indicates a growing distrust by communities of the municipalities. Could this imply that these legislative initiatives have made only a limited impact on communities' expectations with regard to participation, or that municipal performance outcome are ineffective or inefficient, as perceived by the communities?

Admittedly, "public participation can be seen as the new development mantra or buzzword which 'got its popularity from a growing recognition of the need to involve stakeholders in development intervention'" Maphunye and Mafunisa (2008:463). "Public participation in the decision-making and policy processes should be understood within the context of democratic theory and the overall analysis of democracy as explained by analysts such as Held (1993:15) states that, within the history of democratic theory lies a deeply rooted conflict about whether democracy should mean some kind of popular power (a form of politics in which citizens are engaged in self-government and self-regulation) or an aid to decision-making (a means of conferring authority on those periodically voted into office)".

The researcher's view from the statement above is that, "such issues lay the fundamental basis of public participation in policy and decision-making, especially on the African continent where citizens are still grappling with Western-derived notions of citizenship and democracy. Such notions of citizenship and democracy also affect the nature and extent of public participation in a society. Furthermore, it is important to highlight the advantages of involving members of the public in the development process. One of these advantages is the belief that if the public participate in development plans, then these plans will be seen as legitimate". A typical example, in Southern Africa, is the role of community-based and international non-organisations in assisting to resolve Zimbabwe's economic woes at the local level. The Robert Mugabe's government tried and struggled to impose a blanket ban on

foreign development aid being channelled directly to ordinary people via non-governmental organisations in this troubled country.

Theron (2005:111) states that "several development experts such as Chambers 1997 and Korten (1990) insist that if stakeholders are included in decision-making, then they will become self-reliant. In South Africa, public participation is particularly important because of the country's recent transition to democracy, which has demonstrated to citizens and the whole world the importance of including people in the governance processes. During the apartheid era, and even as early as the period after 1910 declaration of the Union of South Africa, the majority of the black population was deliberately excluded from expressing their views on the country's government and influencing public policies. Their countless attempts to do so were frequently met by draconian and repressive measures apparently aimed at intimidating and discouraging them from participating in the political processes of the country".

Theron (2005:125) further emphasises that, although many people (particularly decision makers) are not comfortable with the idea of public participation, it offers valuable opportunities to rectify the "inequality of past top-down prescriptive approaches and improves the chances of achieving sustainable development. Currently in South Africa, especially in a province with a large population such as Gauteng, public participation is not only seen as a desirable practice but also as matter of pressing provincial urgency. One probable reason for this is that if ordinary people participate in the governance of the province, the legitimacy of the political authority will be enhanced. Thus, issues relating to public participation are continually raised in public forums even though there have been criticisms by some organs of civil society (social movement such as Landless People's Movement and Anti-Privatisation Forum) that public participation was being relegated to mere rhetoric in public forums. Moreover, he cites that public participation can be viewed as a kind of verification mechanism or assessment tool for determining the existence and extent of democracy in a society".

In his book, *Long Walk to Freedom*, Nelson Mandela (1994:17) describes what may be viewed as a typical or common scene characterised by public participation in an African setting. He describes life during his formative years in his native village, Qunu, in the former Transkei, and states that there was uninterrupted freedom of speech regardless the social status or caste in discussions that lasted for many hours.

Maphunye and Mafunisa (2008:465) emphasise that public participation in South Africa essentially involves several steps such as:

- (i) "Negotiation

- (ii) Conflict resolution
- (iii) Peace building
- (iv) Reconciliation
- (v) Debate among others, which have become fashionable terms in the South African public participation discourse and have now replaced the dreaded necklace method (of burning a victim using a car tyre)
- (vi) No-go areas and boycotts of the pre-1994 era”.

Public participation in policy-making has also been boosted by new legislation and policies such as the MSA 2000 and the WPTSD (Batho Pele Principles), 1997 which seek to enhance the role of the public in decision-making.

According to researcher's the discussions reflect a blurred line between the concept public participation and consultation. The former is a process while the latter is not. Public participation is a continuous process, is people-centred, open to dynamism, and it should be sustainable. Consultation is manipulative in a sense that it is just setting of the concept and when people buy-in into it, it is dead. These two concepts should not be seen as synonymous as they differ. Public participation should not be imposed on people but it should be a people-centred approach so that the people themselves should feel that they are part and parcel of the public participation programmes. Hence, it is imperative in this study to evaluate public participation programmes in poverty alleviation.

### **2.3 POVERTY ALLEVIATION IN LOCAL GOVERNMENT**

It is mentioned by Hastie (2010:16) that poverty is still high in most countries due to the recession. Developed, developing and underdeveloped countries are struggling with economic inequality. Due to the high levels of poverty, government needs to come up with potential programmes that will decrease poverty. A number of factors are contributing to the levels of poverty. Poor nutrition, poor health, low levels of education and poor academic performances are the result of high rates of poverty within the community. In order to decrease poverty, policies should be inclusive to address the issues of discrimination.

Du Toit (1996:56) is of a view that in spite of the reduced energy reserves, poor people may have to work harder than their more fortunate counterparts, whether as unskilled labourers, women walking long distances to fetch water and fuel, or work seekers hunting for jobs and begging for the next meal. If lucky enough to have employment in towns they may have to stand for hours in overcrowded buses and trains. The permanent state of exhaustion causes listlessness and carelessness and, as a result, low performance, low salaries and low job

security. The job situation is often neither healthy nor safe. Homes and shacks are often situated in polluted and unsafe environments. Women may become easy victims of crime and delinquency. Where the migrant labour system is in force, they are housed in overcrowded hostels where promiscuity, sexual diseases and psychosomatic ailments abound. Ever-greater percentages of the women's population do not find any formal employment at all and have to eke out a living by doing odd jobs or selling a few fruits on the pavements (for unemployment see Nurnberger 1990; Betten 1993:335; Burton et al 1986). In times of social turmoil poor people think of slum dwellers and hostel dwellers who are the first victims of violent conflict.

Serumaga, *et al.* (2005:143,145) emphasise that "poverty is generally seen as a major characteristic of underdevelopment, and poverty elimination is the main purpose of economic policy in most developing countries. Poverty is multidimensional in nature; the poverty problem should therefore be addressed primarily through satisfying basic needs within an integrated and broader multidimensional programme of sustainable development that ensures delivery. Relatively large numbers of people are absolutely poor, and the distribution of income is very unequal. The incidence of income inequality is most pronounced between racial groups, with the average income of whites estimated to be higher than that of blacks. The three authors above found that labour market discrimination during the apartheid contributed greatly to this state affair. Labour market discrimination against blacks is not statistically significant, and that the productivity of whites explains a large proportion of the income differential between races. This suggests that the effects of previous and persistent pre-labour market discrimination, in particular differential access to education and health facilities, are the most significant impediments to reducing income inequality".

Ababio and Mahlatsi (2008:342,351) argue that the RSA Constitution, 1996 imposes a number of developmental duties on municipalities "to ensure that the quality of life of its citizens is improved. The new roles for municipalities include provision of basic services, creation of jobs, promoting democracy and accountability as well as eradication of poverty". The new constitutional dispensation has placed local government at the cutting edge of development. The developmental mandate of local government as encapsulated in the RSA Constitution, 1996 includes the fight against poverty. Municipalities can make their own by-laws and adopt their budget. In doing so, the municipalities must ensure that there is allocation for poverty alleviation programmes in the budget and that by-laws are not impeding service delivery and economic development of the poor communities. Combating poverty, or its alleviation, is a fundamental objective of municipalities in South Africa. The urgency and necessity of the agenda item means that municipalities can function optimally on being

legally empowered. The municipalities are constitutionally positioned to improve living conditions by fighting poverty.

Hence, Joburg 2040 Growth and Development Strategy (2011:33,40) reveals that in relation to eradicating poverty, CoJ “will continually assist the poor to build capacity, thereby supporting in accessing the city and stepping onto the ladder of prosperity. The City chooses a pro-active approach helping new households, internal and circular migrants, those in hostels, informal settlements and historical ghettos, the unemployed youth, refugees and others who are vulnerable to access urban services. The aspirations of the poor may present considerable delivery challenges. Despite this, the City remains committed, as developmental local government, to working with the most marginalised communities, to promote social, economic and spatial inclusion”.

The City of Johannesburg Food Resilience Flagship Programme on “Food for All” is a multi-stakeholder driven initiative holistic approach aimed at combating hunger and under-nutrition and tackling lifestyle diseases in the city. The programme in the main speaks to the National Integrated Food Security Strategy whose main goal is to eradicate hunger, malnutrition and food security by 2015. The Joburg initiative is aligned to the goal and seeks to ensure that by 2015 it would not be a city where people go hungry as hunger will be addressed and the ‘healthy living for all’ support intervention initiated. The City’s initiative should be seen as contributing to the Millennium Development Goals (MDG) which stipulate the importance of the poverty alleviation as well as reducing hunger. The percentage of people who experience hunger is to be halved by 2015. In addition the South Africa’s Bill of Rights advocates that considering the available resources, people should have access to enough nutritious food and clean water (RSA Constitution, 1996, Section 27).

Participation of civil society agents such as Ward Committees, Landless Peoples’ Movement, Anti-Privatisation Forum, and Community-Based Organisation in the implementation of public policy has been a consistent thrust of the transformation agenda of the South African democratic government, and this is what has been reviewed by Kuye and Nhlapho (2011:89). The whole trust has been that people need to participate in their own development and take ownership of the process. A vibrant and diverse civil society is, therefore, important in consolidating and sustaining democracy as well as in holding government accountable. Poverty alleviation has been a concern of all governments globally. As such governments have developed and implemented various public policies to fight poverty. The continued challenge of poverty in South Africa raises questions on the quality of participation of various actors in the policy process, implementation of public policy and the approaches used. The high levels of poverty further calls for the evaluation of the extent to which strategies and

programmes aimed at addressing poverty are “sustainable in order to achieve long-term benefits and remove the poorest of the poor from the cycle of poverty”.

Kuye and Nhlapho (2011:89) further express that “the dawn of the new South Africa in 1994 brought hope to South Africans, especially those who were previously disadvantaged. This new expectation was highlighted by the commitment of government to a single vision of creating a people-centred society and a better life for all as expressed in the Reconstruction and Development Programme (RDP). The major goals of the Reconstruction and Development Programme, among others, were to eliminate poverty and inequalities generated by decades of apartheid and to raise living standards. Some of the goals of RDP were based on sustainable programme and a people-driven process. The integrated and sustainable programme emphasised that the legacy of apartheid cannot be overcome with piecemeal and uncoordinated policies, but rather with coherent, purposeful and sustained strategies implemented in all three spheres of government, parastatals and civil society organisations. It is for this reason that, since the adoption of the RDP as a policy to spearhead the transformation agenda in South Africa, the South African government, has remained firmly committed to its vision of a better life for all (ANC 2009). This requires extensive involvement not only in implementing international and national policies”, but also in spearheading the formation of such policies. Public participation in establishing and implementing poverty alleviation programmes was required to be based on sustaining them while being people-driven to improve the living standard of disadvantaged communities.

A people-driven process emphasised a “focus on people’s most immediate needs addressed through approaches driven by the people themselves. It is imperative that the community is urged in to participate in decision making and partnership with government in alleviating poverty. The importance of the involvement and participation of communities in their own development is crucial to any democratic society. It is the cornerstone of governance, as emphasised by Kuye and Nhlapho (2011:90). Since the political transition in 1994, public policies to address South Africa’s inequalities and poverty have been pursued through a number of policies and legislative initiatives. However, the government’s ability to address social problems has been constrained by its commitment both to implement strict fiscal policies and to pursue structural economic reforms, which inevitably have short-term social costs”.

Furthermore, “the implementation of government policies has been negatively affected by the lack of capacity and involvement of communities in the local sphere. Although government has committed itself to working in partnership with civil society in implementing its policies, this study indicates that this has not been as effective as expected. Thus the

central objective of this study is to determine and evaluate the causes of ineffectiveness of poverty alleviation programmes by civil society in partnership with government. Hence, chapters 3 and 10, section 41 and 195 of the RSA Constitution, 1996, make provision for an integrated, intersectoral, and co-operative approach to governance. These provisions commit all three spheres of government (national, provincial and local) to be transparent in policy-making and inclusive in their approach. The RSA Constitution, 1996 further emphasises a developmental approach underpinned by principles of co-operative governance and poverty eradication as an imperative. The developmental approach does not only characterise the democratic form of government, but also shifts the role of the State in addressing development and poverty". The developmental approach is further characterised by a programme where the poorest sections of the society are identified and they are, through education and participation, encouraged to plan, implement and evaluate their own development projects and this is known as People Participation Programme (PPP).

### **2.3.1 People Participation Programme and poverty**

Poverty is being taken as the "inability to attain a minimum standard of living, and as a material condition as well as a power relationship. In the Tanzanian context, the absolute poverty is referring to that section of the population whose income or expenditure is not sufficient to ensure the acquiring of the basic necessities of life, and relative poverty is that section of the population with the lowest income in relation to the national income" (Banturaki 2000:11). Banturaki further defines the People Participation Programme (PPP) as a programme where the poorest sections of the society are identified and they are, through education and participation, encouraged to plan, implement and evaluate their own development programmes. Thus, through the programmes, ordinary poor people come to organise themselves around income generating activities of their own interest and in small groupings.

The above statement is attested by the Food Resilience Programme where homestead garden initiatives that are currently implemented through the seven regions in the CoJ, small groupings have organised themselves or started homestead or backyard gardens to alleviate or reduce poverty in their areas. These groupings have gone so far that they are currently operating small-scale farming of various products to generate income for themselves. This shows that if communities can be educated, encouraged and channelled in the right direction by municipalities they can become self-reliant and not depend on the government for the provision of food. It further indicates that if the well-being of people is considered by government, poverty can be eradicated or reduced.

### 2.3.2 Poverty and well-being

According to Albelda (2011:189), well-being is defined as levels of consumption or as the combination of income and the value of government assistance, the empirical evidence is mixed. Huggins and Thompson (2011:45) are of the view that ‘there is no definitive meaning of the term ‘well-being’, most research has taken a ‘hedonistic approach’, where happiness results from avoiding pain and seeking pleasure (Ballasand Tranmer, 2008; Bruni and Porta, 2005). An alternative approach is the ‘eudaimonic view’, which can be related to non-material pursuits and realising one’s potential or true nature (Ryan and Deci, 2001). In both approaches, the consumption of material goods associated with higher income is, at best, only one of a number of factors determining well-being. This means that pursuing competitiveness gains maybe no guarantee of maximising well-being and may even have harmful long-term effects if relevant resources cannot be sustained”.

However, Wang, *et al.* (2011:716) reveal that, “while poverty reduction and higher level of human well-being have always been the primary goals that all countries pursue in their development policies, there have been no standard definitions available for the concepts of poverty reduction and human well-being. Initially, human well-being was primarily concerned with the dimension of income, which is a single objective dimension. The initial concern about poverty was also based on income or consumption per capita. In the past two decades however, public concerns about human well-being have shifted from a single dimension to multiple dimensions. According to Sumner’s conclusions in 2006, public concerns about human well-being have expanded from the original single dimension of income to multiple dimensions including society, environment and human rights. More generally accepted now is the concept of multi-dimensional well-being, which includes various aspects of human life”. As a result combating the scourge of poverty acquires a multidimensional approach that would come up with employment opportunities that will uplift the level of consumption per capita.

“Accordingly, public concerns about poverty have also expanded from the income-based conventional dimension to multiple dimensions. From the central point of view of multi-dimensional poverty, the measurement of human poverty does not only include the indicator of income poverty, but also includes other objective poverty indicators, such as the lack of a potable water supply, road conditions and health facilities, as well as the poverty in terms of subjective perception of well-being. The latest development with regard to the concepts of well-being and poverty has been the change from the standard of objective well-being and absolute poverty to that of subjective well-being and relative deprivation. A new approach emerging globally is to research poverty from the perspective of subjective well-being”.

Sen (1999:35) regarded human development as a “process to expand people’s substantive freedoms, where the substantive freedoms include basic capabilities that consist of functioning’s such as avoiding hunger, malnutrition, avoidable diseases and premature death. Furthermore, regard poverty as a deprivation of basic capabilities instead of simply low income. Sen’s approach to define poverty is known as the capability approach. Evaluation, assessment of individual well-being, social arrangements, design of policies, and proposals about social change in society are part of the capability approach as a broad normative framework (Robeyns, 2005:93). As a result it is used in development studies, welfare economics, social policy and political philosophy. Note that the capability approach is not a theory that can explain poverty, inequality or well-being; instead, it rather provides a tool and a framework within which to conceptualise and evaluate these phenomena.

Applying the capability approach to issues of policy and social change will therefore often require the addition of explanatory theories. The core characteristic of the capability approach is its focus on what people are effectively able to do and to be; that is, on their capabilities. This contrasts with philosophical approaches that concentrate on people’s happiness or desire-fulfilment, or on income, expenditures, or consumption. Some aspects of the capability approach can be traced back to, among others, Aristotle, Adam Smith, and Karl Marx. The capability approach is primarily and mainly a framework of thought, a mode of thinking about normative issues; hence a paradigm — loosely defined — that can be used for a wide range of evaluative purposes. The approach focuses on the information that is needed in order to make judgements about individual well-being, social policies, and so forth, and consequently rejects alternative approaches that consider normatively inadequate; for example, when an evaluation is done exclusively in monetary terms.

The capability approach also identifies social constraints that influence and restrict both well-being as well as the evaluative exercises. It can also be applied to efficiency evaluations”. However, Wohlmuth, *et al.* (2009:53-54) confirms that poverty is the lack of basic resources over a specified retro. Indicators used to measure poverty are being debated by many researchers. The welfarist approach (based on physical assets the individual has) and the non-welfarist approach (based on social assets and societal perception) are the two main approaches to defining well-being. In addition, the aforementioned approaches can be differentiated based on living standards, privileges, chances and abilities of people. The welfarist approach is normally used by economist in relation to good consumption and services whereas non-welfarist approach is normally used in social image, opportunities, rights and individual capabilities.

“Among the various dimensions of definition of well-being considered in the literature (Wohlmuth *et al.*, 2005:54), a distinction could also be made between those approaches, with focus on living standards and those which focus on the rights, opportunities and capabilities of individuals. The former are frequently used by economists who generally emphasise the real consumption of goods and services. The latter favours a broader social vision and emphasises the rights and opportunities and capabilities of individuals in terms of their access to resources and their potential consumption. The latter dimension has its roots in the view that well-being may not be determined by actual consumption alone, but also by opportunities for consumption, for which income may be a measure. Opportunities for consumption for the poor would impact negatively on the poor from having access to remunerative employment opportunities, and from gaining access to wage employment or self-employment. This is necessary since the main asset owned by the poor is human capital. The human capital could be utilised directly through access to wage employment, or through access to credit. Thus, given employment opportunities, a major source of poverty is removed, or at least substantially weakened” (Wohlmuth, *et al.* 2005:54). Growth and Development Strategy should be considered when dealing with issues of poverty.

### **2.3.3 Poverty, Growth and Development Strategy**

According to the Joburg 2040 Growth and Development Strategy (GDS) (2011:40), unemployment and lack of good health leads to poverty. “Various factors such as the environment people live in, the quality of air they breathe, accessibility and availability of nutritious food, life choices, source of income and means to meet basic needs affect health. Poverty was defined in terms of a lack of resources to meet basic human needs a ‘condition of material and social deprivation in which people fall below a socially acceptable minimum standard of living or in which they experience deprivation relative to others in a society’. The multi-faceted reality of poverty requires an integrated and inter-sectoral approach, for successful redress.

In addition, the primary focus related to the end vision of improved quality of life, for those who live and work in the CoJ, is to help individuals and communities improve their own quality of life. Supporting individuals and communities to become self-sufficient is a primary outcome envisaged for 2040. This will allow communities to emerge as self-sustaining entities, with decreased reliance and dependence on poverty support. This does not mean that the CoJ will abscond from its poverty alleviation duties, but rather that it will focus on empowering communities, with the objective of achieving decreased dependency, through suitable interventions that drive human and social development creating new opportunities for self-sustainability. The CoJ will work to prevent deprivation in the short to medium-term,

by investing in the most deprived wards in the metropolis. Safety nets will not be viewed as permanent provisions for those targeted, instead being oriented around critical short-term support”.

Furthermore, Joburg Human Development Strategy (2005:25) highlights that “two of the most commanding constraints on human development are poverty and inequality. In a City such as Johannesburg, are inextricably interlinked. Internationally, urban poverty and inequality are viewed as complex phenomena with multiple dimensions and this is also the case in Johannesburg. Human Development Strategy is located at a CoJ level; the definition of poverty used will be guided by an adapted definition from the South African Cities Network (SACN). Poverty is more than a lack of income. Poverty exists when an individual or a household’s access to income, infrastructure and social and political resources is inadequate or sufficiently unequal to prohibit full access to opportunities in society. The condition of poverty is caused by a combination of social, economic, spatial, environmental and political factors. Poverty and inequality are part of the same story, and require simultaneous redress”.

“The definition of poverty alleviation does not directly make reference to factors such as illiteracy, gender inequality and health. These dimensions are implicitly consistent with the holistic definition adopted. Each of the components of poverty has an impact on CoJ residents in different ways and the varied dimensions of poverty are mutually reinforcing. Measuring poverty through a multi-dimensional lens requires analysis from a range of pertinent factors. Household poverty in particular should be analysed relative to household income, household size, basic services and housing. The indicators are by no means comprehensive but have been selected because of the contribution they make to the analysis of household poverty in particular. Households are the key unit through which the CoJ interacts with residents. Inequality has two effects on poverty levels; it slows economic growth and it makes a given rate of economic growth less effective in reducing poverty. While equity and economic growth are mutually reinforcing, inequality is socially destabilising, bad for growth, and its nature restricts the capabilities of marginalised groups. Conversely, equitable access to markets, political power and social provision, on the basis of needs, is the fastest and most effective route to poverty eradication (Joburg Human Development Strategy 2005:38).

Joburg Human Development Strategy (2005:29) emphasise that the most important transactional relationship between the CoJ households is through the provision of basic services. Service delivery is also the mechanism through which the CoJ can most easily assist households in poverty. The delivery of basic services is the core business of the CoJ and the contribution of basic services to human development is enormous. The benefits are

most keenly felt by vulnerable residents such as women, children, people with disabilities and the aged. Furthermore, basic services are a public good and have positive spin-offs for all residents. This is evident in the example of water and sanitation services which, although are provided to each household on an individual-user-pays basis, huge public health benefits for the whole community.

Finally, access to affordable basic services frees up household resources for other necessities such as food and health care. The CoJ has made good progress in meeting the basic service needs of its communities. For example between 1996 and 2001:

- (i) 203 924 additional households received electricity in the CoJ.
- (ii) 284 021 households received access to weekly solid waste removed services.
- (iii) 193 931 additional households received flush toilets.
- (iv) 220 830 more households now have access to piped water on site, either in their house or dwelling. Despite this progress, the CoJ still faces huge challenges in ensuring that all households have access to an appropriate level of basic services”.

The above statistics indicates the importance of measuring poverty and look at its conceptuality.

#### **2.3.4 Measuring and defining poverty alleviation**

Holcombe (1995:3) advocates that poverty alleviation is, however, difficult to define. Even more difficult is measuring whether and to what degree poverty alleviation has occurred. What unites most definitions of poverty alleviation is broad agreement that participation and empowerment of communities are essential to poverty alleviation. Further, Holcombe argues that development programmes can never expect to achieve participatory and empowering poverty alleviation unless the management of those programmes are self-participatory and empowering. Mubangizi (2005:277) argues that “poverty is one of those concepts that usually elude definition. It may be simplistically defined as the state of not having, and not being able to get, the necessities of life. Such a definition might seem misleading in a country such as South Africa, a nation of immense variety with rich cultural diversity, and enviable climate and an abundance of natural resources. Unfortunately, South Africa is also a nation with vast economic disparities. The Gini Coefficient, which measures the degree of inequality, serves as the starkest indicator of South Africa’s unequal distribution of income and well-being. The development problem of South Africa, described more than a decade ago as being that of “poverty amidst plenty”, thus remains appropriate to post-apartheid South Africa”.

Hence, Asmah-Andoh (2009:101) posits that, in broad terms, poverty is described with reference to a measure of some defined threshold of an attribute – income, consumption, socio-economic capabilities, and access to basic services – below which individuals or households are considered as being poor. In South Africa, the Human Sciences Research Council uses terms such as absolute and relative to indicate poverty trends (HSRC,2004; Year Review. 2007:18). The World Bank (1996:3) defines “poverty to include lack of access to opportunities, lack of adequate appropriate avenues for participation in decision-making or design and implementation of poverty reduction programmes, by relative deprivation process to the basic needs”. In order for poverty to be reduced, the government should established programmes that would benefit the community in terms of employment opportunities and create decent job opportunities.

Fundamental to the statement above, “what is meant by poverty alleviation, participation and empowerment is problematic. There is a large and growing literature on poverty alleviation, participation and empowerment, multiplying the range and nuance of definitions. The literature cuts across disciplines, including economics, anthropology, sociology, politics and geography. It traverses political-economic philosophies, from Marxist to capitalist interpretations of the distribution of wealth and power. The distinctions among definitions of poverty alleviation, participation and empowerment often reflect professional, institutional and philosophical biases. In reality, there is considerable overlap among the definitions. Participation and empowerment are both means and ends. Broadly speaking development scholars and practitioners such as above acknowledge two dimensions of poverty; the income or asset dimension and the income fluid power and participation dimension. The North-South Institute in Bangladesh gave one definition which attempted to encompass both dimension. Poverty is a state of economic, social and psychological deprivation occurring among people or countries lacking sufficient ownership, control or access to resources to maintain acceptable living standards” (Holcombe 1995:12, 13).

In addition, Holcombe (1995:14) highlights that Streeten’s (1990) article summarises the thinking that has been done on defining poverty alleviation and measuring poverty. Streeten (1990) further argues that, being able to monitor success in poverty alleviation, is important, particularly when that success results from government, donor or other interventions. Cognisance of the extent of poverty, variations in the number of poor people, the time frame in poverty, and changes in access to the physical inputs (calories, housing, hospitals, schools) and to capacity building resources (literacy, good health) and in distribution patterns among groups in society and within the family is critical to be able to reduce poverty.

Furthermore, Holcombe (2005:18) mentions that “institutions today scarcely dare espouse a top-down approach to development or poverty alleviation. Korten (1983) has likened the top-down approach to ‘delivered development’ and a bottom-up approach to ‘participatory development’. In fact, these two approaches may not be dichotomous, under ideal circumstances, they are complementary. What the implied dichotomy reflects are the institutional differences in approach to poverty alleviation. Though everyone acknowledges bottom-up approaches, the interpretation varies by the nature of the institution. Development, poverty alleviation, and empowerment are something which people do for themselves. However, policies and programmes develop and empower people. The intervening agency plays the decisive role”.

### **2.3.5 Policy dimension of poverty alleviation**

Holcombe (2005:18) advocate that “if policies and programmes empower people, then the focus of action will be on the policy level. If people empower themselves, then the focus of change efforts is where the people are, at the village or community level. The policy versus the grassroots level approach may reflect differences in institutional origins and structures”. The larger financial institutions are creatures of governments. The World Bank in its 1990 document on poverty noted that “attacking poverty is not primarily at task for narrowly focused anti-poverty programmes, it is a task for economic policy in the large”. Its recommendations revolve around two policy elements; incentives which promote productive use of labour of the poor, and provision of basic services.

Kuye and Nhlapho (2011:91) argues that “ideologies play a significant role in determining values that should not just influence what policies to be made but also what processes to be followed in policy making and who that actors should be in the policy making process. The ushering in of democracy in 1994 changed the top-down style of decision-making which characterised the policy process in the past. The impact of this paradigmatic change on the study and practice of public policy in this country is far reaching. Until 1990, successive governments followed a largely traditional, Western, industrial world, colonial policy approach, consisting of incremental policy changes controlled by Western political and bureaucratic elites and aimed at preserving as much of the status quo as possible. The African National Congress (ANC) and the government recognised that the livelihoods of South Africans can be improved through economic growth, addressing inequality, unemployment and high levels of poverty”.

However, Hastie (2010:16) maintains that to reduce inequalities and poverty among disadvantages people, the policies should be socially inclusive. Public participation

encourages cohesion among community members and minimises riots, crime and violence. The government should develop programmes that will respond to poverty.

### **2.3.6 Government's response to poverty**

Narayan (2002:1) advocates that "attacking poverty presents a multidimensional view of poverty. In particular, it underscores the importance of increasing poor people's access to opportunity, security, and empowerment for economic growth and poverty reduction. Poverty and vulnerability will not be reduced without broad-based growth fuelled by private sector activity. However, economic growth cannot be sustained if poor people are excluded from optima engagement in productive activities. While an overall investment climate that fosters entrepreneurship, job creation, completion, and security of property and benefit rights is crucial for poor people's involvement in market activities, it is not enough. Micro and small enterprises face constraints and exclusion that are not automatically corrected by improvements in the macro-investment climate. Poor people are often excluded from equal access to economic opportunity because of regulations, discrimination, and lack of information, connections, skills, credit, and organisations. Elements of empowering approaches can help to overcome many of these barriers that prevent poor people's entry into new markets. Changes in regulations can encourage private sector actors to innovate and develop new products that can potentially reach large numbers of poor people with financial and insurance products to manage vulnerability".

The above discussion is linked to poverty alleviation management in a sense that if disadvantaged communities gain opportunity, safety, enablement for economic growth and poverty alleviation is well managed, the living standards of poor people to be improved. "Poverty and vulnerability will not be reduced without broad-based growth fuelled by private sector activity. Changes in regulations can encourage private sector actors to innovate and develop new products that can potentially reach large numbers of poor people with financial and insurance products to manage vulnerability". In order for poverty to be alleviated and managed properly, the government should not impose poverty alleviation programmes on the community, but instead, allow the community to partake and own the programmes. Poor people should also be allowed an entry into new markets for economic growth.

However, Narayan's view is that "reducing poverty requires not only broad-based growth and improved governance at the national level, but also support to bottom-up approaches focusing on poor people and their roles and experiences in the development process. It requires increasing the resources dedicated to this goal, together with more responsible use of those resources. Further, it requires development approaches that are sustainable, so that

programmes and policies meant to improve people's lives today do not jeopardise their lives, or those of their children, tomorrow. The researcher concurs with Narayan's view (2002:355) when arguing that in order to devise effective and appropriate strategies for poverty reduction and economic and social development, it is essential to understand levels of poverty, how poverty occurs, why it persists, and how it can be alleviated. A variety of data collection instruments, including household surveys, is necessary to understand the multidimensional nature of poverty and the realities that determine the opportunities and barrier poor people face in their efforts to move out of poverty". Inequality segregates the rich from the poor.

Furthermore, the discussion made by Holcombe (1995:14) when highlighting what has been argued by Streetens' (1990) articles that being able to monitor success in poverty alleviation is important. Particularly when people need understanding of the extent of poverty, variations in the number of poor people, the time frame in poverty, changes in access to the physical inputs, capacity building resources, and distribution patterns among groups in society and within the family. The above view harmonises what has been argued by Narayan (2002:355) in his discussion above. The government should develop programmes that will respond to poverty as Hastie has proclaimed above (2010:16).

### **2.3.7 Poverty and Inequality in the communities of South Africa**

Asmah-Andoh (2009:101) stated that poverty is described with reference to a measure of some defined threshold of an attribute income, consumption, socio-economic capabilities, access to basic services below which individuals or households are considered as being poor. In South Africa, the Human Sciences Research Council uses terms such as absolute and relative to indicate poverty trends (HSRC, 2004; Year Review, 2007:18). The World Bank (1996:3) defines "poverty to include lack of access to opportunities, lack of adequate appropriate avenues for participation in decision-making or design and implementation of programmes that alleviate poverty by relative deprivation process to the basic needs in the 1980s the term included non-monetary concepts such as powerlessness, vulnerability, livelihoods, capabilities and gender. In the 1990s well-being and 'voices' were used while the rights-based approach dominated definitions of the first decade of the new millennium. Inequality though closely related to but not the same as poverty is defined as the unequal distribution of wealth both in absolute and relative terms in a group, relates to the gap between the rich and the poor". As can be deduced, the concept of poverty is not an uncontested one.

Furthermore, Asmah-Andoh (2009:102) emphasises that the poverty level, the environment of the observed communities and inequality are all measured by the poverty line. Income,

wealth and expenditure are also used to construct poverty lines as a threshold or level of indicator to measure the inequality between the elite and the disadvantaged and their distributions in a group. The HSRC uses the Gini Coefficient to measure inequality as average deviation of incomes of the poor from the poverty line, which is sometimes also used to indicate the required income transfer to bring the poor out of poverty. Such a broad basis for defining poverty sometimes makes it difficult to design intervention strategies as it becomes difficult to separate the poor from the non-poor. However, if one includes dimensions of poverty, a broad definition would not significantly change who is counted poor in many South African communities.

### **2.3.8 Dimensions of poverty and inequality**

“Added to the diverse definitions and measurements is the multidimensional nature of poverty and inequality which in South Africa includes, spatial, gender, vulnerability and racial dimensions. The spatial dimension has an important bearing on the role of municipalities. According to Everatt (2003:78) just less than half of the South African population lives in rural areas as does 72 per cent of what is considered South Africa’s poor. Another dimension is that poverty continues to be disproportionately female. A UNDP report (1995) estimates that women constitute 70 per cent of the poor female-headed households are amongst the poorest and most vulnerable in most communities. In South Africa, a UNDP report, (2005:19) indicates that more than half of those considered by both absolute poverty and relative poverty lines live in female-headed households even though only 43 per cent of the country’s population live in female-headed households”.

It is clearly indicated by Asmah-Andoh (2009) and Joburg Human Development Strategy (2005) that the multidimensional nature of poverty and inequality which is viewed as complex phenomena but are inseparably intertwined. Poverty and inequality are viewed as closely related to, but they are not the same. As can be deduced, the concept of poverty is not an uncontested one. The centrality of focus on inequality and poverty in the developmental state in South Africa makes national and provincial policy and strategies critical for any intervention to improve the living conditions of society. Therefore, the researcher can deduce that these two literatures harmonise the fact of poverty and inequality as related to, but not the same body. At the same time the community attributes of both the definition and dimension of poverty makes municipal integrated planning process essential at the operational level of the service delivery for the alleviation of poverty and eradication of inequality. Government policy requires efficient administrative actions to follow for successful implementation. Emphasising the role of municipalities is an effort to make the local sphere of government the leaders in the implementation of policies and programmes for the

alleviation of poverty and inequality in communities. Such an approach also recognises that integrated development planning processes are important mechanisms to improve the quality of local democracy and the degree of the political and administrative responsiveness to, especially, the poor.

Moreover, the researcher concurs with Asmah-Andoh (2009:105) who argues that individuals and communities experiencing poverty and inequality frequently experience deprivation in terms of service delivery and vulnerability associated with their socio-economic situation. Strategies and service delivery for the alleviation of poverty can thus be said to be directly related to the role of municipalities. However, the dynamics of social and economic development in the modern state give a pivotal role to the government to mobilise the nation to promote development with leadership and insight and for policy, programmes and strategies, including appropriate mechanisms to achieve developmental objectives. The nature of the problem to be addressed is poverty and inequality broadly defined and with various dimensions. Adapting policies to local circumstances also require integration and alignment of strategies across spheres of government through a network of institutions of the national and provincial sphere for overall success.

### **2.3.9 International perspective of Poverty Reduction Strategy Paper**

According to Kumi-Kyereme (2008:222) in “1999 the World Bank and the International Monetary Fund (IMF) approved the Poverty Reduction Strategies Paper (PRSP) approach to reducing poverty. The underlying principles of the PRSP are that policy papers on fighting poverty should be country driven, results oriented and comprehensive, and based on the participation of civil societies along with partnerships from donors. The Ghana Poverty Reduction Strategy Paper (GPRSP) produced in 2003 outlines comprehensive policies, strategies, programmes, and projects designed to support growth and poverty reduction. The aim of the GPRSP is to create wealth by transforming the nature of the economy to achieve growth and accelerated poverty reduction and the protection of the vulnerable and the excluded within a decentralised system. The strategies for poverty reduction include prudent fiscal and monetary policies, private sector-led industrial production through the application of science and technology, sound and sustainable management of the environment, promotion of commercial agriculture using environmentally friendly technologies, agro-based industrial expansion, export promotion based on diversification and competitive advantages, increased investments in social services, and accelerated decentralisation of the key mechanism for policy implementation”. All public and private sectors of society should become partners in order to fight the ills of poverty in a diversified democracy.

Kumi-Kyereme (2008:225) further expresses that "according to the Development Assistance Committee guidelines on poverty reduction, sustainable and comprehensive participation by citizens in the implementation of the PRSP in developing countries is a key prerequisite for successful poverty reduction. An attempt was made to find out the level of participation of citizens in the implementation of GPRSP. Of the respondents, 54 per cent strongly agreed that their participation in the implementation of the GPRSP was manipulation, while 27 per cent of the respondents strongly agreed that their level of participation was therapy. The implication is that government officials educate, persuade and advise citizens on GPRSP. Some of the respondents said that there was some form of information flow from officials about the GPRSP even though no channel was provided for feedback".

There is also some evidence of consultations, five per cent of "respondents strongly agreed that their level of participation was consultation, while 17 per cent agreed. Nevertheless, 45 per cent of the respondents strongly disagreed that their participation in the implementation of the GPRSP was partnership. At this ladder for participation, power is redistributed through negotiation between citizens and power holders. Negotiations between citizens and public officials can also result in citizens achieving dominant decision-making authority over a particular plan or programme. At the delegated power level, the ladder has been scaled to the point where citizens have the authority to ensure accountability of the programme to them. However, 58 per cent of the respondents strongly disagreed that their level of participation was delegated power.

However, no citizens in any nation have absolute control, people demand the degree of power which guarantees that citizens can govern a programme or an institution, and be in full charge of policy and management. Sixty-one per cent of respondents strongly disagreed that their level of participation could be described as citizen control. Initiation by stakeholders, which is the most advanced form of participation, is unlikely to occur in the implementation of the PRSP because governments to some extent own the participatory process, thus limiting the extent to which citizens can act as initiators. Poverty alleviation has been a concern of all governments globally, as such, governments have developed and implemented various public policies and programmes to fight poverty". The high levels of poverty further calls for the evaluation of the extent to which strategies and programmes aimed at addressing poverty are sustainable in order to achieve long-term benefits and remove the poorest of the poor from the cycle of poverty.

In addition to the above discussion, Joburg 2040 Growth and Development Strategy (2011: 11) "hoped that a systematic shift towards a "business unusual" approach and culture will emanate from the Joburg 2040 Strategy thereby increasing the resilience, liveability and

sustainability of the CoJ. This, can, however, only be achieved if three conditions are place. Uncertainties must be address as opportunities, through which innovative technological and developmental solutions can be developed and implemented, in support of a more social, equitable, economically just and environmentally sustainable CoJ. All sectors of the CoJ whether responsible for planning, delivery or governance must play a part in the development of a cross-sectoral strategic response, through which co-ordinated decisions and actions within the City (including business, civil society and government) is also necessary. If the process is to lead to truly effective outcome, while also encouraging personal reflection behaviour change oriented towards 'sustainability' in all. To cope with change, the CoJ aims to strengthens the adaptive capacity of the City and it citizens, so that it may become more resilient to potential, unpredictable futures and also strengthen the participation of all relevant stakeholders”.

### **2.3.10 Participation in anti-poverty programme**

According to Bowen (2008:67) “anti-poverty policies and programmes are recognised as essential components of public participation including poor people as principle stakeholders. Naparstek and Dooley (1997:82) are of a view that in order to alleviate poverty, community building approach can assist in creating a conducive neighbourhood environment that reduce scourge of poverty. Encouraging full participation of poor and vulnerable assessments, design, implementation, monitoring and evaluation of anti-poverty programmes at national and sub-national level are urged by UNESCO. Citizens are urged to participate in poverty alleviation programmes according to the United Nations Development Programme (UNDP, 2000). Anti-poverty projects that are initiated at the community level encourage strong cohesion and commitment. As a result, new practices and services are adopted leading to sustainability ant resilience. Poverty remains the greatest threat and challenge to political stability, social cohesion and inclusion, and the general well-being of millions of people throughout Africa. In order to reduce poverty people should partake in directive participatory programmes”.

### **2.3.11 African perspective on poverty reduction**

Mwansa (2007:54) is correct when argues that “the dawn of the 21<sup>st</sup> Century has not brought about any significant relief to the beleaguered continent of Africa. The continent continues to suffer from various episodes of crises that have largely eliminated an environment that is conducive for social development. The crisis includes civil violence, corruption, AIDS, and poverty. However, among the crises, poverty remains the greatest threat and challenge to

political stability, social cohesion and inclusion, and the general well-being of millions of people throughout Africa.

The majority of the people are worse off today and more insecure than they were at the time of Independence. In the period between 1990 and 1998, the number of people living in absolute poverty in Africa grew from 242 to 291 million. This is against the background of declining levels of abject poverty in the rest of the world, and in relation to apparent rising global prosperity as well as interest in poverty reduction. It is estimated that by 2008, the number of people living in absolute poverty in Africa increased from about 291 to 330 million. With its multidimensionality and interlocking dynamics in relation to gender, location and institution, poverty continues to escalate creating despair, powerlessness, dependency, shame, humiliation and loss of self-esteem. Poverty, in its manifest form, can be seen as deprivation related to insufficiency in food, housing, health, education, employment, and all requirements for a decent standard of living.

Furthermore, Mwansa's (2007:68) advocates that poverty on the African continent continues to increase. More and more people are living in households with expenditures per adult to a level that is not sufficient to provide for basic needs. Many people can hardly meet basic nutritional needs. Despite the growth of NGOs and the existence of various experts in the area of poverty reduction, poverty continues to suck in larger segments of populations with children, women and older people being the worst victims. There is, therefore, the need to rethink the approaches, programmes and strategies of poverty alleviation. A paradigm shift should be made a priority, to allow for some new thinking and strategies in the fight against poverty. A community-based approach is seen to offer an alternative to poverty reduction strategies that have been employed by the NGOs".

## **2.4. CONCLUSION**

In conclusion, the chapter can emphasise from the discussion made above in this study in evaluating public participation programmes in poverty alleviation, in particular to the CoJ is that according to the RSA Constitution, 1996 as well as the judicial framework for local government, the reduction of poverty should become an indispensable obligation on the part of municipalities to actively engage citizens, facilitate their participation and enhance responsiveness by incorporating public participation in local decision-making for service improvement. A statutory obligation is placed on municipalities to deliver sustainable services and promote socio-economic conditions as part of the efforts to improve the standard of living with the alleviation of poverty. Public participation via poverty alleviation programmes should not be imposed on people, rather, cooperation between all the spheres of government

and the people need to be at the epicentre. Participation and poverty alleviation programmes should be based on flexible access to municipal government structures and the opportunity to contribute to decision-making and the implementation of programmes, and to enhance results to communities.

The on-going, and often violent 'service-delivery' protests, which seem to suggest that communities feel that their voices would only be heard if they organise such protests, indicates growing distrust by communities of their municipalities. The spate of violent protests seems to indicate a gap between communities' conceptualisation of performance as the outcome of programmes, instead of the capability of municipalities to implement programmes, or comply with processes and technical efficiency requirements. Outcome or impact of municipal programme performance is the end result of well-being experienced by communities. Outcome is about the fundamental interests of communities, and it provides the basis of a perspective which needs to be incorporated into determining performance improvement.

Poverty alleviation has been a concern of all governments globally. As such, governments have developed and implemented various public policies and programmes in an attempt to address the plight of poverty. The high levels of poverty further calls for the evaluation of the extent to which strategies and programmes aimed at addressing poverty "are sustainable in order to achieve long-term benefits and remove the poorest of the poor from the cycle of poverty. According to the South African perspective, the dawn of the new South Africa in 1994 brought hope to South African, especially those who were previously disadvantaged. This new expectation was highlighted by the commitment of government to as single vision of creating a people-centred society and a better life for all as expressed in the Reconstruction and Development Programme (RDP) to eliminate poverty and inequalities generated by decades of apartheid and to raise living standards of people. Hence, the CoJ has also not fallen far from the mandate of the municipality, as it has made a commitment to the citizens of Johannesburg that it will not treat citizens as passive recipients of government services, but rather as active agents in shaping their own future". Therefore, it is imperative for this study to evaluate public participation programmes in poverty alleviation, with the reference to the CoJ. Furthermore, to understand the conceptual and theoretical framework that is deployed in this study.

## **CHAPTER THREE**

### **CONCEPTUAL AND THEORETICAL FRAMEWORK**

#### **3.1 INTRODUCTION**

This chapter deploys public deliberative theory as a theoretical framework. This is important in the sense that public deliberative theory shows high sense of public participation, which is a necessary condition for poverty alleviation. As such, this theoretical framework will be examined in detail by discussing it in a number of points such as, amongst many other things, public deliberative democracy, public engagement and public transaction, and decentralised decision-making. This chapter will firstly look at public deliberative democracy which is a theoretical system that provides citizens with the opportunity to share their reasons and deliberate on decision making. Public engagement is a dynamic shifting and complex process, and it is a form of action, liberating thought and praxis.

Public engagement also entails involving communities in the formulation and implementation of public policy and its aim is to contribute in a transparent and accountable way to decision-making. Public transaction is more than an exchange, because of its continuity dynamism, and it may include various actions; financial donations, skills transfer, investment of time through volunteering, and providing technical and expert advice. Lastly, decentralised decision making means that all stakeholders should be involved and there should be no hierarchical structures.

#### **3.2 PUBLIC DELIBERATIVE DEMOCRACY**

Chappell (2012:7-10) is of a view that “public deliberative democracy is not simply about deliberation, but political and democratic deliberation. Public deliberative democracy is as an unforced system which provides citizens with the opportunity to share their reasons inclusively in free discussions. This definition by Chappell leaves many questions open about the exact institutional arrangements and the practical limits of deliberative democracy. Public deliberative democracy does not state whether all issues should be decided through public deliberation or only some, whether public deliberation should take place locally, nationally or even globally, and whether all citizens need to participate in it in order for democracy to be termed deliberative. However, this encapsulates the most important normative commitments of deliberative democrats, regardless of the topic deliberated, participants’ involved, and the exact rules set to govern the deliberation”.

Public deliberative democracy allows the public to come with programmes, also allows those that govern the country to come with programmes that they will present to the public. In order for the public deliberative democracy to take its course, there should be a mutual understanding between those that govern the country and those that are governed. Public deliberative democracy should close any gaps that might be in existence, able to put both parties on the same space and moreover, be on equal footing. This can bring about transparency, accountability, trustworthy, credibility and connection between public deliberative democratic frameworks. Hence, communities should be consulted or engaged whenever decisions are being taken on programmes that will be beneficiary to them; they do not want programmes to be imposed to them. This results in those that are governed not trusting those that govern the country, and further demands transparency, credibility and accountability from the government (Chappell 2012:10).

“Public deliberative democracy is political inasmuch as it aims to solve problems to which they need to respond collectively, whether these are moral issues or issues of distributing scarce resources in society. Furthermore, public deliberative democracy includes all substantively affected citizens and all relevant issues to a sufficient degree and if it does so by guaranteeing at least minimal equality between them. Perhaps the most important commitment of deliberative democrats is reciprocal, other-regarding debate. This reciprocal quality of deliberation is grounded in the requirement to give reasons and justifications for the beliefs in the political forum. This presupposes respect for other citizens that is manifested by providing them with reasons for beliefs and preferences and by listening to the reasons provided in turn. The underlying assumption is that in the public, political forum citizens and politicians need to justify their stand on issues in a way that others will understand, if not necessarily accept”.

This is precisely seen in the roadshows or *imbizo's* which are normally conducted by politicians, where citizens or public demand reasons for particular decisions taken by politicians. In turn, politicians should ensure that they provide reasons that will be understandable and be accepted by that community. If this is not done correctly, that is how protests occur. The researcher's point of view is that, public participation is crucial when dealing with issues that affect the public directly, especially in relation to programmes that alleviate poverty in the community. For example, the Food Insecurity Programme that the City of Johannesburg has initiated a partnership with the Gauteng Department of Agriculture to address poverty in the community, where it acquired large farms, provided resources, convened the *imbizo's*, identified community members interested in agriculture, trained them, encouraged them to form cooperatives and assisted them to register the cooperatives. The

programme is fully functional, productive and getting good returns from the produce, which was aimed at alleviating the poverty in the disadvantaged poor community.

Public deliberative democracy also focuses on encouraging empathy and selflessness among community members. The fact is that in politics the public should consider the interests of other beneficiaries and partake in making public deliberative decisions. The public should be allowed to partake in any deliberative decisions taken by the governors to address the issues of poverty alleviation. According to public deliberative democracy communities will learn about the perspectives, beliefs and interests of others to a much greater extent than they would be able to under more adversarial forms of democracy. Offering reciprocal justifications also makes deliberative democracy more reasonable.

This results in exchange of ideas, inputs and recommendations to informed decisions taken in order to alleviate poverty in the community. Thus, the aim is to make collective decisions that take all relevant arguments into account and that are carefully considered rather than hasty. Public deliberative democracy also serves as an important source of information and thereby facilitates learning. It helps communities acquire new information and correct false beliefs. What is mentioned here by Chappell (2012:7) is quite significant, in a sense that if this is not done there will be divisions or segments amongst the communities which will result in conflicts or no go areas, because all relevant arguments were not taken into consideration or no new information was acquired by citizens.

Estlund (1997:173) endorses a form of deliberativism based on epistemic proceduralism. This should be done in a sense that correct procedures are followed and concrete evidence is sourced in line with poverty alleviation programmes. According to Estlund (1997:173) democratic procedures are good at arriving at the truth or the best outcome. The researcher's point of view is that the public should be involved in deliberative set procedures and decision-making when implementing the programmes that alleviate the issues of poverty in the community. There are grounds for obeying laws created through these procedures even if they could be wrong. Another epistemic defence of deliberative democracy comes from pragmatist quarters. Pragmatists such as Misak (2000:49-69) and Talisse (2005:104-107) argue that the value of deliberative democracy lies in creating an ongoing debate in search of the truth that satisfies the requirements of pragmatic inquiry. Thus, reasoned debate is valuable both from a procedural and from an outcome-based viewpoint. From the procedural point of view, it helps political decision-making processes to honour the seriousness of making decisions that affect a whole community in relation to programmes of poverty alleviation.

From the outcome-based point of view, requiring public deliberative democracy to be reasoned is the foundation of the epistemic justification of democracy. What makes communities reasonable is a controversial question. The public deliberative democracy literature usually takes Rawl's concept of public reason (1993) as the benchmark of rationality in public debate. Fish (1999) and Talisse (2005) criticise Gutmann and Thompson (1996, 2008) for holding conceptions of the reasonable that are much too narrow and will therefore exclude religious or illiberal views. According to Young (2000:120-135) reasonableness should not be a function of individuals' beliefs, but instead of their attitudes towards other deliberators. As such, reasonable individuals are willing to engage in debate, offer public justifications for their preferences and reflect on their positions. By contrast, unreasonable communities are unwilling to listen to others or even consider that their own position may be wrong. This results in not giving platform for public deliberative debate which should be inclusive and different opinion being raised on issues of poverty alleviation programmes.

The standard of public deliberative democracy is being inclusive. Thus, while in current democratic systems some individuals and groups are excluded from politics despite formal means of inclusion, such as providing each person with one vote; deliberative democrats aims to consider all community members in the decision-making process. Moreover, public deliberative democracy should also all the ideas, with all relevant arguments adequately represented during deliberative debates. Young emphasises the inclusive aspect of public deliberative democracy and this concern for inclusion originates from the need to give a voice to all communities during deliberation and not to marginalise them by making it a privilege of the elites. Young (2000:120-135) is correct in a sense to have observed numerous public participation meetings where other groups or individuals are being marginalised and this will results in other members leaving the meetings before its closure. This is also attested in parliament where some groups of individuals leave parliament as they feel that their voice is not being heard the way it should be, when deliberating on issues that directly affect the disadvantaged communities, such as alleviation programmes debated during parliamentary proceedings.

For Young (2000:120-135), the facilitation of inclusion and political deliberation must not resemble a debating club, but should rather acknowledge and encourage various forms of communication between citizens. Public deliberative democracy could be used as a tool to combat existing social injustices and political exclusion by giving those who are currently disadvantaged a voice and requiring the rest of society to listen. It could allow all members of public to present their perspectives, beliefs and interests to others, thereby enabling citizens and groups to find out more about each other. Public deliberative democracy could thus

serve as a powerful means of increasing political inclusion and counteracting existing power differences in society. The statement above reflects what is being done when groups and citizens are attending the *imbizo*'s that are called by politicians. More often than not, the *imbizo*'s fail to address the issues intended for the disadvantaged communities, instead they turn out to be politicised and not involving the public issues at large.

The public is not being given a platform to voice their perspectives instead they will be told that a decision has been taken by those who govern, especially in the informal settlements. This shows that there is still a lot to be done in our country when it comes to public deliberative democracy. Hence, concern for equality is closely related to concern for inclusion. Despite assumed equality among people in a country, not every one of them has the same privileges. Without countering problems of inequality, public deliberative democracy may worsen the situation if the people involved are not educated, and resulting in those earning higher having more influence in most debates. Lack of the necessary skills to be persuasive leads to a situation where some communities cannot partake in discussions. Poorer citizens may struggle to finance themselves to attend the meetings that discuss poverty alleviation.

Many deliberative democrats such as Chappell, Rawls, Estlund, et al. argue for more substantive equality between communities "as a precondition of equal deliberation, this could include making sure that all communities have adequate capabilities to participate in public democratic deliberation and to influence the political process". Public deliberative democrats such as Chappell, Rawls, and Estlund, et al. (2012, 1993 & 1997) argue for better education and increased material equality to ensure that politics can be truly equal. However, the equality of what debate does carries over into the public deliberative democracy literature and there is no consensus on what should equalise resources, primary goods or capabilities or how equality can be secured in a deliberative context. The above values provide a good picture of the conception of politics that public deliberative democrats promote. By using these values, they oppose adversarial or aggregative theories of democracy.

There are other values that are sometimes used to define public deliberative democracy in the literature, such as that of aiming for a consensual decision, but public deliberative democracy can be sufficiently defined without these. The values outlined above capture the essence of public deliberative democracy and all deliberative democrats endorse them in some form, no matter what their disagreements over other questions may be. There is no such agreement over the need to aim for a consensus or the role that self-regarding preferences can play in deliberation (Chappell 2012:7-10). To endorse the views of the public deliberative democrats, the governors should make sure that members of the public are

involved in issues pertaining to public participation and programmes that are implemented to alleviate poverty in the community.

The connection between public deliberation and democracy, between deliberations and the legitimacy and fairness of the outcomes these sessions produced, at these times, seemed quite thin indeed. In many meetings, a deferential question-answer dynamic set itself in place. A citizen would ask a question about a policy issue, and the politician would provide the answer. Citizens would then move onto the next question. Instead of a give-and-take discussion, there is often only a stilted inquiry with little momentum and no ability for communities to make connections between the various questions they posed. Most importantly, the politicians served as the privileged repository of information and communities became consumers of information. The researcher's view is that, the element of public participation is being compromised and this will result in politicians imposing programmes that are not effectively addressing the issue of poverty in the community.

While certain procedural rules are no doubt helpful for the organisation of these sessions, a more promising approach to the development of deliberative publics may be one that draws out these pre-existing understandings, evaluations, and approaches to politics as a way to make them visible to all participants and to provide opportunities to examine the nature and consequences of these situated positions. Hence, communities would not simply assent to certain general norms or rules that others have deemed beneficial rules which otherwise ignore or strive to circumvent citizens' own perspectives on deliberation. Instead, they would bring these features into the open as a central component of constituting themselves collectively as a deliberative public (Chappell 2012:7-10). In addition, the set procedures should be adhered to by politicians when dealing with issues of poverty alleviation and directly involve the citizens in public deliberative democracy as well as decision-making.

It is further disclosed by Button and Mattson (1998:18-22) that, public deliberations, no matter what issue is being discussed, are multifarious because they are depended on the prior assumptions and frames of reference that communities, organisers and politicians bring to a public forum. Ideal procedures, standards, and rules are certainly necessary, but communities pre-existing understandings, evaluations, and relationships to politics significantly influence the character and outcomes of these kinds of deliberative forums no matter what rules are established. These variables do not constitute a ceiling for deliberation, but they do form the primary context underlying these forums and must be more fully appreciated by those who seek to extend the use and role of public deliberations in American politics. It was further found that some participants view public discussions as an opportunity to confront or question their political representative on any one of a variety of issues. Public

forums, from this point of view, should be used to hold officials accountable to citizens who feel increasingly alienated and disengaged from political life. Other communities simply wanted to learn about a specific policy concern by talking with fellow citizens and political leaders. Public deliberation is meant to educate communities about the complex issues surrounding a policy debate or about the political process more generally. These approaches to deliberation not only differ, but in fact came into pronounced conflict in nearly every forum. Politicians should not allow a situation where the public are left in a vacuum in relation to new policies put in place, because awareness and dissemination of information is critical to implementation of programmes that alleviate poverty as reiterated by the researcher.

According to Button and Mattson (1998:21), public deliberative democracy cannot engender more democracy on its own or create more empowered communities in any immediate or direct sense. A deferential tendency still exists today among many communities; or stated otherwise, the cult of experts is still taking its toll. Therefore, the connection between deliberation and democracy is not so neat, in a sense that, instead of a give and take discussion, there is often only a stilted inquiry with little momentum and no ability for the community to make connections between the various questions they posed. That said, deliberative forums can offer the public an opportunity to see politics as an exercise in mutual, public communication and imagination. But it must respect the open-ended and conflictual nature of deliberation. They can also provide politicians with new terms of accountability towards the public that they need to take into account when making decisions. Public deliberative democracy forums should be created even if they have not immediate impact on legislative or national politics as is known today. Communities cannot be invited back into the public sphere under the auspices that their words will directly translate into political action. The public deliberative democracy forums should not be used as political platforms but be consultative sessions where public concerns are taken into account in relation to programmes that concern the needs of poor disadvantaged communities.

"How democratic is deliberative democracy? Given existing inequalities of gender, race, and class, to what extent does it fortify them? A number of critics have suggested that public deliberative democracy as it currently is theorised is more likely to reproduce inequality than to ameliorate it. One obvious answer is that communities with fewer resources are less able to participate in deliberative processes but the effect of unequal resources on participation is a difficulty that all democratic theories face. A more endemic problem for deliberative theory stems from the supreme value it places on calm rational discussion, to the exclusion of both emotionally laden speech and passionate protests. It is precisely the disadvantaged who need to engage in non-deliberative forms of activism and who are often still perceived as insufficiently rational, whether in speech or action. Under these circumstances, the

democratic requirement for rational deliberation has decidedly undemocratic consequences". The statement above is attested by various protest actions happening around in the country, where communities demonstrate dissatisfaction due to poor service delivery and inequalities in various educational institutions. If there is transparency, efficiency and proper public participation in addressing the needs of disadvantaged communities, this will reduce the incidents of protests that are not only destructive but are crippling the economy of the country.

Moreover, "public deliberative democracy alone is not enough to ensure democracy, but it is nevertheless more reliant on passion than either advocates or critics acknowledge. Public deliberative democracy is not and cannot be a purely rational enterprise. While it may be helpful to supplement deliberation with more obviously emotional forms of communication, then it is argued that it is even more important to recognise that deliberation is a process that inherently involves passion as well as reason. Reconceiving deliberation in this way will help deconstruct the opposition of reason and passion, an opposition that itself plays a central role in reinforcing inequalities of gender, race, and class". If the public is fully informed and involved in the initial stages of implementation of poverty alleviation programmes the reasoning will be of a sense that they belong and own the programmes that will result in having passion and commitment to see the programmes succeed. The successes of the programmes also benefit or empower poor communities that would make a positive contribution to the economy.

Hall (2007:82-83), further advocates that, "theorists of public deliberative democracy argue that there might be best conceive of democracy as a process whereby public engage in rational discussions to resolve the problems collectively, that life poses". Although theories of public deliberative democracy such as Chappell, Rawls, and Estlund, et al. (2012, 1993 & 1997) "differ, all share the common demand that democracy is the rule by citizens of their common affairs through the public use of reason. It is also objected that prioritising these values above all others may lead to undemocratic consequences. The problem with privileging discussion is that it delegitimizes forms of political action such as organising and demonstrating whose aim is not to talk with an opposing group but to marshal resources against them". Whatever reasoning that the authorities may decide in terms of any programmes that are related to alleviation of poverty, there should be thorough public deliberation or public participation that actively involves the entire community.

Taking public deliberative democracy as a "signal of democratic practice paradoxically works undemocratically, discrediting on seemingly democratic grounds the views of those who are less likely to present their arguments in ways that are recognised as characteristically

deliberative”. All the views presented during discussions with the community should be considered equally and in an unbiased way, even if it seems not convincing to the authorities this might cause segregation in the community. “The first criticism of deliberative democracy is that privileged discussion entrenches inequalities because reason(s) alone cannot persuade people with power to give it up, is compelling enough to require that democratic theory not rely exclusively on deliberation to advance democracy. The second criticism of deliberative democracy that privileging rational argument within discussion entrenches inequalities because it is the style of communication that members of the dominant gender, race, and class have mastered, has encountered a more mixed response”. As soon as the authorities entrench inequalities amongst the communities it creates segregation. This results in mixed emotions and causes further damage and drifts the communities apart which will affect or cripple the implementation of the programmes aimed to alleviate poverty. Hence, the disadvantaged poor communities’ status will not change, but remain even poorer.

Moreover, the “problem with the criticism of deliberative democracy’s emphasis on rational argument is not that it challenges the universality of norms of rationality but it perpetuates a rationalist conception of what deliberation actually entails. That is to say, the critics reinforce an understanding of deliberation as a process that uses reason but not passion. There is a profound irony here, at least because Young (2000:120-135) explicitly disavows the opposition between reason and passion and repeatedly criticises its consequences. It is mentioned that one of the problems with existing norms of deliberation is that they presuppose an opposition between mind and body, reason and emotion. This opposition is directly responsible for deliberation’s exclusion that the presence of passion threatens rationality. Thus expressions of anger, hurt, and passionate concern discount the claims and reasons they accompany”. Public deliberative democracy should entail active public participation, which results in collective reasoning, reaching consensus, and not embracing favouritism but passion in dealing with issues relating to poverty alleviation.

But it is argued that public deliberative democracy is “already a process that makes use of passion, and in order to bring passion into the picture democracy must allow for other forms of communication than deliberation. Thus the passion that accompanies rational argument remains largely unexplored. As a consequence, Young’s distinction between rational argument and deliberation tends merely to relocate the dichotomy between reason and passion. There can be no deliberation unless people are motivated to deliberate, and what motivates them is passion. Deliberative theorists (Button, Mattson, Young, Hall et.al) acknowledge this point fairly often, albeit in different terminology, describing communities who are committed to resolving problems through public reasoning, who have a moral sensibility or a desire to be fair, or who have a disposition to abide by principles of

reciprocity, publicity, and accountability” (Hall 2007:82-90). In dealing with programmes that alleviate poverty in the communities requires authorities that can account, be fair in decision making, and allow for public participation and transparency. The feeling of the communities will be that the programmes are not imposed on them but they have full ownership, which will ensure robust public engagement. Hence, the researcher is of a view that exchange of ideas, information or resources which translate to public transaction is crucial in the implementation of public policy that addresses the needs of the communities.

### **3.3.1 Public engagement**

As the previous theoretical debate, Mzimakwe (2010:507) is of a view that, public engagement entails involving citizens in the formulation and implementation of public policy. Its aim is to contribute in a transparent and accountable way to decision-making. Further, public engagement values the right of citizens to have an input in public decision making. Public engagement can take many forms, such as communication, consultation and co-production. In order for the programmes of poverty alleviation to be implemented in such a way that it impacts positively to the community’s needs, thorough consultation, effective communication and public engagement are the key elements of public participation. Hence, Seedat (2012:489-490) advocates for public or community engagement as a dynamic, shifting and complex process, and that it is a form of action, liberatory thought and praxis. The researcher concurs with the above argument in the sense that whenever there is public engagement, various issues emerge which can complicate the implementation of decisions taken during the robust debates. As a complex, non-linear, shifting and discontinued process public engagement or community engagement is shaped and reshaped by creative social forces, academic traditions, liberatory intellectual thought and social actor styles that are dialectically interconnected. The above argument portrays that in order for public engagement to take place, social needs, knowledge and rational reasoning should be taken into consideration. Public engagement is embodied as a specified participatory oriented enactment in South Africa, which is illustrated as dynamic and shifting process that contains three moments to be discussed below.

In the first moment, public engagement is informed by the empirical, social and intellectual elements that fashioned the beginning and growth of the university-affiliated violence-prevention initiative that was a performance of liberal democracy. In order for the community to be involved in the programmes that alleviate poverty, they should be well informed and conscious of the details of the programmes to be implemented. Secondly, public engagement shifted to become a psycho-political exercise in community self-affirmation and agency. Public engagement should allow for democratic debate that embraces the element

of rational reasoning in tackling developmental needs of the society, in order for the programmes to be beneficial to the community. The third moment, which is a creative response to the critical intellectualism of Black Consciousness and influenced by social actor particularities, showed public engagement to be a manifestation of praxis. Praxis included imagination, reflection, action and the building of community connections through the establishment of interpersonal relationships. Social cohesion which is part of public engagement seeks to forge the relationship amongst the communities towards a common goal to address the scourge of poverty. Furthermore, it emphasised the facilitation of community-agency partnerships and connections, represented a further shift in the articulation of public engagement.

Public engagement may take the form of consultation, consent, involvement and participation, each assuming different purposes and levels of interaction with communities. Engagement in the form of consent is about obtaining stakeholder approval for a particular initiative. Engagement assuming consultation seeks to interact with communities for the purposes of obtaining feedback without direct community participation in programme design, implementation and evaluation. Community involvement enlists stakeholders as volunteers and/or consumers of an envisaged project and its associated services. Participatory forms of engagement go further than obtaining consent, comment and involvement. Participatory engagement aims to involve community members in planning, implementation and overall assessment of development initiatives (Seedat 2012:489-490).

While participatory forms of public engagement do not necessarily preclude consent, consultation and involvement, they are distinguished by their emphasis on community knowledge, agency, control and ownership, which are defined as the ideal outcomes and drivers of community-centred development. Participatory engagement recognises how power differentials may entrench systems of oppression and unequal relationships. Most scholarly Mzimakwe, Seedat, Jaroszynski, et al. (2010, 2012 & 2009) perceptions, in terms of public engagement are predetermined, by the governor's perception of knowing what is best for the community without proper consultation. Therefore, this betrays the public engagement because the engagement will be top-down, while it doesn't come from bottom-up. For there to have public engagement, there should be reconciliation of the two. It will mean public engagement; reconciling and identifying same or different things with commonality. These two should reconcile in order to realise sense of commonality. Imposing of poverty alleviation programmes on the community without thorough consultation and involvement defeats the purpose of public participation and buy-ins from the community, which results in total failure to implement the intended programmes.

According to Jaroszynski (2009:28) ordinary practices are different and should be embraced in a sense that public engagement should be reconciling. There is a need to create innovative ways of poverty alleviation as opposed to top-down, not on the premise that governors know what is best for those that are governed. Ordinary practices are informed by unique experience embedded in ordinary practices. They are more about experimenting, the desire to effect change. The nature of change is no change in itself but should be meaningful change, as they eat tomorrow and they are hungry again. Hence the problem is being fed instead of solving it. The South African government cannot assume and introduce poverty alleviation programmes that have no urgency for alleviating poverty in the community. The government of South Africa has initiated programmes that people on the ground have already implemented. The ordinary practices come from those that initiate, but the assumption is that there are no programmes on the ground whilst there are programmes in existence. This reflects that consultation and public participation has not been done with the community, instead the authorities have imposed programmes that address poverty.

These programmes are not helping the community but they are contributing to whatever they already have. The community are already helping themselves. Help and assistance do not mean the same thing, because help means that the other party could not help, but assistance means that you are supporting which is already in existence. If you give food parcels to the community you are helping them, but strengthening what they have is assisting. Programmes are there to help the helpless. It is always crucial for the authorities first to consult, engage and involve the communities before implementation of poverty alleviation programmes as this will eliminate duplication of programmes. There is something interesting happening in the above statement, as there is a subject and object. Subject is active, while object is passive because is always ready to receive. There is no thorough engagement or proper public participation as programmes are being imposed on the end users. Where subjects exist there is assistance. This means that subject plus object is equal to help, and subject plus subject is equal to assistance. All of the programmes are just helping or assisting. When one is in desperate situation, is simply asking for help, but when one need something is seeking assistance. This means that support does not exist on help but on assistance, because one support what is in existence. In order to contribute more meaningfully in poverty alleviation programmes the authorities need to understand whether the communities require help or assistance before deciding on the programmes to be implemented in the community, no imposition, but thorough public participation.

The above statement is affirmed by Theron (in Davids, Theron & Maphunye 2005a:108) pointing out that "public engagement signifies an outside agency or agent having the aim of involving the beneficiaries. This focuses on involvement which boils down to an approach

which makes communities part of a top-down, predetermined programme or programmes that does not lead to empowering and authentic participation. The objective of a constitution in any state is to protect the civil rights of the public and to ensure that government authority is not abused. Thus one of the primary objectives of the Constitution of the Republic of South Africa of 1996 is to protect the individual against the state. The relationship of power between the government and the public is therefore determined and arranged by the RSA Constitution, 1996. While, Kellerman (in Kotze 1997:52) emphasise that participation is a complex and ongoing process through which people are enabled to exercise varying degrees of influence over development and governance issues and activities that affect their lives. This also contends that merely taking part passively in externally designed and managed activities does not in itself represent participation. Rather, participation and engagement must be assessed in terms of the measure of influence people exercise over development and governance activities affecting their lives. Van der Waldt (2007:27) points out that public participation should be seen as something broader than just involving beneficiaries and the excluded, with the focus on wide-ranging forms of engagement by the public in policy formulation and decision-making in key areas that affect their lives”.

Fox and Meyer (1996:20) are of an opinion that “public participation is an active process whereby public participants take the initiative and action stimulated by their own thinking and deliberation and over which they can exert effective control. Public participation and engagement could be described as the involvement of citizens in a wide-range of administrative policy-making activities, including the determination of levels of service, budget priorities, and the acceptability of physical construction projects, in order to direct government programmes towards community needs, building public support, and encouraging a sense of cohesiveness within society”.

Public engagement is ordinary and always excluded in ordinary practices. In a sense there should be inclusion during policy making, decision-making and the actual implementation of policies and programmes that affect the lives of people. Imposition totally defeats the sense of public engagement as the community may feel excluded and not part of the ordinary practices that affect them directly. The E-Tolls are the good example of failure to consult, engage and involve the public in the initial stages of decision making or implementation of the programmes. Public engagement should re-politicise social practices, it gives a renewal to political agents. There is a need to revitalise public participation. There is high sense of political imaginary consciousness, to political urgency. Whatever challenges confront the community at large can be deliberated upon. Rowe and Frewer (2005:253-256) are of an opinion that “a general definition of public participation with which few would argue is the practice of involving members of the public in the agenda-setting, decision-making, and

policy-forming activities of organisations/institutions responsible for policy development. This definition enables the distinction of participation situations from nonparticipation situations associated with more traditional models of governance in which elected policy makers, generally with the help of nominated experts, are left to set policy without further public reference". The researcher is of a view that public participation is critical to any decisions taken by governors in relation to the programmes that address poverty, and there should be reciprocity in decision making and policy implementation.

Public engagement is, however, arguably too broad, allowing different interpretation, as well as involving citizens in decision making in different levels. "In some cases, the public may participate by being the passive recipients of information from the regulators or governing bodies concerned; in other cases, public input may be sought, as in the solicitation of public opinion through questionnaires; and still in other cases, there may be active participation of public representatives in the decision-making process itself, such as through lay representation on an advisory committee. There are important conceptual differences among these different situations that render it inappropriate to describe them all using a single term be that public participation, public involvement, or whatever. Indeed, one distinction that has been made in the past is between participation and communication, the key dimension of difference being that information of some sort flows from the public to the exercise sponsors (term sponsor is used to refer to the party commissioning the engagement initiative) in the former, rather than solely from the sponsors to the public in the latter.

It is believed, however, that this distinction doesn't sufficiently capture the essence of the differences among the various involvement situations and that a further division of concepts is required. Instead, three different descriptors to differentiate initiatives that have in the past been referred to as public participation are used, based on the flow of information between participants and sponsors. These are public communication, public consultation, and public participation, and of which these concepts in combination are referred to as public engagement". In order for public engagement to be effectively implemented concepts such as robust communication, public participation, active involvement and inclusion of the community in programmes of poverty alleviation need to be considered (Rowe and Frewer 2005:253-256).

It is further noted by Rowe and Frewer (2005:253-256), that "in public communication, information is conveyed from the sponsors of the initiative to the public. The organiser is taken as the party that conducts the engagement exercise, which may or may not be the same as sponsor. Information flow is one-way, there is no involvement of the public per se in the sense that public feedback is not required or specifically sought. There are no

mechanisms specified as priori to deal with this at any level beyond, perhaps, simply recording the information when the public attempts to provide information". Such actions may lead to eruption of violence protests in the community, because the community may feel being undermined or betrayed by the organisers.

Hence, there might be no ownership of the initiative by the public as the organisers have imposed the initiative to the public instead of engaging them directly. The one way flow of information is seen as causing challenges to the organisers because negative response will be experienced. Hence, this is widely attested by lot of violent protests that are seen in various areas in the country. These violent protests are the results of poor service delivery by the authorities who only promise and fail to execute the expected programmes. The argument above attest to the fact that the concepts illustrated above indicate that in order for public engagement to succeed, the public should not only be involved but, a two-way feedback loop should be established that keeps all relevant parties constantly informed and engaged with the progress of implemented programmes aimed at poverty alleviation.

"In public consultation, information is conveyed from members of the public to the sponsors of the initiative, following a process initiated by sponsor. Significantly, no formal dialogue exists between individual members of the public and the sponsors. The information elicited from the public is believed to represent currently held opinions on the topic in question". This is also not good as it poses challenges in terms of ownership of the information by the public, as they might retaliate in the process. This does not show from the public perspective the ownership of programmes that are intended to alleviate poverty.

However, "in public participation, information is exchanged between members of the public and the sponsors. That is, there is some degree of dialogue in the process that takes place (usually in a group setting), which may involve representatives of both parties in different proportions (depending on the mechanism concerned) or, indeed, only representatives of the public who receive additional information from the sponsors prior to responding. Rather than simple, raw opinions being conveyed to the sponsors, the act of dialogue and negotiation serves to transform opinions in the members of both parties (sponsors and public participants)". The researcher is of a view that where ever there is dialogue, there is public engagement, collective decision-making and consensus.

If both parties engage in some dialogue this might lessened or decrease the number of violent protests that are being experienced in the country. Both parties may reach consensus in terms of the matter in question. Transparency and trust from both parties may lead to quick resolution of matters that the parties might not agree upon, and initiative considered

may serve both parties. The country may see more developments initiatives that can assist the country to eradicate poverty and create jobs for those unemployed, which this may result in socio-economic stability. "These three forms of engagement are sufficiently different both structurally and in terms of their aims that the mechanisms used to enable them need to be evaluated against different criteria for effectiveness" (Rowe and Frewer 2005:254-256).

In addition, Martin (2004:505-507) is of an opinion that public engagement is "a core element of good governance, and the benefits include: (i) improving the quality of policy-making by allowing government to tap wider sources of information, perspectives and potential solutions, (ii) facilitating greater and faster interaction between the public and governments, and (iii) increased accountability and transparency which increases representativeness and public confidence. In engaging the public, government must encourage direct participation. Direct participation means the political empowerment of all citizens in such a manner as to allow them to articulate their will and their needs directly to political representatives and public officials". It is stated that the process of public engagement entails involving public in the formulation and implementation of public policy. Its aim is to contribute in a transparent and accountable way to decision-making. Further, public engagement values the right of citizens to partake in decision making. Engagement can take many forms such as communication, consultation and co-production. The above argument emphasises the significance of understanding, evaluating, and determining the measures that should be implemented in order for the public participation programmes that alleviate poverty to be appropriately, effectively, and efficiently administered.

- (i) "Communication: the one-way flow of information from policy makers and managers to the public. Honest and effective communication with the public is a legitimate and necessary function, and provides people with the means to access services and engage in an informed dialogue. The public needs clear information about what services are on offer, when and where, in order to be able to access them.
- (ii) Consultation: this involves a two-way flow of information, views and perspectives between policy makers/managers and users/public.
- (iii) Co-production: this involves active partnership between providers and the public to develop strategies design and deliver services and monitor standards".

Vyas-Doorgapersad and Muller (2006:343) "maintain that for democratic government to exist, the public (the citizens) must govern or at the very least be actively involved in local governance. Without public participation democratic government will no longer function as a democracy. Vibrant democracy insists", therefore, that those in power must positively encourage public participation. This is in fact concurred by the researcher that inclusivity,

thorough engagement, constant involvement and robust feedback should take precedence on matters of public participation in addressing poverty in the community. “This would require that the right of every citizen to participate in government decisions, policies, programmes and actions that directly affect him/her be legally protected. For the reality of democracy to come to fruition, it is further important that facilities and instruments of participation be accessible to every individual citizen”.

Furthermore, Seedat (2012:489-490) stresses that enactments of public engagement may assume various forms, styles and purposes. Located on a continuum, public community engagement may take the form of consultation, consent, involvement and participation, each assuming different purposes and levels of interaction with communities. Public engagement in the form of consent is about obtaining stakeholder approval for a particular initiative. Public engagement in the form of consultation seeks to interact with communities for the purposes of obtaining feedback with direct public participation in programmes design, implementation and evaluation. Community involvement enlists stakeholders as volunteers and/or consumers of an envisaged programme and its associated services. Participatory forms of engagement go further than obtaining consent, comment and involvement. Participatory engagement aims to involve community members in the organisation, execution and overall assessment of growth initiatives. The view of the researcher is that public participation is very broad in a sense that number of elements such as consultation, consent, involvement, engagement and participation, if not taken to consideration can cause a major collapse of the entire development of the programme. Public participation cannot operate in a vacuum.

While participatory forms of public engagement do not necessarily preclude consent, consultation and involvement, they are distinguished by their emphasis on community knowledge, agency, control and ownership, which are defined as the ideal outcomes and drivers of community-centred development. Participatory public engagement recognises how power differentials may entrench systems of oppression and unequal relationships. The typology of engagement strategies put forward by Bowen, Newenham-Kahindi and Herremans (2010:297) includes transactional, transitional and transformational modalities, and helps us to systematise the continuum of community engagement as action and to discern the intentions, processes and interactional styles embedded in such action. This typology arises out of a systematic review of over 200 academic publications that represent multiple disciplines in the human, economic and health sciences, and focuses on the drivers and outcomes of community engagement strategies.

Levy (2007:71) says that “public engagement, underpinned by access to high quality information, forms an outermost, and possibly the most important, element of a national

system of checks and balances. Participation in political decision-making by members of the public, individuals and groups, directly or indirectly through elected political representatives, must be secured. Gildenhuis and Knipe (2000:126) contend that the largest possible participation in public decision-making can be secured by the acceptance of the principle that each and every citizen of a country has the democratic right to participate in public decision-making in all those areas that influence his or her life, and this includes almost all activities of government. Further, Pollitt (2007:99) maintains that public participation is the most active form of relationship, where citizens are directly engaged with the decision-making process. This is a two-way process, usually with more scope for influencing the agenda than consultation. In genuine participation power is shared between the public authority and the participating citizens”, which result to public transaction. The above arguments all advocates that for poverty alleviation programmes to be effective and efficient, public participation is key to consultation, consent, involvement, communication, engagement and feedback. The above mentioned elements play a significant role towards the understanding, evaluation and determining the relationship between public participation programmes that address poverty.

### **3.3.2 Public Transaction**

Linked to public engagement is the conception of public transaction. According to Mclaggan and Botha (2013:3), public transaction “is an exchange process which is based on the fulfilment of the contractual obligations; it is typically represented as setting objectives as well as monitoring and controlling outcomes. As a result, it tends to be transitory in that, once a transaction has been completed, the relationship either ends or will be redefined (Lussier & Achu, 2010). Public transaction occurs when one person takes the initiative in making contact with others for the purpose of an exchange of valued things. Both parties acknowledge the power relationships of the other and together they continue to pursue their respective purposes. They are not bound together by a mutually similar purpose (Steward, 2006). Bass (1985) and Bass and Avolio (2004) describe public transaction in terms of the use of contingent rewards and management by exception (both active and passive). They view contingent rewards as the rewards that a leader will bestow on a subordinate once the latter has achieved agreed upon goals, encompassing behaviour that is intended to clarify performance expectations, and will follow in exchange for good performance (Valeria, 2009).

Furthermore, public transaction relies on goals and objectives that are set, measured and evaluated by the organisation with transactional leaders monitoring followers to ensure that mistakes are not being made (Lussier & Achua, 2010). Public transaction aims to give incentives to well performing individuals and or communities. It consists of the following sub-scales: contingent reward, management by exception is either active or passive. It is clear

that contingent reward has a positive correlation with affective commitment. This correlation suggests that the leaders behaviours involving the exchange of rewards for realising agreed upon objectives may be related to the way employees feel about having to remain with an organisation. This result also provides an indication that the more passive a leader is in making decisions or providing feedback the less committed an employee will feel to the organisation”.

Seedat (2012:490) posits that, public transaction may include various actions such as financial donations, skills transfer, investment of time through volunteering, and providing technical and expert advice. As such, public transaction is marked by communication and transfer, namely from corporate entity or academic agency to community. Even though both parties benefit, albeit separately, from such a process, interaction is occasional, trust is limited and the agency retains full control of the transaction process. Hence, Anderson (1992:51); (Conger and Kanungo 1998:13, 15); Donohue and Wong (1994:28); McShane and Von Glinow (2005:450); Senior et al. (2012:282) advocate that public transaction ensures that resources are available and gives incentives to well performing employees. Public transaction also provides employees and leaders with the motivation to meet expectations. From the above arguments it is clear that a similar view of public transaction is held by the above two scholars where the element of reward is highlighted and linked to performance towards the achievement of the intended outcomes. Public transaction as an element of public engagement emphasises on the exchange of information, skills and ideas that aims to address the gaps that have been identified during the public debates. Furthermore, public transaction correlates to the element of reward which motivates people to perform to intended outcomes according to the researcher’s view. Poverty alleviation programmes if appropriately linked to public transaction, which has reward as a motivating factor, are likely to be executed efficiently and effectively.

When talking about public transaction it is important to know how mutual it is, and also to note that it is not a one but a two way process. It is mutual. It also creates consensus, and the exchange of messages is contextual. What comes to mind on public transaction during face-to-face transaction is that there is an exchange of information and lateral communication. It is also imperative to note that, modes of participation are not aggressive as they do not come from one extreme to the next, because they are interchangeable. It is wise to highlight that, relationship is complex, as there is a difference of opinion or ideas to be debated. Hierarchies are blurred or dismantled as public transaction is an interactive process. Public transaction is more than an exchange of information or ideas, but has to come up with the best decision regarding relevant programmes that address poverty, and also has an element of continuity and dynamism.

Two or more components are exchanging on a continuous basis during public transaction for the purpose of creating value and meaningful relationships. Therefore, public transaction requires stakeholders from different backgrounds to play meaningful roles during public participation. Public participation in this instance is solidified with an aim of creating meaningful relationships that enhances stakeholder relationships. Fox and Meyer (1995:122) define "a stakeholder as a person or group of people, such as shareholders, employees, customers, creditors, suppliers, trade unions, public, government and the community, who have an interest in the operation and outcomes of the organisation. According to Beckenstein *et al.* (1996:3) the stakeholder concept is critical to sustainable development. It is emphasised that dialogue and negotiation among stakeholders are the vehicles through which the principles for sustainable behaviour are established, implemented and monitored". In order for public transaction to be effective and efficient, stakeholders or public should be well informed, engaged and participate meaningfully in programmes that relate to the needs of the poor disadvantaged communities.

"Community consultation is far removed from the more traditional regulatory processes that claim to include public participation when government institutions merely invite comment from stakeholders. Typically the inputs are then reviewed and incorporated into a programme that balances legislative intent with the concerns of the stakeholders. Concerning the concept of negotiation, Spoelstra and Pienaar (1996:3) define it as a process of interaction between parties directed towards reaching some form of agreement that will hold and which is based upon common interests, with the purpose of resolving conflict, despite widely dividing differences. Although Swanepoel and De Beer (1996:16) are of an opinion that there are essentially three possible causes of conflict whilst managing community development programmes: (i) clashing interests; (ii) clashing personalities, and (iii) misunderstanding. Each of these should be managed through a process of negotiation and by focussing on the causes of the conflict".

Whilst, Spoelstra and Pienaar (1996:12) continue to classify "the types of negotiation, two are important for local government stakeholder negotiations. Firstly, there is co-operative negotiation in which win or lose is irrelevant. Conflicting views are discussed and converted into co-operation. Secondly, continuous negotiation involves entering into an on-going relationship between parties". During public transaction which is an element of public participation, parties involved in discussions or debate should do away with competitions but reaching an agreement should be the core objective. The discussions should be based on reaching a working relationship towards the intended common goal of addressing issues of poverty in the community.

Relationship should be “maintained throughout the negotiations and into the future. It is further emphasised that the nature of negotiations are a process and not an event. An element of continuity therefore forms its basis. In addition, it is important in this regard to note that negotiation involves an element of information exchange. From the point of view of local government, information dissemination could have the advantage that it assists in attaining the objective of transparency and greater accountability and that may result in educating some communities in aspects related to their environment”. Public transaction clearly shows that different stakeholders need each other, so that they operate in a continuously and mutual beneficiary way. The input does not end with output, because the output can be input or vice versa, which means the rationality of the two is cynical. In public transaction stakeholders should reach a mutual agreement in terms of the implementation of poverty alleviation programmes that will be beneficiary to all parties involved during the negotiation. Public participation requires authorities to be transparent and accountable when delivering services that will be mutually beneficiary to the public.

Public transaction is more about value, which means is more than the programmes that are in place, but more on the nature of relationships between stakeholders. These relationships should be well built, natured, and nourished automatically. If there are programmes in place and nothing drives them, it means that they are not of any use, as they cannot add value or operationalise with the community. Public transaction means, that, those that come up with the programmes and those that programmes are directed to, operate in basis of value exchange. Programmes become realisable when they are simple and address the issues of poverty alleviation, and those that initiate them, should implement them in a sense that they become meaningful. Implementation can be understood as coming from those who initiate, but in a true sense the programmes should come from the community to consolidate their commitment and ownership of the programmes.

“Interaction with stakeholders is currently an activity that is regarded as imperative for the successful planning, management and evaluation of development projects in the South African private and public sectors. In most university classes that examine entities relationship with society, stakeholders and stakeholder management are among the first concept introduced. Stakeholders are typically defined as individuals and groups that have an involvement or an investment in the company’s decisions and in its social and economic exchanges” (Beckenstein, Long, Arnold & Gladwin 1996:2). Merham, Rensburg and Skinner (1995:57) concur with this view and emphasise that “in terms of public relations and development communication in South Africa, communities and stakeholders are regarded as key communicators in communication and should therefore be actively involved in the

process. Communities and stakeholders should not merely be the passive recipients of information; interactivity and proper dialogue is required”.

Van der Walt and Knipe (1998:144) views “public participation as a very involving process and specifically mentioned the problem-solving nature thereof. However, note that practically public participation may present some daunting problems, *inter alia*: (i) the processes associated with managing projects where certain community members and groups may frustrate progress; (ii) pressure on personnel as the process of participation and consultation requires additional human resources capacity; and (iii) the unpredictability associated with dealing with community groups. Tsenoli in Reddy (ed.) (1995:34) warns that democratic local government and sustainable development could only be realised if facilities, resources and technical skills are provided to ensure that all development is truly people driven. Swanepoel and De Beer (1996:16) confirm that development is about people participating in decision-making and implementation that will affect their position and their future. The community as stakeholders in democratic local government should therefore actively become involved in all planning, implementation and monitoring processes. Such processes should also be supported by sufficient administrative capacity to ensure effectiveness”. The researcher concurs with the above statement in a sense that during public participation or public transaction the key element is an active interaction amongst the stakeholders. Involvement in robust discussions aimed at reaching solutions in solving problems of the programmes that are people centred should be taken into consideration.

Public transaction includes various actions such as financial donations, skills transfer, investment of time through volunteering, and providing technical and expert advice. As such, it is marked by one-way communication and transfer, namely from corporate entity or academic agency to community. Even though both parties benefit, albeit separately, from such a process, interaction is occasional, trust is limited and the agency retains full control of the engagement process. Public transaction representing proactive forms of action is characterised by joint learning and value-generation, the co-management of projects and the inclusion of community leadership in decision-making processes. Communication is therefore a dual-process involving both the agency as well as the community in frequent interaction. Control over the public transaction process is supposedly shared by the agency and community and trust assumes a relational form as it is developed through personal relationships and shared understandings. Public transaction is framed as moving beyond talk into action, is contingent on active dialogue, listening, critical reflectivity and the co-creation of shared organisational language.

Public transaction transcends the one-way communication inherent in transactional approaches, but stops short of the co-framing of priority issues and sense-making evident in transformational approaches. It is underpinned by the idea of building bridges, incorporate consultations and collaborations and so involve repeated community-agency interactions. However, while resources may be shared within the purview of the consultations and collaborations, they remain in the control of the agency. In such forms of transaction trust is evolutionary in nature because it emerges as the result of repeated exchange between the parties involved. Despite the conceptual sophistication of the typology, and irrespective of the purposes and intent of these various forms of interaction, the typology tends to position transaction primarily as action. Public transaction is a form of action and practice in the encounter between community and activists, consultants, university professors and other categories of social actors. In interaction as transformation, dialogue, critical reflectivity and listening seem to be means of taking action. Reflectivity and action remain dichotomised.

Public transaction which champions participation is also silent about what is called the new tyranny of participation, referring to the unjustified and illegitimate exercises of power. In this respect there is no explicit exploration of psycho-political validity, that is, the influence of power differentials on community well-being. Power may be exercised illegitimately and unequally through both the discourse and the practice of community engagement. Even though public transaction is underpinned by the idea of a changing society, there is silence about the potential for the unequal exercise of power inherent in community-agency interactions. Such considerations prompt authorities to locate public transaction within a critical community perspective. From within a critical location and following the analysis, power is something that circulates and as such it is found in the creation of norms and social and cultural practices at all levels.

From a critical perspective public transaction therefore goes further than including marginalised voices and engendering public participation and control in the design, implementation and assessment of development initiatives. Informed by counter-hegemonic discourses and methodologies, critical enactments are mindful of the potential to exercise power unequally and committed to destabilising unequal power relationships. Critical enactments aim for liberatory forms of community agency (Seedat 2012: 489-490). The researcher's opinion is that in public transaction trust evolve continuous exchange of ideas between the parties involved is critical. Consultation, collaboration and participation should form the basis of the discussions that pertain to address and tackle issues of poverty amongst the community. The authorities should take cognisance of the voices of the marginalised community when implementing the intended programmes of poverty alleviation. Decision-making that can either be centralised or decentralised in public participation which

is an element of public transaction should be mutual, rational and accommodative of all parties during the debates or dialogues.

### **3.4 DECENTRALISED DECISION MAKING**

Decentralised public decision making is flexible, fluid, continuous and multi-directive .As such, it accommodates different political viewpoints. A decentralised public decision means that all stakeholders should be involved and there should be no hierarchical structures. Public decision making should be flexible and be open-ended, which says there is no state of permanent decision making. If these decisions are not working they should be revisited or reengaged. It allows enough room for input, this mean that “public input is a necessary prerequisite to considering a range of alternative solutions and selecting a sound and feasible one. Active broad-based public participation in the decision-making process generally enhances sound decision-making, and helps reduce conflict and prevent polarisation of the public” (Hailu 1997:17-18). Deliberative debates become intense and tedious to reach consensus but it does not mean that there will be no decision as all parties involved will be looking at all angles. Very importantly, public decision making should not be centralised as this is not democratic, but is imposing programmes to the community that should suggest and own the programmes that alleviate poverty.

Kakumba and Nsingo (2008:113) affirms that the legislative framework mandates the local councils to devise mechanisms to assist the operative participation of public in expressing their requests and design programmes that suit local priorities. Accordingly, local councils have continued to take decisions relating to administrative and legislative (by-laws), planning and development of local programmes within the areas of jurisdiction, within the ambits of the Constitution. The lower local councils have played a role in mobilising people through village/parish meetings, local councils call upon the public community for collective contributions to address local problems in the spirit of self-empowerment. Accordingly, there have been schemes of participation by the public to use their available massive and economically viable labour force to promote education, water, health, and road construction. The local councils assist in regulating village life and often make such resolutions as to utilise resources remitted from the municipal divisions. The argument above attest to the South African local council within areas of jurisdiction when imbizo’s are convened to articulate the needs and design the necessary programmes that will address the scourge of poverty amongst the communities. It is from the imbizo’s that public participation is critical to obtaining the views and inputs from the public when decisions are made. Informing the public accordingly with issues that affects the public allows freedom of expression, active engagement and involvement during decision-making.

The result of a successful engagement is when the intended programmes are not imposed on the public, but the public is totally engaged from the beginning to when the programmes are fully implemented. For example, the CoJ is due to implement another programme called Stop Hunger that is directed towards addressing the issues of poverty in the community. The road shows have been conducted, volunteers sourced to package the non-perishable foodstuffs that will be distributed to the identified critical wards in all the Regions in the CoJ to the disadvantaged poor communities as per the objective of the programme to address issues of poverty.

Generally, public decentralised decision making "increases the range of alternative solutions or goals that may be considered, facilitates feasible and practical suggestions to improve upon the various proposed solutions or goals, and provides an opportunity for the public to have a direct influence over the decision by casting their vote. Planned and well-organised public discussion fosters consideration of a range of alternative solutions to the problem. The free exchange of divergent ideas and information, in turn, increases the group members' knowledge and imagination about the range of important issues and alternative options that they need to consider carefully before reaching a final decision. Consequently, this will help the group to make sound and feasible decisions. This is possible because informed citizens rarely make wrong decisions, often recognising and correcting their mistakes" (Hailu 1997:18, 20).

"Public discussion also helps generate ideas regarding the improvement of proposed solutions. Public members who have experienced similar problems in the past can point out the potential pitfalls of the proposed solutions. Since these suggestions are based on real-life experience, they are often helpful in making an informed and feasible decision. The suggestions that members offer can be used to develop a database of alternative solutions". According to the researcher, this is attested by the situation which is currently happening in the country for example, where people from other continents such as Ethiopians are being hacked and killed by those who feel that they are taking their jobs and wives. The public and the government have resorted in convening imbizo's to debate and discuss the range of another resolution to the problem and making an knowledgeable and practical choice. The vandalising of the foreign nationals' tuck shops has been criticised by public and the government, because the tuck shops assist the poor disadvantaged communities that cannot afford the mode of transport to the cities to buy the basic commodities that are required for subsistence.

"In addition, public members can directly influence decisions by casting their vote. Their participation in the discussions can influence the final position regarding the impending

decision. The process of public democratic discussion and having its voice heard helps the group make a decision that members can later support. One tool that can enhance a public's ability to make sound and feasible decisions is a process of assessing the merit of each proposed solution with the use of the following set of decision criteria. The criteria are the degrees of goal, relevance, attainability or feasibility, comparative advantage, compatibility with public interest, and benefit that will be derived and who will receive that benefit.

Relevance to deal with the question, "Do the proposed solution directly address the problem so that its implementation would significantly alter the problem situation for the better?" The answer to this question varies from highly irrelevant to highly relevant. Where on this spectrum the solution lies must be resolved before other criteria can be considered, if the proposed solution has very little or no relevance to the problem, one need not consider further the other criteria" (Hailu 1997:18, 20). The statement that Hailu claims above is that if all the merit of each proposed solution has been met anonymously, all the members of the public will support the programmes that are intended to alleviate the scourge of poverty towards forming a better community. Elections are a good example of the people's voice, opinion or agreement that indicate or show the satisfaction in decisions that are taken in line with their needs.

"Careful application of public discussion can generate a data set from which the sum total value, or composite score, for each of the proposed solutions or goals can be determined with the solution that has the highest overall ranking being selected for implementation. Ideally, each participants involved in the decision-making process should be asked to rate each of the proposed solutions independently, using the criteria mentioned above. Then the rating scores can be tabulated and an overall composite score can be calculated. This can be used to establish the rank order and the priority of choice or relative merit of the various proposed solutions for implementation". The researcher is of an opinion that, during the discussion or debate by the government and the public in relation to the programmes that address the needs of the community, the highly ranked solutions would be regarded as the most appropriate to be implemented. The results of the implemented solution indicate that all parties has been involved, engaged and participated democratically in the public discussion.

It is also been pointed out by Tropman (1987:20), that "sometimes effective public decision making is hampered by conflict. Sources of conflicts are not always clear; it is safe to assume that competing public ideas and goals are usually rooted in the divergent value systems and different perceived needs. Thus, one of the important tasks of a public organiser or public leader is to identify the prevailing value systems and opinions so as to be able to assess when and where a compromise can be made to find a common ground that is

acceptable to the majority”. Although Siegel, Attkisson and Carson (1995:22) emphasise that a “public forum or a well-organised group discussion in which a broad cross-section of the public can take part is a good vehicle for creating decisions that have wide support within the public. Planned democratic discussion helps members share their ideas and learn from each other. As a result, members may tolerate differing opinions and even change their own when there are compelling reasons to do so. Consequently, this process may reduce or narrow differences and thereby increase the chances of reaching an agreement that will have broad-based support. According to the researcher, the above argument is well said in a sense that when and where a compromise can be made to find a common ground that is acceptable to the majority which will result in a wide support by the public. Effective implementation of the programmes that address the needs of poor community as a result of proper consultation with all the relevant parties will have less conflicts or hindrances.

Proper application of the principles of social organisation and conflict resolution strategies can facilitate harmony and better understanding so a consensus can emerge. There are four major principles of social organisation that the public can use to facilitate a consensus. The public should define its needs or problems clearly to create a common understanding of the issues at hand, select a well-defined goal that the members of the public can support as well as clear procedures by which it can be attained, develop clear and effective channels of communication among the members of the public and between them and other organisations, and select well-recognised and accepted leadership. Thoughtful and judicious application of these principles fosters better understanding among the public members and increases the possibility of reaching consensus in terms of public decision-making” (Siegel, Attkisson and Carson (1995:22).

The above statement affirms that where the public has been well informed, engaged, involved and have fully participated in programmes that relate to poverty issues in the communities, the prevalence of failure in implementing the programmes is greatly reduced if not completely eradicated. Squires (2008:123) point out that decision is impartial in the sense of being inclusive and lacking bias. “It will have taken all relevant evidence, perspectives and persons into account, and will not favour some over others on morally arbitrary grounds. Legitimacy here requires not only a lack of bias but also inclusivity”. No concerned individuals should be excluded. Given that impartiality is held to entail both lack of bias and inclusivity, deliberative democrats are concerned with the situations that will consider the entire views of other stakeholders to make political judgement and decisions. Yet what this means in practice is unclear. Although there may be some limitations on the degree to which this aspiration can be met. In implementing poverty alleviation programmes in the

community, authorities should exercise the element of fairness, avoid bias and make inclusive public decisions that involve all the relevant parties on issues of poverty alleviation.

It is stated by Habermas (1996:24) that "laws and political decision in complex and pluralistic societies can be rational and hence legitimate in a public deliberative democratic sense that is rationally authored by citizens to whom they addressed if institutionalised decision-making procedures follow two tracks. The normative expectation of rational outcomes is grounded ultimately in the interplay between institutionally structured political will-formation and spontaneous, unsubverted circuits of communication in a public sphere that is not programmed to reach decisions and thus is not organised. Political decisions must be both open to inputs from an informal, vibrant public sphere and appropriately structured to support the rationality of the relevant types of discourses and to ensure implementation". The researcher's view is that when public decisions are made transparent, rational and unbiased, programmes that are intended to alleviate poverty can be successfully implemented and supported by the community.

Moreover, Morrell (2005:55) affirms that "decentralised decision making requires citizens to take one final step and actually make a decision on the issue. It does not necessarily require citizens to reach a consensus, but it does require the public to make some form of a decision. Decentralised decision-making, though, can itself take on different structures; at the end it should result with a consensus. Probably the most familiar form of public decision-making structure is Robert's Rules of Order, a set of rules that allow for orderly debate, discussion, amendment, and examination of issues". These rules are being referred by Morrell as parliamentary procedures. Simon (1944:17-29) posits that vertical specialisation is the division of public decision-making duties between operative and supervisory personnel, and there seems to be at least three reasons for vertical specialisation in organisation.

Firstly, if there is any horizontal specialisation, vertical specialisation is absolutely essential to achieve coordination among the operative employees. Second, just as horizontal specialisation permits greater skill and expertise to be developed by the operative public in the performance of their tasks, so vertical specialisation permits greater expertise in the making of decisions. Thirdly, vertical specialisation permits the operative personnel to be held accountable for their decisions. Planned and well-organised public decentralised decision-making promotes deliberation of a range of other resolutions when implementing programmes that will assist community to be free from poverty. Authorities should be held accountable and remain committed in their work when implementing the public decisions that have been taken during public participation.

Having analysed the various kinds of influence which condition the decisions of members of administrative organisation, it is crucial to look at planning and review the decision taken. Planning is the process whereby a whole scheme is worked out in advance before any part of it is carried out through specific decisions. While, review is the process whereby subordinates are held to account for the quality of their decisions and of the premises from which these decisions were reached. Planning is an extremely important decision-making process because of the vast amount of details that can be embodied in the plan for a complex project and because of the broad participation that can be secured, when desirable, in its formulation. Planning procedure permits expertise of every kind to be drawn into the public decision without any difficulties being imposed by the lines of authority in the organisation. Review of public decisions then enables those who are in a position of authority in the administrative hierarchy to determine what actually is being done by their subordinates and what steps they have taken to implement the tasks given. Review of public decisions may extend to the results of the subordinate's activities measured in terms of their objectives; to the tangible products, if there are such, of activities, or to the method of their performance.

It is mentioned by Simon (1944: 28-29), that there are at least four different functions which a review process may perform; diagnosis of the quality of public decisions being made by subordinates, modification through influence on subsequent public decisions, the correction of incorrect public decisions which have already been made, the enforcement of sanctions against subordinates so that they will accept authority in making their decisions. Review of public decisions is the means whereby the administrative hierarchy learns whether public decisions are being made correctly or incorrectly, whether work is being done well or badly at lower levels of the hierarchy. It is a fundamental source of information upon which the higher levels of the hierarchy must rely heavily for their own public decisions. With the help of this information, improvements can be introduced into the public decision-making process. To influence subsequent public decisions this is achieved in a variety of ways. Orders may be issued covering particular points on which incorrect public decisions have been made or laying down new policies to govern public decisions; employees may be given training or retraining with regard to those aspects of their work which review has proved faulty; information may be supplied them, the lack of which has led to incorrect decisions. The implementers of the poverty alleviation programmes should be able to revert back when incorrect public decision are made that will result in failure to bring development or changes to the lives of the poor communities.

Furthermore, it is stated by Simon (1944: 28-29), that review of public decision may perform an appellate function. If the individual decision has grave consequences, it may be reviewed by a higher authority, to make certain that it is correct. Public review may be a matter of

course, or it may occur only on appeal by a party at interest. The justification of such a process of review is that it permits the decision to be weighed twice and the appellate review requires less time per decision than the original decision, and hence conserves the time of better-trained personnel for the more difficult decisions. Moreover, public review is often essential to the effective exercise of authority. Authority depends to a certain extent on the availability of sanctions to give it force. Sanctions can be applied only if there is some means of ascertaining when authority has been respected, and when it has been disobeyed. Review of public decisions supplies the person in authority with the information and public decision making is said to be centralised when only a very narrow range of discretion is left to subordinates; decentralised when a very broad range of discretion is left. Public decision making can be centralised either by using general rules to limit the discretion of the subordinate or by eliminating subordinate in the actual public decision-making function. Both of these processes fit the definition of centralisation because this result in excluding the subordinate from the actual weighing of competing considerations and to require that he or she accept the conclusions reached by other members of the organisation.

There is a very close relationship between the manner in which the function of review of public decisions is exercised and the degree of centralisation or decentralisation. Public review influences decisions by evaluating them and thereby subjecting the subordinate to discipline and control. This concept may be very useful as applied to those very important public decisions where an appellate procedure is necessary to conserve individual rights or democratic responsibility; but, under ordinary circumstances, the function of correcting the decisional processes of the subordinate which lead to wrong decisions is more important than the function of correcting wrong decision. Hence, review of public decisions can have three consequences; if it is used to correct individual decisions, it leads to centralisation and an actual transfer of the public decision-making functions, if it is used to discover where the subordinate needs additional guidance, it leads to centralisation through the promulgation of more and more complete rules and regulations limiting the subordinate's discretion; if it is used to discover where the subordinate's own resources need to be strengthened, it leads to decentralisation. All three elements can be, and usually are, combined in varying proportions in any public review process (Simon 1944: 28-29). The researcher is of a view that the authorities should accept and be bold enough to review any public decisions taken that were incorrect when implementing the poverty alleviation programmes. The community will be more than willing and receptive to situations where transparency and openness is prevailing from the implementers of the programmes that alleviate poverty and improve the lives of the communities.

### 3.5 CONCLUSION

In conclusion, the conceptual theoretical framework has been constructed. This is essential for the contextualisation of this study. In doing so, conceptual constructive public deliberative democracy, public engagement and public transaction, and decentralised decision-making have been theorised in order to understand public participation and poverty alleviation. Public deliberative democracy shows a high sense of public participation, which is a necessary condition for poverty alleviation. As such, this theoretical framework has been examined in detail, by situating it to a number of points. These points include amongst many other things, public deliberative democracy, public engagement, public transaction and decentralised decision-making.

It is also critical to indicate that public deliberative democratic theory allows the public to come with programmes, but also allows those who govern the country to come with programmes that they will present to the public. This should be package as finale, so that it allows public deliberative democracy to take its course. There should be a mutual understanding between those that govern the country and those that are governed. When talking about public transaction it is important to know how mutual it is, and also to note that it is not a one way process, but a two way process. It also creates consensus, and exchange of messages is contextual. What comes to mind with regards to public transaction which is face to face transaction, is that there should be an exchange of information and lateral communication. Public transaction clearly shows that different stakeholders need each other, so that they operate in a continuously and mutual beneficiary ways. Public transaction is an interactive process. Public transaction should deepen for innovation to be achieved.

It is further stated by the researcher that most scholarly perception, in terms of public engagement is predetermined, authorities know what is best for the community. Therefore, it betrays the public engagement because the engagement will be one way that is top-down, and not bottom-up as there should be reconciliation of the two. "One potentially dignified and effective mode of achieving sustainable reconciliations of the different interests involved is to encourage and require the parties to engage with each other in a practical and transparent approach to reach common goals". Public decentralised decision making means that all stakeholders should be involved and there should be no hierarchical structures. Public decision making should be flexible and be open-ended, which means there is no state of permanent decision making. If these decisions are not working, they should be revisited, reviewed or reengaged. Authorities should allow enough room for inputs, which means that "community inputs is a necessary prerequisite to considering a range of alternative solutions and selecting a sound and feasible solution. Active broad-based public participation in the

public decision-making process generally enhances sound public decision-making, and helps reduce conflict and prevent polarisation of the community. In the next chapter will look broadly at public participation and poverty alleviation programmes in the City of Johannesburg (CoJ)".

## **CHAPTER FOUR**

### **PUBLIC PARTICIPATION AND POVERTY ALLEVIATION PROGRAMMES WITHIN THE CITY OF JOHANNESBURG (CoJ)**

#### **4.1 INTRODUCTION**

This chapter seeks to situate the public participation as well as poverty alleviation programmes within the political landscape of South Africa in reference to the CoJ. It does this by examining the policy landscape in South African context. Specifically, this chapter will first examine the RDP, looking at its origins, its trajectory and its mission. These will be situated within the problematic of this chapter namely, public participation and poverty alleviation programmes. This chapter argues that the South African socio-political landscape cannot be understood from the historical legacy of apartheid and this should not be mistaken with its preoccupation but as the historical legacy which has had an impact on the present. This chapter focuses on public participation (PP) as well as poverty alleviation programmes (PA) in the socio-political landscape, which is post-apartheid in South Africa. It is essential to understand the genesis of the policy landscape in terms of its appropriateness and consistency and also provide the tenants of its political vision.

The study will also examine the past and present policy directives such as the Growth, Employment and Redistribution (GEAR) Programme, examining towards what extent does it continue or discontinue the foundational basis of the Reconstruction and Development Plan (RDP). This will assist to ascertain whether the change of policy from RDP to GEAR has implication for PP and PA. Lastly, the chapter will examine PP and PA within the context of New Growth Path (NGP), National Development Plan (NDP) and the Empirical evidence.

#### **4.2 LEGISLATIVE FRAMEWORK**

The RSA Constitution, 1996, and judicial framework for local government, makes it an indispensable obligation on municipalities to actively engage citizens, facilitate their participation and enhance responsiveness by incorporating public participation in local decision-making for service improvement. Public participation is an important response, in an environment where communities display a diminishing trust in municipalities, and are demanding improved performance and greater accountability from municipal authorities. It is even more critical among communities who feel that their concerns will only be heard if they organise angry and sometimes violent protests, for example, violence protests that took place at North West in Delareyville where residents were unhappy about the poor service

delivery by the local government and resulting in burning the councillor's house, burning of the library and blocking the flow of traffic on the busy highway. The lack of public participation on issues that relate to poor service delivery by the local authorities perpetuate violent protests by the residents. Such protests, in situations where municipal authorities report performance achievements in service delivery, point to the need for conceptualisation of performance outcome, and the importance of incorporating a communities' perspective in determining strategies for improving the performance of local sphere of government. Local government credibility can be enhanced, and the community from whom the ends of local government derive, can gain from if they participate in determining performance improvement. Municipalities therefore have to find ways to recognise outcomes performance as part of their performance management systems and to incorporate communities' perspective for improvement (Asmah Andoh, 2011:118).

"The RSA Constitution, 1996 is the only legal and policy document, which form the basis for the approaches to the fight against poverty which was adopted by government since 1994. A number of fundamental human rights enshrined in the Bill of Rights (Section 27 (1), a, b) are as follows: "the right to access health care services, including reproductive health and social security". The Bill also states that each Province must take rational jurisdictional measures, within its existing funds, to recognise these rights. In view of the past injustices associated with South Africa's apartheid history, the Constitution gave other rights, which include the right to equality, human dignity, life, political rights, freedom to trade, a healthy environment, adequate housing, and a right to property. The Constitution also outlines foundation for land reform which is also widely seen as a remedy in addressing poverty" (RSA Constitution, 1996).

The Local Government: Municipal Systems Act 32 of 2000 (MSA 2000) is quite clear about the need for public participation. The concept of public participation derives from section 152(1) (e) of the RSA Constitution, 1996 which mandates municipalities to inspire the participation of the relevant stakeholders and community organisations in local government matters. The provision of public participation in MSA 2000 therefore has a constitutional base (Crythorne, 2003:263). Reddy and Maharaj (2008:201) point out that "public participation is an integral part of, and critical to, the process of local democracy. The Local Government: Municipal Structures Act 117 of 1998 and the Local Government: Municipal Systems Act 32 of 2000 is pieces of legislation which provide a broad framework for a participatory local democracy".

In public participation culture development, local governance should assist formal representative government with participatory governance system (Craythorne, 2003:263).

Therefore in order to fulfil this purpose, a municipality has to “encourage, and create conditions for, the local community to participate in the affairs of the municipality, including *inter alia*:

- (i) Preparing, implementing and reviewing its IDP.
- (ii) Establishing, implanting and reviewing its performance management system.
- (iii) Monitoring and reviewing its performance, including the outcomes and impact of performance.
- (iv) Preparing its budget and
- (v) Implementing strategic decisions relating to the provision of municipal services”.

Ababio (2004:275) is also in agreement with what has been stated above that, Section 152 (e) of RSA Constitution, 1996 clearly indicates that “one of the developmental roles of local government is to encourage the involvement of communities and community organisations in the matters of local government. Section B of the WPLG (1998:33) goes further by stating that municipalities require the active participation by its community at four levels: First and foremost as voters need to ensure that maximum democratic accountability of the elected political leadership for the policies they are empowered to promote, then as the community who can express views through different stakeholder associations, before and after the policies have been implemented to ensure that such policies benefit the community”. Also, the community expects high quality affordable goods and services and eventually partake in the utilisation of resources from local government. The researcher is in agreement with the above statement which advocates that community should be consulted, actively engaged, involved and fully participate on programmes that alleviate poverty.

In terms of Section 16 (1) of the MSA 1998, local governance should assist formal representative government with participatory governance system. These roles include establishing and encouraging conditions for effective public participation. As indicated by the Constitution of 1996, public participation can either be individually or collectively. “Public participation is a legislative obligation in the formulation of integrated development plans and in strategic decisions that relate to the provision of municipal services”.

Nkuna (2007:232) is also in complementary of the above statement when citing that, in terms of Section 195 (1) (a) of the RSA Constitution, 1996, public administration should be development-oriented. This requirement has a direct bearing on service delivery. As provided for Transformation of Service Delivery White Paper in the “public service will be judged by one criterion above all. That is the effectiveness in delivering services which meet the basic needs of all South African citizens”. Decisions about what services should be delivered need

to be improved through public participation. To realise this notion leadership remains the core factor. Leadership may simple mean the process of prompting the actions of people in attempts toward goal attainment in a given condition. More than one role player therefore needs to be involved either directly or indirectly. Service delivery is taking place where people live and in terms of developmental public administration the beneficiaries of such services must be involved. Such involvement will require constant communication throughout. That interaction will be impossible without the involvement of media in any form. Leadership has to guide service delivery programmes within the policy framework provided and also not to overlook the historical background of South Africa.

### **4.3 HISTORICAL BACKGROUND**

According to the African National Congress (1994:2-4), “the South African history has been a unpleasant one dominated by colonialism, racism, apartheid, sexism and repressive labour policies. The result is that poverty and degradation exist side by side with modern cities and a developed mining, industrial and commercial infrastructure. The income distribution is racially distorted and ranks as one of the most unequal in the world. Lavish wealth and abject poverty characterise the society. The economy was built on systematically enforced racial division in every sphere of our society. Rural areas have been divided into underdeveloped Bantustans and well-developed, white-owned commercial farming areas. Towns and cities have been divided into townships without basic infrastructure for blacks and well-resourced suburbs for whites.

Segregation in education, health, welfare, transport and employment left deep scars of inequality and economic inefficiency. In commerce and industry, very large conglomerates dominated by whites are controlling large parts of the economy. Cheap labour policies and employment segregation concentrated skills in white hands. Workers are poorly equipped for the rapid changes taking place in the world economy. Small and medium-sized enterprises are underdeveloped, while highly protected industries are underinvested in research, development and training.

The result is that in every sphere of the society economic, social, political, moral, cultural, environmental, South Africans are confronted by serious problems. There is not a single sector of South African society, nor a person living in South Africa, untouched by the ravages of apartheid. Whole regions of the country are now suffering as a direct result of the apartheid policies and their collapse. In its fading years, apartheid unleashed a vicious wave of violence. Thousands and thousands of people have been brutally killed, maimed, and forced from their homes. Security forces have all too often failed to act to protect people, and

have frequently been accused of being implicated in, and even fermenting, the violence. The people are close to creating a culture of violence in which no person can feel any sense of security in her or his person and property. The spectre of poverty and violence haunts millions of people. This is true indeed, in a sense that the majority of people in South Africa are still haunted by scourge of poverty which in turn results in them losing confidence on the authorities and turning to acts of violence (African National Congress,1994:2-4).

Millions of ordinary South Africans struggled against this system over decades, to improve their lives, to restore peace, and to bring about a more just society. In their homes, in their places of work, in townships, in classrooms, in clinics and hospitals, on the land, in cultural expression, the people of this country, black, white, women, men, old and young devoted their lives to the cause of a more humane South Africa. The struggle against apartheid was fought by individuals, by political organisations and by a mass democratic movement. It is this collective heritage of struggle, these common yearning, which are our greatest strength, and the Reconstruction and Development Plan (RDP) builds on it. At the same time the challenges facing South Africa are enormous. Only a comprehensive approach to harnessing the resources of our country can reverse the crisis created by apartheid. Only an all-round effort to harness the life experience, skills, energies and aspirations of the people can lay the basis for a new South Africa.

The first decisive step in this direction will be the forthcoming one-person, one-vote elections. A victory for democratic forces in these elections will lay the basis for effective reconstruction and development, and the restoration of peace. But an election victory is only a first step. No political democracy can survive and flourish if the mass of people remain in poverty, without land, without tangible prospects for a better life. Attacking poverty and deprivation must therefore be the first priority of a democratic government. How can the governors do this successfully? It is no use merely making a long list of promises that pretend to answer every need expressed. Making promises is easy especially during election campaigns but carrying them out as a government is more difficult. A programme that is required is the one that is achievable, sustainable, and meets the objectives of freedom and of an improved standard of living and quality of life for all South Africans within a peaceful and stable society. The RDP is designed to be such a programme. To reach the RDP's objectives the country face many obstacles and setting itself a great challenge. Each and every expectation will not be realised and each and every need will not be met immediately. Hard choices will have to be made. The RDP provides the framework within which those choices can be made. Even more importantly, it will involve both government and the people in further identifying needs and the obstacles to satisfying those needs, and will involve both in jointly implementing realistic strategies to overcome these obstacles. The RDP is an expression of confidence in the

wisdom, organisational abilities and determination of the people” (African National Congress, 1994:2-4).

Schneider (2003:25) also emphasises that, “prior to 1970, South African liberals generally opposed apartheid but had somewhat ambiguous attitudes towards racial segregation. In the 1930s and 1940s, many South African liberals, including R. F. A. Hoernlé, the director of the South African Institute of Race Relations and a leading liberal philosopher, viewed racial separation as a possible solution to South Africa’s racial problems. Many also advocated gradually phasing in voting and economic rights as blacks became detribalised, instead of supporting full rights for blacks. Martin Legassick (1976:237-239) concludes that, liberals acted to reproduce the particular racially differentiated structures of South African capitalism. Hence the neo-Marxist criticism that liberals generally supported the status quo in South Africa, whereas it was the Communist Party and African nationalist organisations which were the most articulate exponents of democratisation. Thus from its early foundations, South African liberalism was paternalistic, segregationist, and somewhat ambiguous towards expanding rights to Africans”. The statement above surely indicates that there was no proper consultation, public participation, nor was there any attempt by the authorities to engage the communities on issues that concern the development of the standard of living of South African citizens.

Freund (2010:283-284) posits that, “in considerations of the apartheid system in South Africa, urban studies loom very large, particularly from the 1960s. The roots of spatial separation, the cultural discourse whereby legitimate urban citizens were white, the phases of legislation authorising the forced removal of people so that race groups could be separated and the impact in particular of the Group Areas Act 41 of 1950, all figure prominently in this literature. Much of the root-and-branch resistance to the state was generated in the black urban townships, where demands for better schools, housing, transport, employment opportunities, and others played a fundamental role in constructing mass resistance. This was a particularly widespread phenomenon of the 1980s, when civic organisations proliferated and the United Democratic Front (UDF) affiliated hundreds of branches, touching far large numbers of participants than had ever before confronted the state at one time”.

According to Mubangizi (2005:277), “South Africa had a history of segregation and racial discrimination, a system whose policies have left a legacy of inequality and poverty, compounded by low economic growth which persisted until very recently. The apartheid system provided health, education and other services to the white minority at the expense of the black population. Moreover, the system entrenched labour market policies that were

aimed at protecting the positions of white workers through policies of job reservation, influx control and other discriminatory legislation such as the Group Areas Act 41 of 1950. These ensured little competition from other race groups. In addition, apartheid was largely responsible for the unequal distribution of resource (land, minerals and capital) resulting in the relegation of a large sector of the population to menial and poorly paid jobs. The restrictive policies of the past prevented many South Africans from moving upward within the labour market, leading to a highly skewed income distribution, which was in turn reinforced by an unequal distribution of skills and training”.

Moreover, Ababio (2004:277) posits that “the history of local government in South Africa is one of segregated municipal units that were characterised by economic, social and financial disparities. White communities traditionally elected their own municipal councillors and this gave them a meaningful role in municipal matters. However, for many years, Black communities had no say in municipal matters and did not elect their own municipal representatives”. Even after the first Black municipalities were introduced in the 1980s they lacked legitimacy. Coloured and Indian communities were provided with management and local affairs committees. However, these communities tended to be under-funded and rarely engendered enthusiasm. Therefore, local government units for non-Whites were seen as illegitimate units of government. Section A of the Local Government White Paper (1998:01) states that, apartheid system created as well as fostered severe residential seclusion and the enforced removal of people of colour to dysfunctional municipalities.

This has resulted in a large number of black communities not understanding their role in the new governmental being fully aware of their role in the new local government arrangement. The researcher is attesting to all the arguments and views made above which not only made it impossible to engage communities, lacked public participation processes and failed to come up with relevant poverty alleviation programmes that would suit the needs and improve the standards of living for all South Africans, more so, previously disadvantaged groups. The view of the researcher is that, the past policies of the apartheid era shows the gaps that existed in the then systems that lacked the consultation, engagement, involvement and public participation in addressing the socio-political and balanced economic measures in the society. As a result, the government that took over power was forced to review the past policies and implement the present policies that will meaningfully address the ills of the past regime.

#### **4.4 PAST AND PRESENT POLICY DIRECTIVES**

Tshishonga and Mafema (2010:567-568), contend that theorists such as Dunn(1981:46),

Hogwood and Gunn (1984:23) and Cloete (1998) define policy as “a long series of more or less related choices, including decisions not act, made by governmental bodies and officials”. The policy series entails patterns of related decisions to which many circumstances and personal, group and institutional influences have contributed. Such contributions have both normative and empirical goals aimed at addressing perceived problems and needs in society in a specific way and therefore at achieving desired changes in that society (Cloete 1998). There are different associations and meanings to public policy. Hogwood and Gunn (1984:4-17) “associate public policy with an expression of general purpose or desired state of affairs, as specific proposals, as decisions of government, as formal authorisation, as a programme and as output and outcome”.

In the South African context, policy formulation, adoption, implementation and evaluation embody democratic ideals and principles that reflect various stakeholders more particularly in policy agenda setting and collective decision-making. This entails developing policies and programme that balance reconstruction and development. This implies, uprooting structural barriers, a legacy of apartheid, while crafting progressive programmes aimed at translating policies into concrete and measurable actions. Public policy recognises the historical deficiencies of the pre-1994 public service and its poor delivery of services record, especially to the majority black poor people. “Improving the delivery of public services means redressing the imbalances of the past and, while maintaining continuity of service to all levels of society, focusing on meeting the needs of the South African who are living below the poverty line, those such as the disabled and black women living in the rural areas who were previously disadvantaged in terms of service delivery.

Improving service delivery also calls for a paradigm shift away from inward-looking bureaucratic systems, processes and attitudes, and a search for new ways of working that put the needs of the public first, and is better, faster and more responsive to the citizens’ needs. It also means a complete change in the way that services are delivered. The objectives of service delivery therefore include welfare, equity and efficiency”. Since the inception of democracy, South Africa has become renowned for its progressive policies. However, South Africa boots the best policies on paper but implementing them has been slow or non-existent. The reasons for poor policy implementation are attributed to poor and incompetent human resources. The researcher prefers to heed the words of the above literature when showing the discrepancies or deficiencies of the past policies on their failure to initiate programmes that will assist to regress or alleviate the poverty which is a major concern in the South African community.

Khosa (2003:49) suggests that there is a need to close the “gap between policy formulation and implementation in South Africa: the discrepancies between policy formulation and implementation are largely caused by unrealistic policies, and a lack of managerial expertise. Another key finding is that policy implementation has suffered from the absence of a people-driven process. Insufficient co-ordination of policy implementation is cited in virtually all sectors, and had significantly hampered the implementation of policies. In addition, insufficient staffing and capacity of all three spheres of government, as well as the linkages between them, have largely worked against the successful implementation of policies”.

Following a policy formulation process blindly can be detrimental to effective policy or programme implementation. It could also block the innovativeness and creativity of citizens as both agents and recipients of public policy outcomes. There is a need to encourage flexibility, transparency and accountability if public policies are to yield desired objectives. This implies that intervention to improve policy formulation and implementation could be interjected at any phase of the policy process depending on the need. Brynard (2009:313) argues that successful implementation of the policy requires other critical elements such as citizens’ expectations, participation, and continual political engagement. Policy formulation is a complex political and administrative process which often extends across institutional and sectoral boundaries. There is no reliable information on a policy formulation process. Corkey, Land and Bossuyt (1995:8) add that no accepted conceptual and theoretical approach to the analysis of the policy formulation process exists. The whole policy process in some instances is flawed.

In any policy formulation process there are actors and stakeholders. Actors are often stakeholders and formally contribute to the policy formulation process by fulfilling their institutional roles or performing their normal activities or serving as members of official committees or commissions. Beneficiaries have entrusted interests in a particular policy question. Although beneficiaries are not involved in the actual policy formulation process, stakeholders are often requested to partake in the process. They may be involved in lobbying and in interaction with the media. Corkey et al. (1995:9-10) suggest that actors within government circles, for example bureaucrats with responsibilities in areas such as the administration of education, as well as those outside the government, for example teachers’ trade unions, may also have vested interests. Policy makers and researchers concur that a series of policy measures are essential for the campaign for sustained economic growth and the eradication of poverty. As per the researcher’s observation, it is clear that even if the policies have been well formulated, lack of consultation and public engagement may prove a futile exercise when it comes to implementation of the programmes that are aimed at addressing the scourge of poverty in the communities. People should be provided with the

platform to voice their views and suggestions on the formulation of policies rather than having policies imposed on them without proper procedures followed by authorities.

The policy-making process is disaggregated into a series of stages. For examples, Brewer (in Howlet & Ramesh, 2003:12) developed a less complex policy cycle by focusing on identifying the problem, estimation (calculation of risks, costs and benefits of each possible solution); selection of solutions; implementation of selected option; evaluation of results and finally termination of policy based on the conclusions reached by its evaluation. The principle behind Brewer's version is the logic of applied problem solving. Policy processes may seem different but they all have the same goal: identifying the problem and finding solutions. Dunn (1981) provides a process model of policy making which is regarded as a reflection of international experience of policy making. Dunn's model is a series of intellectual activities that take place within a set of mainly political activities. These political activities constitute the policy-making process.

Govender and Reddy (2011:61-62) states that, "the RSA Constitution, 1996, sets out the imperative for local participation, which places particular emphasis on governance and service delivery. It is a requirement that local government must consult and/or involve local communities when taking policy decisions that fall within their jurisdiction. Municipalities are obliged to develop mechanisms to ensure public participation in policy initiation, formulation, implementation, monitoring and evaluation of programmes in terms of the White Paper on Local Government. A localised system of participation has to be developed by each municipality. The Local Government: Municipal Structures Act 117 of 1998 mandates municipalities to develop mechanisms to facilitate community and civic involvement in local governance. A new culture of governance that complements representative democracy through participation is being enforced. The Act also affords ward committees establishment which may advise the local municipality on local matters.

The policy also sets out basic assumptions underlying public participation, namely:

- (i) Promoting the values of good governance and human rights.
- (ii) Acknowledging the fundamental right of all people to participate in the governance system.
- (iii) Narrowing the social distance between the electorate and elected institutions.
- (iv) Recognising the intrinsic value of all people.
- (v) Including the participation of individuals, interest groups or communities.
- (vi) As a ward, with elected ward committees, and

(vii) Ward committees play a central role in linking up elected institutions with the people, and other forums of communication, reinforcing these linkages with communities like the imbizo (public forum between a governmental authority and the public), road shows, and the makgotla (an adapted form of popular rural justice).

The provision for participation at local sphere appears comprehensive and is entrenched in all local government legislation. Municipalities may formulate their own by-laws in keeping with inter-governmental relations". The presence of ward committees in the local government is critical in a sense that they are the core foundation when it comes to the mobilisation of the community to attend and participate on converged meetings that address their concerns as per the researcher's view. Govender and Penceliah (2011:9) are of the opinion that under the apartheid system service delivery was marginalised in Black communities; hence it failed to meet the basic needs of the majority of South Africans (MSA 2000). Also, the policies set by the former government adversely affected the socio-economic development of the historically disadvantaged communities, thereby creating a backlog in basic service delivery. In the new dispensation, local government should also offer basic service delivery, acceptable to all stakeholders. Also, it is incumbent on it to address the inequalities of the past as far as service delivery is concerned.

Hence, Serumaga-Zake, Kotze and Madsen (2005:144) are of a view that, "it is of great concern that the current policies of the national government hold the potential to exacerbate spatial inequality in employment opportunities. For example, the national government embarked on a programme of substantial tariff reduction. Tariff reduction would be likely to hamper the country's poverty alleviation programme by reducing employment and output in industries such as textiles, clothing, food processing and metal processing that are relatively more widespread in the poorer provinces of Limpopo and the Eastern Cape. High labour intensity, relatively unskilled labour and high rates of both nominal and effective tariff protection in former years characterise these sectors. However, Johnson (1997:42) argues that trade liberalisation can increase income inequality, since changes in relative prices caused by liberalisation will shift domestic production of tradable goods away from unskilled-intensive goods towards skill-intensive goods. This force unskilled labour to crowd into the non-tradable sector and causes a decline in their relative wages".

Kuye and Nhlapho (2011:91) note that, "ideologies play a significant role in determining values that should not just influence what policies to be made but also what processes to be followed in policy making and who the actors should be in the policy making process. The ushering in of democracy in 1994 changed the top-down style of decision-making which characterised the policy process in the past. The impact of this paradigmatic change on the

study and practice of public policy in this country is far reaching. Until 1990, successive governments followed a largely traditional, Western, industrial world, colonial policy approach, consisting of incremental policy changes controlled by Western political and bureaucratic elites and aimed at preserving as much of the status quo as possible. The African National Congress (ANC) and the government recognised that the livelihoods of South Africans can be improved through economic growth, addressing inequality, unemployment and high levels of poverty, require a developmental state that is democratic and socially inclusive; a developmental state with the capacity to actively and purposefully intervene to achieve the aforementioned goals”.

Williams (2006:199-200) acknowledges that, “South Africa, especially as a post-apartheid constitutional state, has adopted a policy nomenclature that is replete with notions of public participation, grassroots-driven development and participatory governance. Even so, extent literature suggests that the very notion of participation assumes a wide range of discourses, meanings and applications within and cross different contexts. More importantly, perhaps, it would seem that participatory modes of governance and decision-making are profoundly influenced, if not shaped, by the contradictions, tensions, conflicts and struggles straddling not merely the political relations of power but also the economic and ideological apparatus at local level. Local government in South Africa had until the early 1990s no constitutional safeguard, as it was perceived as a structural extension of the State and a function of provincial government. In terms of public participation, South African history reflects very little opportunity for public participation.

Indeed, in the wake of the abolition of apartheid in 1990, local government assumed an important role vis-a´-vis institutional transformation. Hence, public policies were formulated to create ‘people centred development’ predicated on democratic practices such as equity, transparency, accountability and respect for the rights of citizens, especially ordinary people (the poor, homeless and destitute). Accordingly, the Reconstruction and Development Programme (RDP), the political manifesto of the ANC during their election campaign for the first time democratic elections of 27 April 1994, would constitute the overall planning framework for the transition to post-apartheid South Africa. The RDP stressed the importance of nation building through improved standards of living and quality of life for all South Africans and by implication of local government significance and considering people on the ground in terms of developmental planning”. The researcher concurs with the above mentioned statement that the establishment of the RDP came into effect to redress the ills of the apartheid era, by changing the top-down style of decision-making which characterised the policy process in the past to a new dispensation of a bottom-up system of decision making that is people-driven.

“Appropriately, since 1996 when local government became a sphere of government in its own right; it is no longer a function of national or provincial government. On the contrary, it is an integral component of the democratic state. In keeping with Chapter 3 of the RSA Constitution, 1996, however, all spheres of government, are obliged to observe the principles of co-operative government with the view of giving meaningful effect to the basic rights of all citizens, especially, black people, the historically-neglected and excluded, who, in both absolute and proportional terms still form the overwhelming majority of those communities who are homeless, unemployed and destitute in the post-1994 democratic order”.

According to The Black Scholar (2001:22), “the ANC took office with the promise of meeting the needs of the majority of the South African people who have been living in poverty and deprived of every opportunity to develop their potential and their share of the wealth that the country has produced. The other objective of the RDP is to rebuild the economy to create proper jobs for the people and examine the role of the state by focusing on creating jobs and an industrial policy of small and medium sized businesses. The Reconstruction and Development Programme (RDP) is an incorporated and comprehensible socio-economic policy framework. It aims to remove all segregation policies and reach a point where resources are shared democratically among all South Africans. The RDP attempts to provide clear, realistic and achievable programmes to answer the same questions that have been asked all over South Africa by people”. It is geared to meeting the needs of a new, democratic South Africa and its people. It was drawn up by the African National Congress by means of a far-reaching consultation process with its members. The concurrence of the researcher will be that the public participation processes were followed as the public was consulted to share their views and voice their concerns towards the programme to be implemented by government. Its partners and a variety of specialists in the field covered in the document (The Reconstruction and Development Programme (RDP): A policy framework, 1994:7-13).

The six basic principles underlying the programme are:

- (i) “It needs to be an integrated and sustainable programme.
- (ii) It should be a people-driven process.
- (iii) It must provide peace and security for all; a key goal must be nation-building.
- (iv) It should link reconstruction and development.
- (v) It must contribute to the democratisation of South Africa.

The six basic principles, linked together, make up the political and economic philosophy that underlies the whole RDP. This is an innovative and bold philosophy based on a few simple but powerful ideas, which are as follows:

## **An integrated and sustainable programme**

The legacy of apartheid cannot be overcome with piecemeal and uncoordinated policies (The Reconstruction and Development Programme: A policy framework 1994:4-5)". The RDP combines all resources in a comprehensive and deliberate sustainable way. The RDP strategies will be executed in all spheres of government.

The programme focuses on:

### *A people-driven process*

Democratic public participation is the most important resource which enables the RDP to meet basic needs of the community without discrimination in relation to public service delivery. In taking this approach the local government is establishing more forums, peace structures that involve all people in the communities in decision making. Indeed, the researcher holds the same view as the statement above which affirms that the public should participate actively and voluntarily in issues that concern their development and well-being, which means that the programmes intended for the community need not be imposed but the public should be consulted first before implementation of any programme.

"The programme and the people-driven process are closely bound up with:

### *Peace and security for all*

Promoting peace and security must involve all people and must build on and expand the National Peace Initiative. Apartheid placed the security forces, police and judicial system at the service of the racist ideology. The security forces have been unable to stem the tide of violence that has engulfed the people", for example, the Marikana, and John Tatane's saga that took place at Rustenburg, North West Province, and the man from Mozambique who was dragged with a police vehicle by policemen at Daveyton, Gauteng Province. "To begin the process of reconstruction and development government should now establish security forces that reflect the national and gender character of the country. Such forces must be non-partisan, professional, and uphold the Constitution and respect human rights. The judicial system must reflect society's racial and gender composition, and provide fairness and equality for all before the law". Sometimes people are discriminated in the courts, because of their race and gender, for example, the case of the lesbian girl who was murdered because of her transgender status was prolonged or delayed at the Cape Town's Court as the judge

claimed that there was not enough evidence to prosecute, but a person was murdered at the end of the day.

“As peace and security are established, governors will be able to embark upon:

### *Nation building*

Central to the crisis in our country are massive divisions and inequalities left behind by apartheid. Authorities must not perpetuate the separation of the society into a “first world” and a “third world” another disguised way of preserving apartheid. Governors must not confine growth strategies to the former, while doing patchwork and piecemeal development in the latter, waiting for trickle-down development. Nation-building is the basis on which to build a South Africa that can support the development of the Southern African region. Nation building is also the basis on which to ensure that the country takes up an effective role within the world community. Only a programme that develops economic, political and social viability can ensure the national sovereignty”. Indeed, this is what the Economic Freedom Fighters leader Mr Julius Malema is arguing in parliament that the government needs to establish policy frameworks that speaks to the up-scaling of skills of the public which impacts positively to the country’s economy according to the researcher’s point of view.

“Nation-building requires society to:

### *Link reconstruction and development*

The RDP is based on reconstruction and development being part of an integrated process. This is in contrast to a commonly held view that growth and development, or growth and redistribution are processes that contradict each other. Growth - the measurable increase in the output of the modern industrial economy – is commonly seen as the priority that must precede development. Development is portrayed as a marginal effort of distribution to areas of urban and rural poverty. In this view, development is deduction from growth. The RDP breaks decisively from this approach. If growth is defined as an increase in output, then it is of course a basic goal. However, where that growth occurs, how sustainable it is, how it is distributed, the degree to which it contributes to building long-term productive capacity and human resource development, and impact it has on the environment, are the crucial questions when considering reconstruction and development.

The RDP integrates growth, development, reconstruction and redistribution into a unified programme. The key to this link is an infrastructural programme that will provide access to modern and effective services like electricity, water, telecommunications, transport, health,

education and training for all the people. Programmes will meet both basic needs and open up previously suppressed economic and human potential in urban and rural areas. In turn this will lead to an increased output in all sectors of the economy, and by modernising the infrastructure and human resource development; this will also enhance export capacity. Success in linking reconstruction and development is essential if the country is to achieve peace and security for all". Involving the public in reconstruction and development programmes will assist in identifying the most appropriate programmes that will closely match the needs of the disadvantaged communities without imposing.

"Finally, these first five principles all depend on a thoroughgoing.

### *Democratisation of South Africa*

Minority control and privilege in every aspect of the society are the main obstruction to developing an integrated programme that unleashes all the resources of the country. Thoroughgoing democratisation of the society is, in other words, absolutely integral to the whole RDP. The RDP requires fundamental changes in the way that policy is made and programmes are implemented. Above all, the people affected must participate in decision-making. Democratisation must begin to transform both the state and civil society. Democracy is not confined to periodic elections. It is, rather, an active process enabling everyone to contribute to reconstruction and development.

An integrated programme, based on the people, that provides peace and security for all and builds the nation, links reconstruction and development and deepens democracy these are the six principles of the RDP (The Reconstruction and Development Programme: A policy framework, 1994:4-7).

The key programmes which contain all of the proposals, strategies and policies of the document are:

- (i) Meeting basic needs
- (ii) Development of human resources
- (iii) Building the economy
- (iv) Democratising the state and society
- (v) Implementing the RDP

### *Meeting Basic Needs*

The first priority is to begin to meet the basic needs of the people: jobs, land, housing, water,

electricity, telecommunications, transport, a clean and healthy environment, nutrition, health care and social welfare. In this way the government can begin to reconstruct family and community life in society. People should be involved in the programmes by being made part of the decision-making where infrastructure is located, by being employed in construction and being empowered to manage and administer these large-scale programmes. These major infrastructural programmes should stimulate the economy through increased demand for materials such as bricks and steel, appliances such as television sets and washing machines, and many other products. In addition, the industrial sector must develop new, more efficient and cheaper products to meet the basic infrastructural needs.

### *Developing Our Human Resources*

The RDP is a people-centred programme that people must be involved in the decision-making process, implementation, in new job opportunities requiring new skills, and in managing and governing the society. This will empower people but an education and training programme is crucial. This will include education from primary to tertiary level, from child care to advanced scientific and technological training. It focuses on young children, students and adults. It deals with training in formal institutions and at the workplace. The underlying approach of these programmes is that education and training should be available to all from cradle to grave. RDP takes a broad view of education and training, seeing it not only as something that happens in schools or colleges, but in all areas of society such as homes, workplaces, public works programmes, and youth programmes in rural areas.

A key focus throughout the RDP is on ensuring a full and equal role for women in every aspect of the economy and society. With the emphasis on affirmative action throughout the RDP, government must unlock boundless energies and creativity suppressed by racism and discrimination. In training, particular attention is paid to the challenges posed by the restructuring of industries as the country re-enter the world economy. These challenges can only be met through the extensive development of human resources. An arts and culture programme is set out as a crucial component of developing human resources. This will assist in unlocking the creativity of people, allowing for cultural diversity within the project of developing a unifying national culture, rediscovering historical heritage and assuring that adequate resources are allocated. Because of apartheid, sports and recreation have been denied to the majority of people. Yet there can be no real socio-economic development without there being adequate facilities for sport and recreation in all communities. The RDP wants to ensure that all people have access to such facilities. Only in this way can all people have a chance to represent their villages, towns, cities, provinces or country in the arena of sport and to enjoy a rich diversity of recreational activities.

The problems facing the youth are well known. If the country is to develop human resource potential then special attention must be paid to the youth. Human resource policy should be aimed at reversing youth marginalisation, empowering youth, and allowing them to reach their full potential. Programmes for training, education and job creation will enable the youth to play a role in the reconstruction and development of society. Programmes for the development of human resources underpin the capacity to democratise the society, thus allowing people to participate on the basis of knowledge, skill and creativity” (The Reconstruction and Development Programme (RDP): A policy framework, 1994:7-13).

The researcher is in agreement with the above statement that the country is currently experiencing challenges in various programmes such as education and training, job creation, arts and culture, youth and sports. For example, some of the soccer players from various teams when called up to play for the national team (Bafana Bafana) are not willing to play or participate in the national team even if they are given such opportunities. This shows a lack of patriotism or national pride. In relation to education and training, boycotts and violence are prevalent in various educational institutions. If the management of the educational institutions had not imposed the high tariffs to the students and had engaged and involved the student, violent protests should have been averted. Job creation is still a big issue as the economy is challenged and the government is struggling to create more jobs. High unemployment rate of youth graduates. When it comes to education, arts and culture, there is still a huge gap, which is evident from the above mentioned arguments. The scars of the apartheid era are still vivid in some sectors of the society, and to eradicate them and unify the nation remains a difficult task that requires shifting the mind-set of the public in order to make them understand and be tolerant of one another’s cultures and above all this requires a unifying strategy or mechanism.

### *“Building the Economy*

The economy has strengths and weaknesses. Mining, manufacturing, agriculture, commerce, financial services and infrastructure are well developed. At present the country has a large deficit of electricity, which is a weakness that the country should rectify. A process of reconstruction is proposed to ensure that the strengths should benefit all the people. The current situation of the country is contrary when it comes to the shortfall of electricity. Eskom is unable to supply adequate electricity in some instances due to lack of resources in the industry. Hence the supply of electricity is no longer adequate and the country should be able to strengthen and boost the economy. There are still very clear racial and gender inequalities in ownership, employment opportunities and skills. Past industrial policies assisted in creating employment and were an important factor in developing industry but they were also

accompanied by repressive labour practices, neglect of training, isolation from the world economy and excessive concentration of economic power. The result is a low level of investment in research and development, low and inappropriate skill levels, high costs, low productivity and declining employment.

Central to building the economy is the question of worker rights. Past policies of labour exploitation and repression must be redressed and the imbalances of power between employers and workers be corrected. The basic rights to organise and to strike must be entrenched. Negotiations and participative structures at national, industry and workplace level must be created to ensure that labour plays an effective role in the reconstruction and development of the country". Presently this is not the case as union organisations dictate to workers to strike for a longer period and as a result this dampens the economy of the country. This is what the Allied Mining and Construction Union (AMCU) has done on persuading the workers to prolong the strike for five months at Marikana's massacre.

"In the world economy, the demand for raw materials including minerals has not grown rapidly and there is intense competition in the production of manufactured goods. The General Agreement on Trade and Tariffs (GATT) was recently updated to achieve substantial reductions in tariff levels. Economy must adjust to these pressures if the country is to sustain economic growth and continue to develop a large domestic manufacturing sector that makes greater use of its own raw materials and minerals. A central proposal is that the country cannot build the South African economy in isolation from its Southern African neighbours. Such a path would benefit nobody in the long run. If South Africa attempts to dominate its neighbours it will restrict their growth, reducing their potential as markets, worsening their unemployment, and causing increased migration to South Africa of which that is the case currently".

According to the researcher, surely South Africa should boost the ailing economic growth of the neighbouring countries, which is evident from the high influx of refugees from the underdeveloped neighbouring countries to the developing and well-developed countries. If South African neglects the support of development of poor Southern African countries in terms of economy, this will upscale the poverty level, and hence cause more damage to the ailing current economy of the country. The influx of migrants in South Africa is alarming, hence this cause a strain to our economic growth, for example, our rand value is depreciating every now and then and the rate of employment is worsening day by day.

For the country to improve the current situation in relation to the economy and offer more decent jobs and better markets, mutual cooperation is necessary. Recently, President Jacob

Zuma has appointed a new Finance Minister, Mr David van Rooyen, who succeeds Mr Nhlanhla Nene on the 9 December 2015. This has been met with lot of criticisms and negative reactions from various economists and political analyst. Hence, the new appointment has seen the drop of rand value against the dollar which is a record low in the ratio of \$ 1 dollar to R15.00. This move has lot of concerns whether South Africa is on the right track or heading to worse economic heights. Four days after the appointment of Mr David van Rooyen, President Jacob Zuma re-appoints Mr Pravin Gordhan to the position of Minister of Finance after receiving many requests or backlash to review the decision made. Mr David van Rooyen is now a Minister of Cooperative Governance and Traditional Affairs. After the re-appointment of the Minister of Finance (Pravin Gordhan), the rand value recovered almost 80 cents to the dollar on 14 December 2015 to restore the economic confidence of the country. Lot of criticism from political analysts, economists and public at large resulted to a march of no confidence on the President of the country.

It is noted from mainstream media that “the pressures of the world economy and the operations of international organisations such as the International Monetary Fund (MIF), World Bank and GATT, affect the neighbouring countries and South Africa in different ways. In the case of some neighbouring countries, they were pressured into implementing programmes with adverse effects on employment and standards of living. It is essential that a combined development approach or effective strategy be adopted for all Southern African countries in order to have a balanced and healthy economy. Lastly, in building the economy, programmes dealing with the following areas are dealt with: linking reconstruction and development, industry, trade and commerce, resource-based industries, upgrading infrastructure, labour and worker rights, and democratisation of South Africa.

#### *Democratising the State and Society*

Democratising is integral to the RDP. Without thoroughgoing democratisation the resources and potential of the country and people will not be available for a coherent programme of reconstruction and development. In linking democracy, development and a people-centred approach, the country is paving the way for a new democratic order. The role of the RSA Constitution, 1996, Bill of Rights, facilitates socio economic development in all spheres of government including the administration of justice, the public sector, parastatals, the police and security forces, social movements and NGOs, and a democratic information system”.

#### **4.4.1 Implementing the RDP**

The RDP faces a lot of challenges in implementation because of the gaps in participation

from organisations outside government that were put in place during the apartheid era. For the RDP to be effective, establishment of efficient democratic structures in all spheres of government is necessary. (The Black Scholar, 2001:25-27). According to Munslow and FitzGerald (1997: 41-48), going into the election in 1994, the ANC produced a vision document, the Reconstruction and Development Programme (RDP), which provided a detailed account of what the party would like to achieve in government as stated in the above literature. The pro-claimed ideals and expressed aims of a sufficiently general nature that almost anybody could subscribe, and indeed the RDP provided an extremely important rallying point around which the process of political reconciliation could coalesce. Interestingly, what had been the 'icon' or 'holy cow' of the new South Africa, especially in the initial phases of the GNU rapidly became the butt of critiques, snide comments, and jokes. Quite literally, in the honeymoon period, the media was full of all and sundry queuing up to proclaim that whatever was undertaken was in order to support the RDP including arms sales, building casinos, or any other business-as-usual entrepreneurial activity. Unsurprisingly, delivery of specific RDP developmental products was slow as newly appointed national and provincial ministers came to terms with being in government rather than opposition and an old and creaking public service system began to adjust to the major sea-change of majority rule (Munslow and FitzGerald, 1997: 41-48).

Within the media and in Parliament, as well as on community level, voices were soon raised enquiring where RDP delivery could be found in practice. Whilst providing a developmental vision for the future, the RDP also provided a target for the venting of both overheated expectations and disappointed legitimate expectations. The departure of the National Party (NP) from government into opposition only accentuated this dynamic. Certainly, the RDP vision was internalised in certain line ministries better than in others. Successes were acknowledged, for example, in land and in water affairs. In most countries of the Southern African region, land and water constitute the essential elements of any strategy for sustainable development. Whilst still important in South Africa, the level of industrialisation and extent of transformation away from peasant productive modes is such that other issues, notably job creation and urban housing, take on critical importance. There remains also a deep-seated prejudice across many elements of the society that because South Africa is somehow already an urbanised and 'economically advanced' country 'development strategies', as opposed to policies to facilitate economic growth, are somehow not relevant.

It is now evident that sections of the left within the ANC hung onto pre-post-cold war paradigms and options much longer than was feasible. Finding themselves inadequately prepared within the new paradigm, they consequently all too readily conceded ground to neo-liberal conventional wisdom. This is not to criticise necessary and timely pragmatism.

However, holding onto an unrealistic hard-line for too long may easily result in a sudden realisation that proper policy options have not been developed, and a concomitant, uncritical acceptance of any realistic alternatives available even if raided from the opposition's pantry.

This pattern of events also accounts for the frequent complaint from traditional ANC policy intellectuals and networks that the ANC-led government is relying too heavily on old guard institutional mechanisms for policy and strategic counsel (Munslow and FitzGerald, 1997: 41-48). The study has explored that, the RDP vision as originally conceived as a programme for government in the context of South Africa's first democratic election reflected a social democratic, basic needs agenda which was strong on vision but weak on mechanisms. It contained many of the strengths, but also most of the weaknesses of 'sustainable development' as a global icon.

Rapoo (1996:103) argues that, the Reconstruction and Development Programme (RDP) came about as a political response to the socio-political and economic inequalities that have characterised much of the history of South Africa. It is unique in being the first national policy programme and framework of development intended to combat poverty and racial inequality. The original RDP document said little about the actual planning processes but the subsequent White Paper, which came out late in 1994, went further in developing a framework for planning, mechanisms and processes of RDP implementation. Its programmes, including meeting basic needs, developing human resources, building the economy, and democratising the state are meant to be integrated and interrelated. However, the crucial element of the RDP is its underlying approach, the meeting of human basic needs. However, the researcher is of a view that the original RDP document was just an idea or a concept, as it lacked the proper planning, mechanisms and processes of implementation. The RDP failed on its mandate to meet the intended basic needs of combating poverty and economic inequality amongst its residents. As the result of these shortcomings, South Africa is currently experiencing lot of violent protests, where community are protesting against poor service delivery of basic needs that the government is unable to provide as per the RSA Constitution, 1996.

In addition to the above statement, Turok (1996:103-114) is of a view that, some years before the unbanning of the ANC in 1991 a series of workshops were held in exile which attempted to develop a socio-economic policy for the movement. These workshops were in tandem with various similar efforts within the country. Issues such as the relation between growth and redistribution were central, as was the whole area of macro-economic policy. The work was placed on a formal basis once the ANC was unbanned and the leadership established within the country; the leadership is now being challenged to explain its policies

on many issues. A Macro-Economic Research Group (MERG) with close links to ANC Headquarters was established and it was expected that a substantial body of socio-economic policy would emerge.

However, agreement on basic principles eluded the movement. There was enormous pressure for the movement to adopt conservative macro-economic policies which gave priority to fiscal discipline, free marketing principles and conventional economic growth; and there was also a clear perception that the movement had to commit itself to realising the political aspirations raised during the liberation struggle and to making substantial efforts to meet immediate basic needs. COSATU took the lead in advancing the case for a basic needs strategy and Jay Naidoo, Secretary General of COSATU by then in cooperation with Cheryl Carolus, executive member of the ANC, led a process which saw the emergence of the Reconstruction and Development Programme (RDP). The process required eight drafts, wide discussion across the country, involving many sectors of the movement and many experts in various fields such as health and education. From the statement above, it is evident that public participation was on a forefront in dissemination of the information about RDP, bringing awareness and knowledge about the RDP, and how the community would benefit from the concept, and getting actively involved in broad discussions on how best to implement the RDP, that is the researcher's point of view.

The RDP was adopted at a special ANC National Conference, though not without reservations on the part of some important leaders, and the final document, now known as the Base Document (ANC, 1994 a), became the programme of the ANC in the elections of 27 April 1994. During the above process various drafts were subjected to intense examination and strong criticism by business and the press on the grounds that the RDP would be unrealisable, too costly, and would force the new government to breach all the principles of macro-economic discipline. Within the ANC important debates took place around the issues of conceptualising growth and development as, for instance, at the National Policy Conference (NPC), 28-31 May 1992 (ANC, 1992). Yet, soon after the election business opinion swung behind the RDP and the Government of National Unity (GNU) adopted it in the form of a White Paper (Republic of South Africa, 1994) which omitted few of the positions set out in the Base Document. No doubt the strenuous ANC efforts to reassure business that it was determined to pursue cautious economic policies were a major factor in the widespread acceptance of the RDP outside ANC ranks. Symbolic of the signals coming from government were the retention of Derek Keys as former Finance Minister and Chris Stals as also the former head of the Reserve Bank (Turok, 1996:103-114).

But there also surfaced within business and the press a realisation that the new government would have to embark on a substantial economic programme to 'kick start' a stagnant economy, and that it would have to be seen to be willing to address the needs of the masses to establish its legitimacy. It was as though the scales of apartheid blindness to the sufferings of the oppressed were suddenly removed, as privileged white South African, who had lived fairly easily with the hideous wrongs of the past, now understood the imperatives of an enlightened social policy. A World Bank report (April 1994) commented: "Higher growth without redistribution cannot work in a future South Africa; for this reason, the redistributive aspects of a future growth process are particularly important". The Report proposed that "kick-starting the economy through public expenditures could play an important role: well-targeted public investment will help redistribution while assisting economic recovery". Targeting meant "diverting expenditure towards investment in activities benefiting the disadvantaged, and, narrowing the gap in provision of public services across racial groups". And this could be achieved "without breaking important macro-economic constraints".

No doubt the process of enlightenment was assisted by the realisation that a political dynamic was underway in which the needs and aspirations of ordinary people could no longer be denied. The same spirit in the townships which had made South Africa ungovernable was now evident in support of the Government, conditional however, on expectations being seen to be met. For its part, Government had to respond, but how? The RDP was sufficiently vague on the process of delivery as to raise serious concerns about implementation. How can government sustain the "miracle" of the peaceful transition, maintain and even extend consensus across all sectors of society, observe economic discipline, and yet be seen to be delivering on the RDP?

The structure of the RDP Base Document reflects the ascendancy of new perceptions about socio-economic policy in the movement. However, during the course of the drafting it soon became apparent that there was a strong bias in movement thinking towards statism. It was the "strong developmental state" which would deliver what apartheid had denied the mass of the people, and it dawned on the editorial working group that this contradicted the democratisation to which the movement had committed itself. Yet a strong developmental state remains an essential element in the RDP and in practice government has given the greater weight to state initiatives than civil society participation. A number of considerations have emerged. But the state is also seen as an economic agent in so far as it provides resources for certain activities such as small business, land for farming, vocational training and similar production-related areas. The RDP Office has not hesitated to launch state initiatives and two concerns have been most prominent: Presidential projects and restructuring the budget to achieve new socio-economic objectives. But none of the

objectives could be achieved without political power being exercised through a “developmental state” (Turok, 1996:103-107).

However, Schreiner, Mohapi and van Koppen (2004:171-173) are of a view, that “democracy is based on two complementary freedoms; political freedom and economic freedom. In South Africa, the first was largely achieved in 1994, while the later has not yet been achieved, particularly for poor black African women. The eradication of poverty remains a key challenge for the South African government. Achieving economic freedom requires that the poor majority reclaim access to and control over natural resources that had been removed under the apartheid system of colonialism and racial exclusion that pertained in South Africa in the past centuries”. This is what the newly borne Economic Freedom Fighters (EFF) party is claiming in its manifesto when campaigning for the 2014 elections in South Africa. They are also demanding the nationalisation of mines and economic freedom in South Africa and this is the researcher’s point of view.

Furthermore, “South Africa’s transition to democracy was hailed internationally as something of a miracle; the country pulled back from the brink of civil war to a peaceful political transition. On the 27 April 1994, the people of South Africa went to the polls to vote for a new government. The political transition, after decades of struggle, came swiftly and remarkably cleanly. The African National Congress (ANC) was voted into power in an election marked by high voter turn-out and low levels of conflict. On contrary, the preceding literature is now facing the opposite direction, because it became evident from the results after the elections on the 7 May 2014 when people of South Africa went to the polls that the voter turn-out was low compared to 1994 and the conflict levels were high”. According to the researchers view, this was evident from what has been seen and heard on the media news that in some areas there were lot of violence protests, some people were denied access to voting stations and others were ordered not to vote by former parliamentary members of ANC. This illustrate that things are not the same as 1994. Hence, the original RDP document with its failure to meet the mandate was effectively replaced as the strategic development centrepiece by the plan for Growth, Employment and Redistribution (GEAR) in mid-1996.

#### **4.4.2 GEAR Legacy**

According to Schreiner *et al.* (2004:173), “after 1994 both the political and economic playing fields of South Africa changed profoundly. The new government introduced the growth, employment and redistribution (GEAR) policy, aimed largely at stabilising the economy in the hope of attracting external investment. At the same time, the country opened up to international trade, allowed deregulation of major sectors and instituted trade liberalisation

policies. The results were not as favourable as had been expected. Rather than massive international investment, many thousands of jobs were lost, including in the agricultural sector and in the clothing and textile industry, generally as sector in which women found preferential employment. Urban and rural poor (the majority of whom are women) have borne the brunt of this economic restructuring.

In 2003 a growth and development summit was held between the African National Congress (ANC), and Congress of South African Trade Unions (COSATU), the umbrella body of progressive trade unions. Arising from that summit was a 'Growth and Development Summit Agreement' (7 June 2003), which outlined both a vision for growth and development in South Africa and various specific objectives and targets. The vision includes the idealistic goals of making South Africa a destination of choice for investors, while expanding social equity, creating a productive economy with economic opportunities for all and where poverty is eradicated, and creating a society in which people are given the opportunity and support to develop to their fullest potential. A core theme of the agreement is the eradication of poverty. With regard to water sector, the agreement notes that dam construction has the potential for job creation and that community irrigation schemes and community gardens can play a role in an expanded public works programme”.

This is evident from the City of Johannesburg's (CoJ) programme which is called “Food Resilience Programme” that seeks to address the scourge or reduction of poverty in the community of CoJ. From the community irrigation schemes and community gardens, the CoJ has established the cooperatives that the CoJ has up-skilled and up scaled to become fully fledged commercial farmers that supply the macro retailers with agricultural produce. According to the researchers view, this is more than empowerment in the sense that the community has been imparted with the right skills and resources for survival and not to expect hand-outs from the government, but to be self-sufficient and resilient. Indeed, such programmes are a killer factor in alleviating poverty that is a major concern for the government whose mandate is to advance the standard of living for all South Africans as per the notion of the ruling party (ANC) towards poor disadvantaged families.

Furthermore, Schreiner *et al.* (2004:173), states that the “core theme of the agreement is the eradication of poverty, and also makes reference to an agricultural sector strategy which was developed jointly between the government and the private sector and which is being implemented. The agreement also commits the parties to support and accelerate the land reform programme. It also states that patterns of development in South Africa resulted in black communities, particularly women, workers, youth, people with disabilities and rural people being largely excluded from the benefits of the mainstream of the economy through a

general lack of opportunity, limited ownership opportunities, and discrimination in the workplace and through the consequences of apartheid, geography and spatial development, which has left a legacy of inequality. The pace of promoting equity needs to be accelerated. Since the creation of jobs in the formal sector has been slower than the pace required, one element of an alternative strategy is to ensure that poor rural women and men have access to water for productive purposes for household food security and for small and micro-enterprise purposes. The mechanisms for addressing this include the establishment of localised and participatory structures, reallocation of water, and community-based initiatives”.

According to Fitzgerald, Mc Lennan *et al.* (1997:42) in the first year of democratic rule under the ANC/NP/IFP government of national unity (GNU), the RDP seemed to provide an icon for the new South Africa. Yet, astonishingly, this icon was consigned to the back seat in less than two years. The RDP minister (Minister without Portfolio) was reallocated and the RDP office virtually abolished in March 1996, and the RDP itself effectively replaced as the strategic development centrepiece by the plan for Growth, Employment and Redistribution (GEAR) in mid-1996. GEAR provides a familiar package of global economic orthodoxy: discipline in the fiscus and in monetary policy, increasing public and private investment, pursuing a stable exchange rate, reducing tariffs, and encouraging a strategy of export-led growth. Interestingly, what had been the icon or holy cow of the new South Africa, especially in the initial phases of the GNU, rapidly became the butt of critiques, snide comments, and jokes. Quite literally, in the honeymoon period, the media was full of all and sundry queuing up to proclaim that whatever was undertaken was in order to support the RDP, including arms sales, building casinos, or any other business-as-usual entrepreneurial activity. Unsurprisingly, delivery of specific RDP developmental products was slow as newly appointed national and provincial ministers came to terms with being in government rather than opposition and an old and creaking public service system began to adjust to the major sea-change of majority rule. Within the media and in Parliament, as well as on community level, voices were soon raised enquiring where RDP delivery could be found in practice. Whilst providing a developmental vision for the future, the RDP also provided a target for the venting of both overheated expectations and disappointed legitimate expectations.

However, the “rapid rethinking in government of overall economic strategy was to culminate in the Growth, Employment and Redistribution (GEAR) strategy. Once again this was preceded by the presentation of three key national economic policy documents compiled by labour, the South African National Civic Organisation (SANCO), and organised business. The South African labour movement produced a document entitled *Social Equity and Job Creation: The Key to a Stable Future*. Interestingly, the body of the document draws upon selected quotations from the World Bank and the experience of the dynamic East Asian

economies to support its case that growth is fostered by social equity, training, and proactive state intervention. The terrain of the debate is firmly placed within the context of global competitiveness and building a partnership for growth between the public and the private sector.

Six pillars are proposed to break with the past: job creation, a redistributive fiscal policy, the break-up of economic conglomerates, the promotion of workers' rights, the building of an industrial democracy, and the promotion of global equity and development. A commitment was given to negotiate within the framework of the National Economic Development and Labour Council (NEDLAC)". The researcher believes that the approach taken during the GEAR period was true reflection of public participation in the sense that all relevant stakeholders were consulted, engaged and involved in the process of implementation, and the expected outcomes would be accepted by all with either less resistance or conflict of which this was contradictory to the RDP.

Hence, SANCO produced its contribution, called *Strategies and Policies for Local Economic Development in the Future*. Local economic development involves a partnership between the local authority, business, and the community, with an emphasis on local autonomy, employment creation, and community development. Specifically there is a call for dedicated local authority economic development units, public works programmes, local procurement policies, small, medium, and micro enterprises, and developing appropriate regulatory and planning frameworks. The South African "Foundation's document Growth for all: An Economic Strategy for South Africa contained few surprises, but served once again to reinforce the current global orthodoxy, which became reflected pre-dominantly in GEAR. The new policy guidelines, Growth, Employment and Redistribution: A Macroeconomic Strategy, appeared in mid-1996 and begin by emphasising a vision for the twenty-first century of: a competitive, fast-growing economy creating jobs, redistribution of income and opportunities favouring the poor, health, education and other services being available to all, and an environment in which homes are secure and the workplace productive" (Fitzgerald *et al.*, 1997:42).

"This is a most interesting list, as the seeds of tension and trade-offs are barely concealed within it. A competitive fast-growing economy is not necessarily compatible with the creation of jobs. The success of the Richards Bay aluminium smelter initiative, which was completed well under budget" and greatly ahead of schedule in 1996, may add up to 1,5 per cent of GDP, but will only provide an additional 1 500 or so jobs. If the global competitive niche is mineral beneficiation, then there are severe limits to labour employment capabilities. "The next level of tension concerns reconciling a fast-growing economy with redistribution of

income and favouring the poor, combined with the expenditure required to ensure sound education, health, and other services. Of course, education and health are essential to guarantee long-term sustainable development, but the payback time is not short term and cannot immediately boost fast economic growth, yet it remains the long-term guarantor of development". This is evident from the revamped trade economic relationship between China and South Africa for a long term sustainable development and speedy economic growth as per the researcher's opinion.

It is further argued by Fitzgerald *et al.* (1997:50-51), that "ensuring speedy economic growth means restricting redistribution and social welfare expenditure until the total economic pot has grown, the fourth and final part of the vision warns of the dangers of not taking this seriously early on namely rising levels of crime and workplace and social unrest. The strongest argument for trying to run in parallel a measure of social welfare spending and redistribution is that these can positively create the essential conditions for economic growth and development which is crime under control and social tranquillity". If these are the potential constraints but also the opportunities within the admittedly rather more restrained vision, the central issue is whether the strategy itself, let alone its implementation in practice, offers some hope that the constraints will not overwhelm the opportunities creating a downward rather than an upward spiral. Whilst the introduction of the document pays homage to the original RDP, in practice it is driving the development process in a rather different direction to the original conception.

"Sustainable growth on a higher plane requires a transformation towards a competitive outward-orientated economy. The strategy outlined emphasises concentrating capacity building on the demands of international competitiveness. This is very different from combining this emphasis with one of sustainable livelihood empowerment, which is, recognising and facilitating the fact that formal-sector avenues will be less important than informal-sector opportunities for employment creation into the foreseeable future. The strategy calls for a major transformation in the environment and behaviour of both the private and the public sectors, including: a competitive platform for expansion by the tradeable goods sector, a stable environment to encourage private investment, a restructured public sector to improve capital expenditure and service delivery, new sectoral and regional emphasis on industrial and infrastructural development, improving labour market flexibility, and enhancing human resource development.

Hence, this is the standard package of the neo-liberal globalisation agenda, and the other components are also provided. The thrust is clear, go for economic growth within the global economy. Two key questions can be asked of the strategy. Will it work within its own frame

of reference and are the parameters laid out the right ones? In essence, the strategy is about spending less but earning more. The development strategy issue is how to ensure that what people earn comes in a way which people can use to ensure sustainable long-term development. It is hard to disagree with the logic; it is necessary to scrutinise the way in which it is operationalised". All discussion which is informed by real-world constraints rather than by abstract theorising will recognise the potency of the forces of globalisation and competitiveness. The policy drift of direction was all too predictable given the limited room for manoeuvre. Yet, still the question needs to be asked, will the policy be effective? In essence, the redistributive aspects have been curtailed in order to encourage greater investment and competitiveness. Question remains, however, will this come back to undermine the success of the strategy if crime and social unrest continue to rise (Fitzgerald *et al.*, 1997:50-51).

However, Kotze and Taylor (2010: 200-201) are of a view that, Thabo Mbeki, the then Deputy-President of South Africa, took a very active part in the socio-economic development and transformation agenda of the new South Africa. Known as the 'Gucci revolutionary' and educated in the United Kingdom in economic sciences, Mbeki focused on the economic recovery of a liberated, post-apartheid South Africa. By 1995, Mbeki had economic recovery and transformational plans in place, and embarked on the economic development of South Africa through the Growth, Employment and Redistribution (GEAR) strategy, 1996, even though the Alliance partners objected to the neo-liberal economic agenda, that Mbeki adopted. It was against this background that the first cracks in the Alliance appeared. The policy was essentially enforced upon the Alliance partners, and was deemed 'neo-negotiable'. The message given to the Alliance partners was clear: "Toe the line or else..."

GEAR is an essentially liberal economic strategy in line with the Washington Consensus. Underpinned by the principles which inspired the Reconstruction and Development Programme (RDP), GEAR sought to achieve sustainable economic development whilst engaging in the transformation of South African society. Justified on the premise of the RDP, which sought to transform society and improve the material well-being of marginalised South Africans, GEAR also stressed redistribution and the role of social and sectoral policies to meet basic necessities and effective service delivery. Consequently, the ideal that the ANC sought to achieve was not merely political emancipation brought with the 1994 founding elections, but also socio-economic emancipation by equalising a society historically built on immoral and institutionalised inequality.

In 1999, the second democratic elections brought in Thabo Mbeki as the President of South Africa. The general focus of Mbeki's administration was on achieving sufficient economic growth to ensure adequate redistribution of resources to transform South Africa socially and economically. Mbeki was successful to some extent. The South African economy was

growing and continued to show promising growth, was conservative in its spending, and built significant reserves. But this success came at a price: rising employment exacerbated by privatisation that led to thousands of job losses, and increased poverty and crime. Life became hard for many, especially the poorest of the poor. Unemployment, increased inequality and crime were rife, and the socio-economic liberation that the people expected seemed like a distant dream never to materialise. The situation today is that approximately 40% to 50% of the population live in poverty, whilst the remaining percentage lives a higher quality of life, regardless of the type of employment in which they were involved.' The unemployment rate is officially 23%, but the reality of post-apartheid in South Africa is that approximately half of the population live in absolute poverty (Kotze and Taylor 2010: 200-201). The researcher believes that the above statement holds water in the current dispensation because the economic gap is still drifting further apart, as the poor disadvantaged people have become poorer and more disadvantaged after twenty two years of democracy. There is still a lot of socio-economic unhappiness amongst the poor community that were involved in Reconciliation process, and who have now concluded that the process did not do them any justice, instead, they still feel deprived as the gap between the poor and the wealthy has not reconciled. They require that the Reconciliation process should be revisited.

The Mbeki administration, its legacies and the difficult socio-economic birth of South Africa's democracy are seen as failures to achieve the National Democratic Revolution (NDR). Essentially, the NDR is about achieving an equal society, free from the racial cleavages of apartheid and its massive inequalities. It seeks a democratic society, both politically and economically. Central to the intention of the NDR is a growing economy which would be able to redistribute wealth so as to lift people out of absolute poverty, and to have an adequate welfare system able to carry those who cannot look after themselves. **Ubuntu** is central to the unity and reconciliation of a post-apartheid in South Africa. The state in this context plays a central role, providing ideological leadership, setting policy and effectively dealing with its implementation. The Mbeki presidency is regarded as a failure in addressing the social foundation of exclusion, and its economic success has come at a very high price: rising levels of poverty, spiralling and increasingly violent crime, and increasing joblessness that has placed much strain on an already struggling welfare system.

However, Kotze and Taylor (2010:205) further observe a "disturbing pattern" in the manner which local government deals with service delivery protest action. The observation centres on the marginalised or further marginalisation of communities, in that "activists who oppose the government's macro-economic strategy (GEAR) and their communities slide into deeper poverty and misery are finding themselves isolated and targeted by local municipalities and

its law enforcement machinery". Therefore, these individuals and communities are deprived of their basic right to freedom of expression and assembly.

According to Agholor and Obi( 2013:86-87), "weak economic growth between 1993 and mid 1998 resulted in the decline of formal employment by 12% and 6% job losses in the manufacturing sector. Construction and mining had their share of job losses as 21% and 27% respectively (CSS, 1994; Stats, 1999). In response to these challenges which coincided with the 1994 election, the government partially opted out of the RDP programme with the closure of its offices in 1996. The GEAR strategy, launched by government in 1996, was aimed at job creation and economic growth through reduction in the amount of debt South Africa must pay back each year on loans (deficit reduction). Given that GEAR crucially places higher priority on debt reduction and reducing social spending, it is questionable whether GEAR was considered as unsuitable programme in addressing the country's economic woes and its attendant social problem of joblessness and poverty.

Additional analysis of contradictions between the RDP and GEAR shows that some critics of GEAR described the RDP as a programme that have been completely forgotten. The government position was that the RDP represents a united and justifiable idea for the formation of the post-apartheid culture, while GEAR is the macro-economic policy which will monitor development packages of the government concerned with realising the goals of the RDP. Coleman (2001) listed programmes that shows government commitment to social spending towards poverty reduction as access to clean water, clinics, electricity, telephone, primary health care, child support grant, and disaster relief programmes. The same source concluded, however, that the GEAR only achieved one singular objective of decreasing fiscal deficit. The actual annual economic growth, formal sector employment growth, and investment projections have not been achieved in line with GEAR estimation".

According to Streak (2004:271), "GEAR promised to reduce poverty and inequality via a surge in economic growth. The economic growth engine in GEAR takes the form of a demand stimulus led by a rapid expansion in private sector investment. The text of the document present growth in fixed investment and exports as the engines of growth, and suggests that public sector investment is as important as private sector investment. However, as Weeks (1999:800) convincingly argues, a careful reading of the modelling in GEAR shows, firstly, that it is in fact assumed that export growth is not a demand stimulus. The effect of foreign trade on domestic demand in the model is actually negative, due to growth in imports outstripping growth in exports. Secondly, it is assumed that the role of public sector investment in the demand stimulus is small, with private investment being responsible for generating about 93 per cent of the total stimulus.

Low real interest rates and investor confidence are presented as key determinants of private investment. Conservative fiscal policy in the form of budget deficit reduction and restrictive monetary policy is taken to be the most important intervention required to facilitate growth and employment, because these measures lower interest rates, build confidence and ignite the private sector investment engine. Foreign direct investment (FDI), manufactured export growth, public investment and containment of wages are also taken to be important but, as explain above, they play second fiddle to the role of private investment in the strategy. Without FDI there is a threat of interest rates being pushed up in the face of exchange rate depreciation and a deficit on the current account” (Weeks, 1999:801). The researcher believes that the rapid growth of importation which outstrips growth in exports means that the production levels have fallen extremely which result in high rate of unemployment, absolute poverty and inequality in the community.

The GEAR strategy as explained in the above statement, focused on economic development, reduction of poverty and inequality, distribution of wealth and creation of decent employment. The researcher is of a view that as long as there is no change in employment creation, or providing job opportunities for the economically active unemployed people, the incidence of poverty will remain at its peaks. The gap between the poor and the elite will continue to drift apart.

“As part of the institutional labour market reform, the government introduced three main pieces of legislation: The Basic Conditions of Employment Act 75 of 1997, The Employment Equity Act 55 of 1998 and The Skills Development Act 97 of 1998. The first Act laid down minimum conditions of work and was directed mainly at workers who fall outside collective bargaining. The second Act put in place incentives for firms to redress past imbalances in the labour market. It abolished discrimination in the workplace and provided for affirmative action by firms, and for the monitoring and reduction of wage differentials. The third Act, the Skills Development Act, provided for the setting up of mechanisms to finance and promote skills development in the workplace. It was accompanied by the development of the Skills Development Fund, which requires employers to deduct 1 per cent of their payroll for spending on training of the workforce as a means to help overcome structural unemployment in South Africa” (Bhorat et al., 2001:207-208).

The Taylor Commission (Ministry for Social Development, 2002:70) states that, “despite dozens of government poverty alleviation programmes at high cost, the available evidence suggests that poverty is getting worse. The available evidence, though difficult to interpret, indicates that the number of workerless households has risen dramatically between 1995 and 1999. This would seem as a consequence of rising unemployment levels. In short,

poverty alleviation programmes appear unable to keep pace with unemployment-induced poverty. Even though GEAR did not set specific targets for poverty and inequality reduction, it clearly aimed to substantially lower both. There are very few related time-series studies in the 1990s, but those available clearly indicate the failure of GEAR in reducing poverty and inequality.

An article by Seekings & Nattrass (2001:472) on democracy and distribution in South Africa between 1994 and 2000 has found that the level of inequality in South Africa was not reduced in the 1990s. The available data suggest that the overall level of inequality has changed little; the Gini coefficient has remained broadly stable at a stubbornly high level. The limited publicly available data on income distribution since 1994 indicates that income inequality may even have worsened". The above arguments are in line with the researcher's view who concurs with the statement that the current poverty alleviation programmes that the government has established seems to do little or nothing at all, as the incidence of poverty is still rife or prevail in the areas where black community resides. The reason is that there is so little impact in terms of implemented poverty alleviation programmes, lack of proper consultation, engagement, involvement and participation of all relevant sectors of the economy is still a major concern. The suggestions would be that South African government should come up with reviewed new policies or interventions that will closely meet the current economic crises or down fall of the country. Unemployment and inequality should be the key focus of the government.

According to the Congress of South African Trade Unions (COSATU) and a range of other commentators, "the GEAR strategy was a clear failure. This is because it promised, in the tradition of the Reconstruction and Development Programme, to reduce the legacies of inequality and poverty left by apartheid but failed to do so. It even failed to meet its growth, employment and private investment targets, instead it subverted progress on the development front to the goal of pursuing the macroeconomic policy demanded by neoliberal macroeconomics and the international investment community" (Cosatu, 2001:3; Weeks, 1999:809-810). "Even if it is impossible to know what the relative role of government policy and external factors were in producing dismal development outcomes in the GEAR period, the critics argue that there is no doubt that GEAR, and particularly its conservative macroeconomic policy element, is to blame.

Macro-economic policy can either aid or retard development to the extent that it maximises or constrains resources available to implement developmental programmes. Over the past five years or so, the emphasis on fiscal austerity has produced a perverse planning paradigm in which developmental objectives have been supplemented by the secondary objective of

reducing the government deficit. The hope that tight fiscal and monetary policy would attract private investment which, in turn, would drive growth has not materialised in fact, the opposite has happened. Instead of leading job creation, private capital has led job shedding and capital disinvestment. It is apparent that a programme truly to reconstruct and develop the South African economy and society will require something very different from the sort of economic orthodoxy represented by the GEAR document. An active industrial policy is required to diversify the economy forward from South Africa's mineral-energy complex into capital and intermediate goods. Attention must be paid, and resources directed to ensuring that the capacity and efficiency of the state are improved in order to meet the challenges of development which it undertakes, leads or coordinates. State-led programmes to address the massive, and politically explosive, problems of job creation need to be developed rapidly. Programmes targeted at the poor, disadvantaged and marginalised sections of society need to be implemented and sustained, rather than being sacrificed at the altar of fiscal orthodoxy (Streak, 2004:279-282).

Streak (2004:282-285) states that, if the government's recent explanation is considered about what is needed to promote development in the post-GEAR period when the Tripartite Alliance met to discuss growth strategy earlier in 2002, some resemblance to GEAR is seen:

- (i) The right macroeconomic policies should engage the private sector investments in fighting poverty on a sustainable basis.
- (ii) To attract foreign investors, government should spend below budget to avoid avoid deficits and altering GDP ratios.
- (iii) There is still the argument that reprioritisation and improving efficiency and targeting of expenditure in the social sectors are as important as increasing total allocations to the sectors in the attempt to deliver better services to the poor.
- (iv) There is still the GEAR message that even the implementation of the MTEF budgeting system and PFMA, there is still a need for capacity building before the government can do a lot more by way of job creation and social security fronts. The public sector does not have the capacity to spend more than is currently being allocated, and it takes time to put efficient and accountable systems for delivery in place.

However, while the government's development strategy in the post-GEAR period resembles GEAR in the elements described above, at the same time a positive shift can be observed. This involves an acknowledgement by the government that if more rapid progress is to be made in reducing poverty and inequality in the future, it would have to rely less on foreign and more on domestic investment for development. Moreover, to raise development

prospects, the government would have to do more through the state apparatus to stimulate employment creation and redistribution of income that, together with economic growth, are needed to ensure better development outcomes. GEAR failed to see that development theory and economic history illustrate clearly that a heavy reliance on sound macroeconomic policy, liberation and efficiency reforms and private sector investment was unlikely to produce rapid growth and development in South Africa.

Moreover, development theory and the missing links between austere macroeconomic policy and growth and poverty and inequality reduction, and the potential positive impact of government investment, call for an alternative strategy. This acknowledges the importance of sound fiscal and monetary policy as a means to stimulate the private sector investment and growth that are so important for development. But, it stresses the need to rely less on these things to generate growth and development and more on the government itself, through industrial policy and investment in the social sectors to stimulate poverty, and inequality reducing growth. Due to failure of the GEAR strategy a new economic policy framework, which is the New Growth Path (NGP) had to be introduced by the government in order to revive the growth rate of the economy of the country” (Streak, 2004:282-285).

#### **4.4.3 A new growth path**

Forrest (2012:2) argues that, “despite the introduction of Reconstruction and Development Programme (RDP); the Growth, Employment and Redistribution (GEAR) programme; and the Accelerated Shared Growth Initiative for South Africa (ASGISA) high levels of poverty and inequality are still in existence in South Africa. As a result, there are still challenges that persist from social, economic, environmental, and political reasons perspective. There is still 25% unemployment, 40% people living in poverty and the world’s highest inequality levels, South Africa urgently needs to effectively improve living standards and ensure a dignified existence for all South Africans (National Development Plan, 2011:90). On the Reconciliation Day, 16<sup>th</sup> December 2015, President Jacob Zuma also attested to the inequality and poverty that is still rife in the country even after the 20 years of democracy and further reiterated that the Reconciliation process should be reviewed. According to the International Labour Organisation’s (ILO) Global Employment Trends 2012 report, the global situation for labour and growth has not improved over the past few years”.

Both the New Growth Path (NGP Framework, 2010:1) and the National Development Plan (National Development Plan, 2011:4) focus on economic growth, eradication of poverty and job creation from all sectors of society. The statement above attests to the public participation process, which encompasses the whole range of relevant stakeholders to be

involved on intended decisions to be made, according the researcher point of view. Further, Forrest (2012:3); Tregenna (2011:627-628) posits that the NGP Framework (2010) is based on the view that there has to be the restructuring of the South African economy in order to create better jobs, decrease disparity, and eliminate poverty. Lots of experts expressed the same sentiments after the re-appointment of Mr Pravin Gordhan that more needs to be done in order to restore the country's economic confidence (economic restructuring) as per the researcher's view.

This is still a huge challenge given the country's extremely high unemployment rate, middling growth record, and the continuing structural economic distortions that have not been fundamentally transformed in the past 17 years of democracy. In the NGP there is a significant shift from earlier post-apartheid economic policies. The Growth, Employment and Redistribution (GEAR) policy of 1996 can be characterised as broadly neo-liberal, including amongst its key tenets, tight monetary and fiscal policies, and elimination of exchange controls, labour market flexibility and privatisation. In 2006, the South African government launched the Accelerated and Shared Growth Initiative South Africa (AsgiSA) economic policy to expand and invest more in public infrastructure, promotion of private sector investment, education and skills improvement, democratically allowing all citizens to have access to the mainstream economy, improving macroeconomic management and enhancing public administration.

The political background to the NGP is somewhat different to the earlier policies of the African National Congress (ANC) government. The current Jacob Zuma-led administration came into office in 2009 with backing from the ANC's trade union and Communist Party allies and with expectations of some sort of left wards shift in economic policy. A new Economic Development Department was created, headed by Ebrahim Patel, who until then was the General Secretary of the South African Clothing and Textile Workers Union. It was under this minister that the NGP was developed and championed, although it was formally launched by the cluster of economic ministries. The NGP has received mixed reactions. The main trade union federation, the Congress of South African Trade Unions (COSATU), which is in an alliance with the ANC, released a thorough critique of the NGP subtitled "One step forward, two steps backward" (COSATU 2011) while in another statement welcoming it as 'a giant step forward'. While recognising the NGP as a progressive shift, COSATU views the NGP as not going far enough, and is particularly concerned about the macroeconomic policies in the NGP as well as the proposed wage capping. Organised business, while welcoming certain elements, has been critical in particular of the increased state intervention envisaged and of the proposed capping of higher salaries.

Tregenna (2011:628) characterised the policies of the NGP as having “the most promise of leading the country on the path of sustainable, equitable, and democratic development, in particular praising the NGP *inter alia* for putting employment (specifically decent work) at its centre, for building a long-term foundation for a vibrant society in contrast to the short-termism of unregulated markets”, for the focus on building capabilities, and for appropriate macroeconomic policies. Overall, however, reactions to the NGP from social forces and commentators have been largely negative. The researcher is of a view that the target of 5 million jobs to be created by 2020 was unrealistic, considering the current state of economic global pressures that prevail which are not supportive to the growth of world economies. This can further widened the poverty status, inequality and unemployment gaps in the country. To redress the current economic crisis, the country requires robust consultation, active engagement and full participation of all sectors of society to get involved in intended programmes, contribute in decision making that will boost and sustain the growth of the economy.

It is further indicated by Tregenna (2011:628), that the NGP sets an ambitious “target of five million new jobs by 2020. These jobs are explicitly conceptualised as arising from economic growth rate and employment intensity. Substantial public investment in infrastructure; more labour-absorbing activities in the main economic sectors; the green economy and knowledge-intensive activities; social capital and public services; and special development” (referring both to rural development and to the development of the southern African region) are the five key job drivers outlined in the NGP. As well as prioritising employment creation, the NGP consistently emphasises the need for decent work, citing the International Labour Organisation (ILO) definition of NGP. The macroeconomic policies presented in the NGP are mixed. The monetary policy commits to lower real interest rates and continued targeting of low and stable inflation. While there is need to support, a more competitive exchange rate, primarily through more sterilisation of foreign currency inflows, with further measures should be discovered (together with attempts to deal with the damaging effects of short-term capital inflows). Fiscal policy is probably the most conservative aspect of macroeconomic policy in the NGP: despite a counter-cyclical fiscal stance, real growth in expenditure is to be limited to just over 2% per annum for the next few years.

The NGP macroeconomic package contains 10 programmes intended to control inflationary pressures and inefficiencies, as well as promote a more inclusive economy with social equity and regional development. “These programmes are: active industrial policy; rural development; more interventionist competition policy; improved education and skills development; promotion of small enterprises; broad-based black economic empowerment; labour market policies focus on improved productivity; promotion of technological

advancement; developmental trade policies; and policies to support development in the rest of Africa”.

In so far as there is a change in emphasis from previous policies, this could be characterised as more active state intervention and greater focus on employment than was previously the case. “Although the NGP did not emerge through a meaningful process of consultation outside government prior to being announced, the policy itself recognises that no technocratic solution can be imposed from above” (Economic Development Department, 2011:44) and heavily emphasises social dialogue. The combination of decent work, growth in employment-creating activities, and social-democratic style consensual wage restraint in the NGP is an unconventional package. While elements draw on models pursued in other countries, the mix of policies is unusual.

Tregenna (2011: 629) further argues that, the NGP draws on a model of economic policymaking in which key social forces buy into a model which holds some benefits and trade-offs for different classes and which is implemented through agreement. Such a model of economic policy is essentially based on class compromise, where no class is powerful enough to drive through a clear class agenda, but this certainly does not imply that economic policy under such a model is class-neutral. It is understandable that South Africa is going through this route in the context of the balance of class forces, including the uneven distribution of economic and political power. “Whether organised labour and business can actually reach agreement on the key tenets of the policy remains to be seen. A significant change in the NGP from all earlier economic policy frameworks is the paradigm shift that puts employment creation and specifically decent jobs at the centre of policy. Previous policies have acknowledged the importance of job creation but have been focused primarily on growth rather than employment, despite the crisis of unemployment in South Africa. The researcher concurs with the view of NGP which emphasises employment creation and decent jobs as compared to just growth rather than employment opportunities that would have address the issues of absolute poverty in the communities.

Job creation, especially the creation of decent jobs, is fundamental to the empowerment of the working class, both in terms of livelihoods and more broadly in term of working-class power. The extent to which the measures put forward in the NGP are likely to successfully create jobs on the mass scale needed are debatable, but the paradigm shift to prioritise job creation is important and overdue”. The shift in the NGP towards a central focus on job creation is linked with the emphasis on the transformation of the productive base of the economy. The NGP explicitly recognises that growth alone is insufficient for employment creation of the magnitude needed that is, by simply scaling up the existing productive base, such that transformation of that productive base is required. A key thrust of the NGP is the

deepening of domestic demand, through increasing employment and making income distribution less unequal. This can be important not only as a base for sustainable growth but also in improving the living standards of the working class.

“Perhaps the greatest threat to the success of the NGP and specifically of those aspects which would be most beneficial to the working class is the dependence on decisions that will be made by the capitalist class. For instance, measures are proposed to promote employment creation, but in the main these ultimately rely on the private sector choosing to hire more people. The NGP does not envisage some direct job creation by the state for example, through public works and the public service and some which would fairly directly leveraged off public spending, such as in infrastructure. Nonetheless, it is explicit in the NGP that the overwhelming majority of jobs would be created in the private sector. This endangers successful job creation as the state can implement policies aimed at stimulating employment creation but capitalists may or may not respond accordingly. The NGP advocates more constructive and collaborative relations between the state and business, where government commits to minimise unnecessary economic costs and business responds by supporting critical and innovative initiatives for a more inclusive and equitable economy, especially projects that can generate employment on a much larger scale” (Economic Development Department, 2011:43). The researcher concurs with the above statement that if more regenerated employment opportunities prevail, the level of poverty will decline to a certain degree that the poorer would be in a position where they can afford a decent living and be self-resilient.

Tregenna (2011:630) advocate that, “the state could do its part in minimising unnecessary economic costs the NGP mentions in this respect unnecessary regulatory requirements and delays, inadequate infrastructure, and weak education and training yet capital will decide how to respond to these changes. They could potentially respond by reaping higher profits and paying these out in higher dividends or by expanding production in a capital-intensive way”. To some extent this vulnerability is inherent in a market-based economy in which most employment is private. Even so, there could be greater compulsion on the private sector to employ more people or more direct employment creation by the state. The state might implement all the measures set out in the NGP which are under its direct control, yet the employment outcome could fall far short of the targets set out. This is a particular problem given that employment creation is the centrepiece of the NGP. Nevertheless, the private sector would be expected to at least partially respond to state interventions such as those mentioned by expanding production and raising employment, if policy is not to be dismissed *a priori* as ineffective. One of the weak aspects of the NGP is that it is gender blind. Changing the patriarchal structure of an economy requires explicitly analysing the differential

effects of policies on women and men and prioritising policies that especially benefit women materially as well as contributing to transforming patriarchal power relationships. For example, the prioritisation of sectors in industrial policy would need to take into account the gendered patterns of employment across sectors.

As stated above by Tregenna (2011:627), macro-economic policy is a crucial aspect of any economic policy framework, as it frames the fiscal parameters of what is possible in microeconomic interventions and conditions the overall state of the economy. It appears that the macroeconomic framework was drafted as a compromise between different views within government, especially between the Treasury and other economic ministries as well as within the ANC. The lack of macroeconomic detail may well be based on the difficulty in obtaining agreement on anything more. It effectively implies a bias towards the retention of conservative macroeconomic policies. Even where there is an explicit shift in macroeconomic policies, there is limited detail in terms of how these changes are to be effected. The NGP combines a moveable monetary policy with a more obstructive monetary policy. Even on the monetary side, the commitment to continued inflation targeting at low rates of inflation is inconsistent with a looser monetary-policy stance and is unlikely to support economic expansion and employment.

The NGP notes that, apart from increased sterilisation of capital inflows, additional tools for making the exchange rate more competitive are being explored. It is disappointing that the NGP does not make a firm commitment to strong capital controls. South Africa has experienced massive capital flight as well as currency volatility and over-valuation arising from portfolio inflows. Particularly at a time when countries such as Brazil have acted decisively to strengthen their capital controls, and even the International Monetary Fund (IMF) has come out in cautious support of capital controls, the South African government remains unwilling to take a stand on this. Capital controls are important not only for economic stability and growth in the short to medium-term, but also for opening space for more radical future changes by mitigating the power of capital to influence policy with the explicit or implicit threat of capital flight. The NGP also does not consider measures such as taxes on financial transactions which have been implemented by centrist governments in other countries. The worldwide economic crisis has unlocked policy space for more progressive macroeconomic policy and the NGP could have pushed forward much more boldly on this.

Even with the intended better use of existing resources, it is doubtful whether the austere fiscal policy of the NGP will enable the success of other components of the NGP. Significant fiscal resources will be needed for the active industrial policy measures, infrastructure rollout, and other interventions set out in the NGP, and the conservative fiscal policy threatens to

hamstring or derail these. It will also constrain domestic demand, which the NGP posits as a source of sustainable growth. This highlights the weakness of the NGP as a compromise document. Aspects of the compromise package which have been included to satisfy certain government departments or the views of certain groups in the ANC will undermine other aspects of the same policy, thus compromising the policy's overall coherence and feasibility (Tregenna, 2011:631). The current assumed division in the ruling party is a clear evidence of undermining other aspects of the same policy that has been enshrined to govern the country to the benefit of the entire society being deviated from the set policy or rules that compromises the real set standards for individual gain as per the researcher's opinion.

It is further noted by Tregenna (2011:631) that, the NGP takes a relatively strong stance on industrial policy, envisaging a central role for the state. Progressive aspects of the industrial policies in the NGP include the active promotion by the state of employment-creating sectors; the promotion of forward-looking activities such as skills-intensive organisations and green technologies; stimulation of domestic and regional demand; strengthening of competition policy; support for fabrication; and developmental trade policies. More broadly, the NGP recognises the importance of reindustrialisation and supports measures to achieve this. A concern is whether the fiscal conservatism of the NGP will undermine its active industrial policy programme. For the state to show a leading part in industrial policy, on a scale that would allow South Africa to catch up the ground lost when there was no real active industrial policy as well as move forward, will take significant resources. Adequate financing of industrial policy also relates to the prioritisation of sectors for support.

Future growth would require South Africa to target sectors in which it is not highly competitive at present but which are likely to grow as a share of global demand and sectors which are technologically advanced. However, such activities are generally not very labour-intensive. The unemployment crisis in South Africa compels the targeting of highly labour-intensive activities, even where these activities do not play a leading role in competitiveness and productivity. These conditions require industrial policy to target and support a much broader range of activities than would otherwise be the case. This in turn entails substantial financing and supportive fiscal policy, and the NGP falls short in this regard. Hence, "inequality in South Africa is extremely high, and is strongly racialised. The NGP proposes to bring down inequality primarily through the labour market, in particular through large-scale creation of decent work and also through progressive wage moderation. Creation of employment, especially decent work, and the closing of wage gaps amongst the employed are absolutely central to reducing inequality". The view of the researcher is that this is a song that has been sung by unionists for years, that the government should create more decent job opportunities and try to reduce the gap of inequality across the board and divorce it from racial grounds.

Tregenna empirical results (2011:632-633) suggest that the “unemployment rate is a central determinant of inequality in South Africa, which would support the choice in the NGP of addressing inequality primarily through the labour market”. One implication of focusing primarily on changes in the level of employment and in the wage structure to bring down inequality as opposed to through channels such as direct redistribution of assets is to raise the stakes on the success of employment creation as well as the reduction in wage gaps amongst the employed. Should employment creation not materialise on the scale envisaged, this will be a failure not only in its own right but also for the NGP goal of reducing inequality.

“A further potential vulnerability of the inequality-reduction measures of the NGP relates to the enforceability of the proposed capping of salary increases at the top. Even if agreement with organised business and labour were to be obtained on these measures, South Africa does not currently have the institutional structure for enforcing this. Individual businesses are unlikely to feel bound by any agreement made by organised business in this respect. There is a danger that the sacrifices that are called for from labour will be enforceable whereas those from capital and high-income earners will not actually be implemented”.

The proposed wage moderation at this level is quite mild inflation plus modest real increases. Even so, it seems likely that the threshold would be negotiated upwards before any agreement on it would be obtained. The proposed minimum threshold would imply sacrifice from sections of the working class in a context of very high wage gaps and a phenomenon of the working poor; it would also undermine the bargaining power and organisational strength of trade unions. The NGP does not mention progressive taxation a way of reducing inequality and simultaneously mobilising resources for development. Furthermore, income capital contributes to inequality but would not be affected by the proposed salary capping and the NGP does not contemplate higher taxation of dividends. One of the ten pillars of the microeconomic package in the NGP is Broad-based Black Economic Empowerment (BBBEE).

It takes a progressive position with a critique of the limitations of Black Economic Empowerment (BEE) thus far, notably that the model has focused excessively on the transfer of existing assets to a small number of people and that issues of ownership and the demographic transformation of senior management have been prioritised whereas employment creation has not been incentivised. Instead, the NGP calls for a welcome new emphasis on the more broad-based elements of BEE, with the promotion of employment creation, investment in new productive capacity, skills formation, collective forms of ownership, and so forth. According to the researcher’s point of view, as long as the capping of salary increases has not been dealt with effectively and employment creation incentivised

then only small group of people will benefit and the inequality gap will ever be widening. This will result in poverty worsening, unemployment levels sky rocketing and the poor becoming poorer.

Furthermore, an interesting issue for consideration is the extent to which the broad approach to BEE suffuses the entire NGP. The approach takes several of the other components of the NGP such as skills development, sector strategies to create jobs, and conceptualises these as part of BEE. It is unclear whether the NGP's BBBEE approach will be sufficiently integrated with the policy's industrial policy thrust, to ensure that manufacturing not only grows but that patterns of ownership and control in manufacturing are also transformed, in the process building black-owned productive enterprises as opposed to just the transfer of stakes in existing enterprises. The whole scenario could be covered in the aspect of the BBBEE approach on a venture in novel productive enterprises by black entrepreneurs, and it remains to be seen how integrated these components of the NGP will be in practice. In the absence of the integration, existing racial and gendered patterns of ownership and control in the manufacturing sector could just be entrenched (Tregenna, 2011:633).

Meyer (2013:15-28) argues that, in October 2010, with the development of the New Growth Path (NGP), the new national economic policy for South Africa by the Minister of Economic Development, Minister Ebrahim Patel, the government was severely criticised on all fronts. It was claimed that the NGP policy is not investment friendly; contains no new concepts or innovative ideas; and is too vague. According to economic analysts, the policy is similar to the Growth, Employment and Redistribution (GEAR) and the Accelerated and Shared Growth South Africa (ASGISA) economic policies, neither of which made significant impact on economic development in South Africa. Since the release of the NGP policy, a debate has raged on what exactly the policy aims to accomplish and how it can be implemented, specifically at the local level.

Unemployment and poverty have reached enormous high levels in South Africa and seems that the NGP policy might possibly provide a realistic chance of turning around the spiral of poverty, unemployment and inequality. Urgent interventions are needed to remedy the situation in South Africa as it is sliding down in the world rankings as indicated in The 2010 Human Development Index (HDI) issued by the United Nations (UN). Local governments in South Africa must take the initiative and use the broad guidelines of the NGP to apply the policy at the local level using a bottom-up approach and not top-down approach. Partnerships and implementation capacity are prerequisites for a successful South African development path (Development Bank of South Africa: 2011). Critics are of the opinion that New Growth Path (NGP), the latest national economic development policy as introduced in

2010, will not have the desired impact on the economy due to lack of detail and limited new ideas (Rossouw, 2011:5). Had South Africa in its implementation of the previous policies (RDP, GEAR and ASGISA) taken into consideration the need to consult, engage, involve and encourage participation of the public on all issues that concern them without imposing, a different result would have been achieved as per the researcher's argument.

Meyer (2013:18-19) further outlined that in terms of HDI ranking, South Africa is however losing ground and in 2010 it was ranked in position 112 in the world. Furthermore, South Africa is only the fifth highest ranked African country after Mauritius, Egypt, Tunisia and Botswana. The average life expectancy in South Africa is 52 years of age which is lower than the average for Africa (58 years) and is far below the world average of 69 years. The relatively low life expectancy level can be linked to the high incidence of HIV/AIDS; poor access to health services; and a high crime and murder rate in South Africa and are among the highest indicators globally. Another area of concern is that compared to Australia, South Africa has accommodated 700 000 immigrants over the last five years of whom the majority are poor and unskilled people from elsewhere in Africa. Australia has accepted 500 000 highly skilled immigrants in the same period. The situation has a huge impact on employment, poverty and provision of socio-welfare services in South Africa (UN 2010; World Bank 2010).

According to the World Economic Forum (WEF) Global Competitiveness Report for 2010-2011, South Africa is ranked 47th out of 142 countries in terms of its level of infrastructure, which is relatively high although rural infrastructure lags far behind. South Africa's economic environment is ranked an acceptable 43rd. As for health care, the country's ranking is 129th, while labour market efficiency is ranked 97th; in quality of mathematics education its ranking is 136th; and the availability of engineers is at 115<sup>th</sup> position. In terms of these indicators, South Africa is far below world standards although it is competitive on market size, coming in at 25th position (World Economic Forum, 2011a). The researcher's argument is that, looking at the above statement on the number of immigrants that Australia as a developed country has accommodated, especially the intake of highly skilled people this put Australia at an advantage of their economy not worsening but reaching great heights. This is not the case with South African which has accommodated a greater number of poor and unskilled people who will have little or no contribution to the growth of the economy of the country. The level of poverty, rate of unemployment and the gap of inequality would broaden which puts the growth of the country's economy at risk, and the current situation of the re-shuffling of the cabinet that has brought a lot of criticism to the political heads that can result to uneasiness of investment muscles. Although South Africa has been ranked low in market size, coming in at 25th position according to World Economic Forum, 2011 it has accommodated a greater

population of immigrants which the researcher believes is to the detriment of its economic growth and will result in straining of resources. For example, the load shedding by Eskom is a true reflection of strained resources.

In addition, Meyer (2013:21-23) posits that, the formulation of the NGP as a national economic policy intervention, was necessary owing to a lack of national economic direction. The NGP policy was released in October 2010 (Patel, 2010) in South Africa and it follows previous economic policies such as the RDP, GEAR and ASGISA. The overall focus of the NGP is on job creation, with a secondary focus on improvement of inequality levels; reduction of poverty; improved coordination; planning; and implementation of economic policies in all three spheres of government. The NGP encourages strong partnerships between government, business and communities, as well as improved cooperation with other African countries and the BRIC (Brazil, Russia, India, China and South Africa). In relation to sectoral focus, the following economic sectors have been identified as having potential for job creation potential, namely infrastructure development; agriculture and rural development with a focus on agro-processing; mining; manufacturing; green economy; tourism; and the informal sector. All these sectors have the potential to unlock economic and employment opportunities. If all the above sectors are consulted, engaged, actively involved and participation is encouraged that will unlock economic and employment opportunities which will address issue of poverty and inequality, as per the view of the researcher. The target of the NGP is to create 5 million jobs by 2020; to reduce unemployment from 24 per cent to fifteen per cent and to train 100 000 youths of whom 30 000 should be qualified engineers and 50 000 trained artisans by 2015 (South Africa, 2011a; Eastern Cape Socio-Economic Consultative Council, 2010:7).

However, infrastructure development and investment is the main job driver of the NGP and government's role is vital in the process. About 200 major projects are planned in terms of the Presidential Infrastructure Coordinating Commission (PICC). These are to be launched countrywide and include water projects; the construction of roads; railway maintenance and improvement; upgrading of harbour facilities; construction of in-land transport hubs; energy projects; and social infrastructure such as hospitals and schools. In addition, an amount of R22 billion will be made available from the Department of Trade and Industry (DTI) for the green economy, including solar projects (Donnelly, 2011:4).

Meyer (2013:23) is of a view that, a full year has passed since the implementation of the NGP in early 2011 and a number of successes have been achieved. Significant budget allocations have been made from inter alia job fund; the national youth development fund; the Industrial Development Corporation (IDPC) fund; the infrastructure fund; the public works

fund; the Comprehensive Rural Development Programme (CRDP), and the Expanded Public Works Programme (EPWP). The Department of Trade and Industry (DTI) has stepped in to create 60 000 jobs through incentive schemes. Furthermore, a total of 100 000 small farmers have been supported by the Department of Agriculture. In its implementation of the Working for Water Project, the Department of Water Affairs has created 30 000 jobs and for its part the Rural Youth Development Employment Programme has created 7 500 jobs. In addition, the Community Works Programme (CWP) has a total of 100 000 jobs that are in the planning phase for implementation by 2014. Agro-processing projects are on the drawing board in all the provinces and 65 CRDP sites are currently being planned for rural development and upliftment (South Africa 2011a).

It is further mentioned by Meyer (2013:24-25) that most economic commentators have responded negatively to the NGP, is contradictory and do not provide sufficient detail on the implementation of the policy. Critics are of the opinion that NGP policy is a vision rather than a plan and has no specific implementation steps. It seems that government want to redistribute wealth rather than create new wealth. It is uncertain which national government is overseeing the NGP. Is it the Office of the Presidency, the Department of Economic Development, the Department of Trade and Industry, the National Planning Commission, the Department of Rural Development or perhaps the Treasury Department? It seems that the Department of Economic Development should be in charge of spearheading this policy in tandem with other role players.

The NGP is all about creating new jobs and ensuring that existing jobs are retained, which is a growing global issue. The critique of the NGP as far as job creation is concerned is that it has too much focus on government intervention rather than on creating an enabling economic climate for successful private sector initiatives (Prinsloo, 2011:1). Many believe that the target of creating 5 million jobs by 2020 is over ambitious and unattainable. They point out that during the 2002 to 2008 economic boom period, only 300 000 jobs were created. South Africa is currently in an economic slow-down phase and jobs are lost rather than added to the economy. The researcher concurs with the above statement that the set target of creating 5 million jobs by 2020 was indeed over ambitious, unattainable and unrealistic and this was a political gimmick to score political points.

The issue of decent jobs versus mass jobs also requires more debate. The NGP policy promotes decent jobs, and jobs with minimum levels of wages. Although this is a noble aim, statements such as this will allow leeway for trade unions to take action within the already strict labour law environment. If this part of the policy is implemented, it will result in low-skilled workers holding down highly-paid jobs, which will eventually lead to low productivity.

There is no private business that can afford such a situation. The aspect of the NGP will result in jobless growth; the risk and cost is simply too high to employ people who do not have appropriate skills. In South Africa jobs are indeed available for skilled workers, but not for the unskilled masses (Biyase 2011:25; Nattrass, 2010:3).

Trade unions are putting the possibility of job creation at great risk. Organised labour, by their ongoing demand for higher wages, is effectively pricing formal sector employment out of the job market. Strike action is also affecting the job market negatively. Prinslo (2011:1) is of a view that, the NGP policy had also come under criticism because of its heavy reliance on the government for the implementation of the policy. All three spheres of government, especially local government, have relatively poor capacity and skills levels. The lack of strong links with the private sector is also a key factor which needs improvement. All national departments involved in economic development processes, must refocus on job creation and the priorities of the NGP and State of the Nation Address (SONA).

The researcher still emphasises that for economic growth to be achieved, South Africa should come up with policies that will look at up-skilling and training of the people in order for them to be competitive in the labour market, and these policies should emphasise on creating decent jobs that would pay high wages, that will address the issues of poverty in the country. The main challenge of the NGP was that it never addressed the aforementioned challenge and its associated trade-offs, as its main goal, purpose or objective is different from the National Development Plan (NDP).

#### **4.4.4 National development plan**

Moyo and Mamabolo (2014:946) are of a view that, the National Development Plan (NDP) marks a significant turning point in South Africa's approach to development. Although hailed by many for its long-term vision of a sustainable and inclusive development path, the plan appears to be negating the more egalitarian, inclusive, and broad-based and potentially more transformative and empowering Reconstruction and Development Plan (RDP) of 1994. The NDP appears to be renegeing on some fundamental issues that are pivotal to transformative development. Much as the job-creating agenda of this comprehensive plan is important, it cannot be a substitute for the imperative to transform ownership and access to productive resources for the majority. Yet it appears that NDP effectively maintains the status quo with respect to fundamental issues such as land reform and redistribution and the democratic participation and access to the mineral wealth of the country. Whereas the NDP is indeed broader in scope than the Growth, Employment and Redistribution (GEAR) Programme and the Accelerated and Shared Growth Initiative of South Africa (AsgiSA), and many are

concerned about its failure to provide the much-needed comprehensive and effective strategies which are required to transform the South African society in relation to democratic access to and control of land and mineral resources.

However, Hendriks (2013:5-8) advocate that, “current South African growth and poverty discussions are based on two strategy documents: the National Development Plan (NDP-NPC, 2012) and the New Growth Path (NGP-DED, 2010). The NDP was developed by the National Planning Commission (NPC) and the NGP by the Economic Cluster under the leadership of Minister for Economic Development Ebrahim Patel. Both reportedly spring from the Cabinet’s recognition that South Africa cannot achieve social cohesion and sustained economic development unless all players work together to address poverty and inequality. The NDP aims to ensure that all South Africans attain a decent standard of living through the elimination of poverty and reduction of inequality. The core elements of what constitutes a decent standard of living include: housing, water, electricity and sanitation; safe and reliable public transport; quality education and skills development; safety and security; quality health care; social protection; employment; recreation and leisure; clean environment and adequate nutrition.

The NGP is a Department of Economic Development (DED) framework reflecting the government’s plan of action. Its purpose is to implement a set of macroeconomic and microeconomic interventions with clear and concrete stakeholder commitments to move South Africa to faster, more inclusive and sustainable growth (DED 2010). The plan complements the Industrial Policy Action Plan (IPAP) 2 and takes cognisance of other sectoral policies”. After the apartheid era the government had to come up with strategies that will improve the living standard of the disadvantaged poor communities by providing decent job opportunities, human settlements and affordable health system that will cater for all.

“The goals of the two plans are similar but the mechanisms they envisage for achieving them are very different. The NDP seeks to reduce poverty, unemployment and inequality. The NGP seeks to enhance growth and create employment and equity. Both articulate a strong developmental state orientation. The NDP is based on the state driving change through state intervention, investment and transformation of society. However, the NGP recognises that a state-led approach has to align market outcomes with development needs. The role the NGP proposes for the state is to minimise costs for business so as to support transformation towards a more equitable, decent work-generating and green economy (NGP, 2010:28). The NPC’s diagnostic overview identifies nine main challenges (NPC 2011). Two of these, namely that too few people work and the standard of education of most black learners is of poor quality, are seen by the NPC as the top priorities and the resulting NDP focuses

significant attention on them. However, it lacks substance on how these can be achieved in a sustainable way. The NGP takes employment creation a million jobs over the next 10 years, with targets set per growth sector as the top priority and lists concrete actions to drive a more labour-absorbing growth pattern in targeted sectors: infrastructure, the agricultural value chain, the mining value chain, the green economy, manufacturing sectors included in the IPAP2 and tourism, and other high-level services.

However, South Africa has failed to stimulate economic growth and drive job creation. Economic growth in the last two decades has not reduced poverty sufficiently to reduce excessive inequality. Moreover, South Africa's economic growth has slowed following the onset of the European and American recessions. The 2011 Census (Stats SA 2012c) reveals a large proportion of people who could be actively engaged in the labour market but have simply given up actively looking for work" (Hendriks, 2013:8). The researcher concurs with the above statement that South Africa has failed to motivate economic growth and create jobs, because this is evident from various streets of the City of Johannesburg where prospective job seekers are seen waving placards written "looking for job" and indicating various trades such as electrician, plumbing or painting. This is a sign of a high rate of unemployment in the country as not only unskilled people do not have jobs, but also skilled or qualified people are out of employment.

Mathews (2013:138) concurs with the above statements when stating that, in the opening address of the African National Congress's 53<sup>rd</sup> National Elective Conference in Mangaung, President Jacob Zuma lauded the National Development Plan (NDP) as a map for South Africa to eradicate poverty and reduce inequality by 2030. Should this vision be achieved, children born in 2013 would be completing their basic education in 2030 with the world at their feet; not locked in a cycle of poverty, but able to rise out of the circumstances into which they were born. In principle, the NDP has the potential to empower people to reach their full potential as it calls for collaborative approaches to tackle poverty and inequality, with the aim of achieving a minimum acceptable living standard for all. Nevertheless, like any policy, it can fall short if it is not backed by the political will and the ability of government to implement this grand plan. For this to be achievable, it is critical that it takes into account and addresses the underlying determinants of inequality and poverty for people through a life-cycle approach in order to shift possibilities from the time they are in existence. The NDP proposes a framework for social protection that is both developmental and transformative based on the right to social protection, laid out in Section 27 of the RSA Constitution, 1996.

All South Africans have the right to "social security if they are unable to support themselves"; and it is the state's responsibility to provide access to social assistance through a

combination of public and private provision of services. Notably, the primary responsibility for service delivery lies with the state and its ability to create an enabling environment for partnerships to protect vulnerable groups. With the developmental framework, the focus is on paralleling economic and social development. Poverty alleviation in the community is addressed through cash transfers to reduce income poverty and social fragmentation of families, while a lack of social support systems is tackled through a developmental social welfare approach for the provision of social welfare services.

The NDP acknowledges that there is a huge gap between the need for social services and the capability of the state to meet these needs. Additionally, it recognises that the current model of service delivery relies heavily on the provision of services by non-profit organisations (NPO), but considers this to be a partnership between the state and the NPO sector (Mathews, 2013:138). The researcher is of a different view to the above statement in that while it is the authorities' accountability to afford social security, a misconception results on the public who end up expecting to be given the hand-outs frequently which will result in creating lazy, unproductive society that is not self-resilient. The notion of teach people how to catch a fish, and not give them a fish is critical.

The NDP falls short as it does not explicitly outline government's role within this partnership. A piecemeal approach to addressing these complex problems facing communities will not shift the large-scale deprivation and social fragmentation plaguing most parts of South Africa. The country requires a comprehensive strategy to deal with the psychosocial impact of poverty and inequality on community, taking into account multiple levels of risk. To meet the objectives of the NDP, the state has a clear obligation to make sure that people can reach to social services, and the funding of NPOs is critical for continued social services in communities (Mathews, 2013:140).

The views of Arnst, Draga and Andrews (2013:130) confirm the above arguments when mentioning that there exists some form of correlation between a country's ability to effectively educate its citizens and its capacity for economic development and prosperity is recognised by South Africa's National Development Plan (NDP). The NDP is a visionary document that seeks to map out strategies towards achieving a more equitable and globally competitive 2030 South Africa in which all of its inhabitants are liberated from the poverty bonds and the apartheid past of racialised inequality. In addition, the final NDP lists several actions to be taken by the government that were not included in the draft version. Most importantly, it advises government to reverse the recent centralisation of decision-making concerning procurement and delivery. Some functions, such as guidelines on pricing and construction firms, could remain at the national level, but more should be done to build capacity at lower

levels to assess infrastructure needs and develop implementation plans (National Planning Commission, 2011:313).

Zarenda (2013:13-14) also concurs with all the above statements when citing that, over the past year or so, South Africa's National Development Plan (NDP) has become the cornerstone of government's policy in addressing objectives such as increasing employment, reducing poverty and inequality, and improving living standards for the bulk of the population. The incorporation of its main short-term programmes has already started in earnest, as evidenced by the State of the Nation Address and the very recent budget. For the immediate future it can be considered a *fait accompli*, in that it is to provide the measuring stick for a whole slew of future economic and socioeconomic policies. Admittedly, there are going to be problems, inaccuracies, failures, uncertainties as well as local and worldwide circumstances that inevitably make such an exercise inevitably and universally questionable. A key element in the credibility of the plan rests with the capacity and capability of government to effectively implement, monitor and ensure that the plan is not captured by sectional interests that will relegate the vision into a state of oblivion. The above stated approach where the capacity and capability only lies with the government to effectively implement and monitor is an incorrect perception in a sense that it indicates the top-down syndrome, not bottom-up, not people-centred, but shut out public participation and input of the society to programmes or policies aimed at dealing with the country's poverty issues.

Throughout the document there are very detailed references to the continual requirement to make public service delivery to be efficient and effective, to enhance capacity and responsibility, to improve government coordination, and to prosecute corruption. At a more theoretical level and what is worthy of mention is the lack of theoretical content in the plan. The issue of a lack of consideration as to whether the growth trajectory envisaged in the plan transmits itself into an inclusive and dramatic improvement in the majority's livelihood standards of the South African population. Notwithstanding whether these complex issues will materialise successfully over the planning phases, or not, if one fact remains for the immediate future, it is that the direction which the South African Government has incorporated to shape its future policies will not be ditched as other plans have been in the short term.

There has been extensive consultation with various institutions (private sector, labour unions, civil society) and organisations (non-governmental organisation (NGOs) on the thrust, content and administration of the plan. South Africa has to also show sensitivity to the plight of its neighbours and, while explicitly stating that the National Development Plan is South Africa-centric, identify and realise the mutual benefits that could be gained from the

constructive and active engagement with its regional partners. Where consultation, participation and involvement of all relevant stakeholders has been taken into consideration, South Africa will be deemed to be on the right path and its effort to try and address issues of poverty, unemployment, creating decent jobs and closing inequality gaps will be achieved as per the researcher's point of view. All the above mentioned arguments, critics and statements are supported by the empirical evidence from various literatures that will be outlined below.

#### **4.5 EMPIRICAL EVIDENCE**

There are various literatures that support the empirical evidence that has been conducted on the issues of public participation and poverty alleviation concepts. A few of these writings will be elaborated on the unfolding section. According to Moser (1989:79) "the importance of understanding public participation is now widely recognised, both conceptually and practically. In terms of the role that intended beneficiaries and local community organisations can, and do, play in the design, implementation and management of development programmes or projects came as a result of public participation. An extensive, if not overwhelming literature exists, which defines, surveys and analyses the experiences of public participation in a diversity of programmes or projects, in different sectors in developing countries. Such body of literature is cited as a review paper for the Economic Development Institute at the World Bank, and included in Readings in Community Participation: Papers presented at an International Workshop" (Washington, D.C. EDI, 1987). As per the researcher's observation, Moser (1989:79) is in agreement with the above school of thought on the issue of public participation and further emphasises on the intended beneficiaries getting involved in doing, playing important roles in the strategy, execution and organisation of expansion programmes or projects.

Poverty alleviation as defined by Asmah-Andoh (2009:101) is described with reference to a measure of some defined threshold of an attribute income, consumption, socio-economic capabilities, access to basic services below which individuals or households are considered as being poor. In South Africa, the Human Sciences Research Council uses terms such as absolute and relative to indicate poverty trends (HSRC, 2004; Year Review, 2007:18). The World Bank (1996:3) defines poverty to include "lack of access to opportunities, lack of adequate appropriate avenues for participation in decision-making or design and implementation of poverty reduction programmes, by relative deprivation process to the basic needs, in the 1980s the term included non-monetary concepts e.g. powerlessness, vulnerability, livelihoods, capabilities and gender.

In the 1990s well-being and 'voices' were used while the rights-based approach has dominated definitions of the first decade of the new millennium. Inequality which, though is closely related to, but not the same as poverty is defined as unequal distribution of wealth both absolute and relative terms in a group, the gap between the rich and the poor". As can be deduced, the concept of poverty is not an uncontested one. According to the researcher's observation from the above literature, poverty is multifaceted with threshold of an attribute income, consumption, socio-economic capabilities, access to basic services below which individuals or households are considered as being poor which makes it extremely difficult to define because of its composition.

#### **4.6 Conclusion**

In conclusion, the examination of genesis of policy is essential; it explains the origin, trajectory, vision and horizon. It is important to situate public participation and poverty alleviation in this influx of policy of genesis from RDP, GEAR, ASGISA, and NGP to NDP, pinpointing the twist and turns of above policies to understand the implication they have of public participation and poverty alleviation. This chapter revealed that public participation and poverty alleviation have been compromised in their original nature as being people centred as the RDP shows. It is from GEAR to ASGISA which are technocratic and have come as large basis of the compromised. Essentially, the chapter revealed that public participation and poverty alleviation cannot be authentic in the technocratic environment; they can be authentic in the people centred or collectivist's environment. A true reflection of public participation and poverty alleviation is when there is robust consultation, encouraging engagement, active involvement and full participation on programmes and projects that are intended to alleviate poverty in the country. This chapter will be followed by the undertaking that will be done on analysing of the data and share the study findings.

## CHAPTER FIVE

### PRESENTATION OF FINDINGS, INTERPRETATION AND DISCUSSION

#### 5.1 INTRODUCTION

The aim in the chapter is data analysis and reporting the findings. This is imperative in gaining a deeper comprehension of the information that comes from the data that has been collected in relation to public participation and poverty alleviation programmes within the CoJ municipality. The data in this chapter will be both the quantitative and qualitative. Pertaining quantitative data, the chapter will provide information on biographical details of respondents. This does not mean that such data is exhaustive, but rather given the demographics of the respondents in brief terms. In addition to the quantitative aspect, the measuring instruments (self-administered questionnaires) comprise of closed-ended items, and open-ended items. It is in this case of the latter that the qualitative aspect of the study is of relevance. Therefore, the qualitative aspect of the study takes the larger part of the study. So, this chapter will be divided into the following parts: biographical information of the respondents, the themes of the study (poverty alleviation, public participation), regional committee forum functioning and the impromptu interviews). The data analysis will be conducted by means of thematic analysis. Understand

#### 5.2 PRESENTATION OF FINDINGS AND INTERPRETATION

This chapter comprises of the results of the interpreted research findings achieved from an administered questionnaire (**see annexure 1**). **Section A the interpretation of the findings** is biographic information (gender, age range, highest qualification and experience in regional coordinators committee). **Section B** of the findings focuses on the questions in relation to group themes (poverty alleviation, public participation, regional committees' forum functioning and impromptu interviews). The research questions are linked to the variables of public participation and poverty alleviation programmes within the CoJ municipality (see section 1.4 in chapter one of this dissertation). The findings are reflected in the discussion hereunder.

#### 5.3 DISCUSSION FOR SECTION A: BIOGRAPHICAL INFORMATION

This section is divided into four sub-sections or parts (A1, A 2, A 3 and A 4). The biographical aspect of the study seeks to acquire personal information that can be used for statistical purposes, conclusion of the study and show the administrative officials' opinions. The

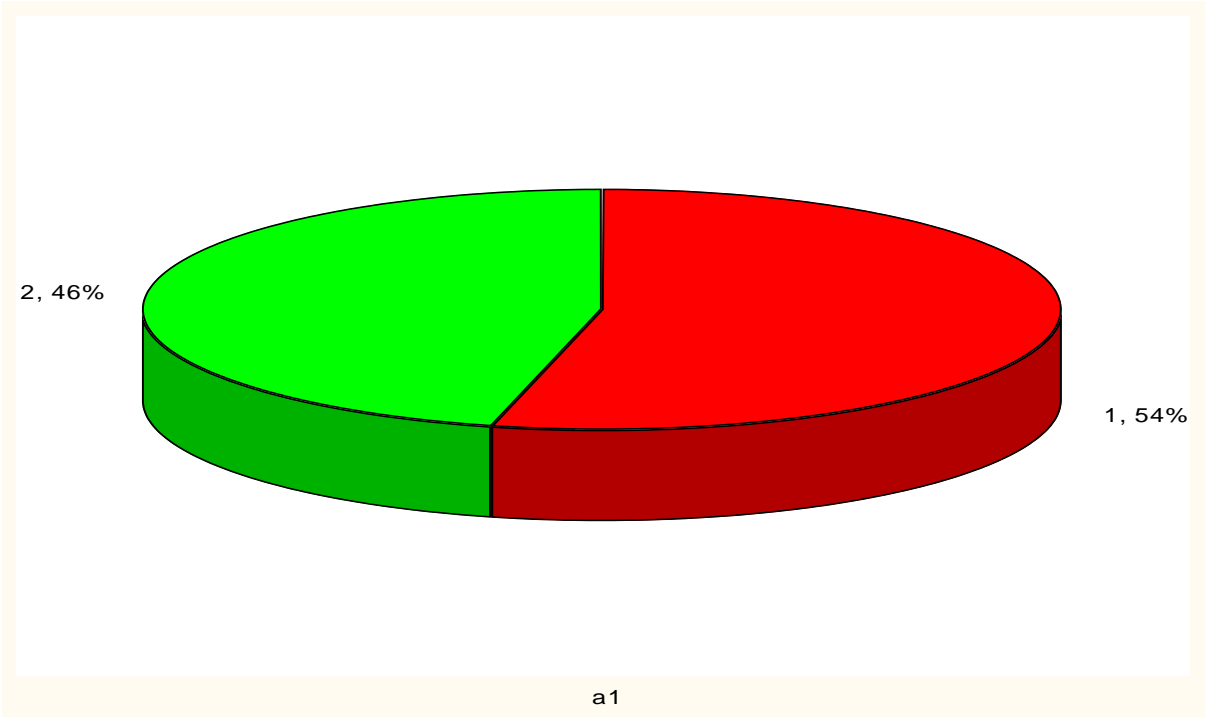
administrative officials are involved in the evaluation of public participation and poverty elevation programmes within the CoJ municipality, under the Food Resilience Unit.

### **Question A1: Gender**

The question dealt with the variable of gender of the respondents. The study needed to ascertain how many females or males responded to the questionnaires. Responses to the question of gender gave the study a clear indication in terms of the percentage of the gender of the respondents. The pie chart below indicates the results achieved in relation to the survey conducted within the Social Development Department under Food Resilience Unit of CoJ. The same pie chart points to the variance in number (estimate) of female respondents (54 per cent) over male respondents (46 per cent). The result does not in any way reflect population density of the community based on gender in relation to public participation and the alleviation of poverty programmes in the CoJ. The females were more responsive to the social issues such as poverty alleviation within the community when comparing to their male contemporaries and can lead to variance in gender composition. Staff complement in the same Unit was biased more towards female respondents who make the majority in the Department of Social Development. Hence, the gap in equity status or targets is an indication that there should be attempts to address the gender imbalance.

Asmah-Andoh (2009:102) is of the view that gender, vulnerability and racial discrimination add to the multidimensionality of poverty. The above causes resulted in unfair distribution of resources such as land. The spatial dimension has an important bearing on the role of municipalities in the reduction of poverty including the CoJ. Everatt (2003:78) further stated that “72% of South Africa’s most poor people live in the rural areas. The poverty level is a result of the aforementioned factors. Another dimension is that poverty continues to be disproportionately female. A report by UNDP (1995); (2005:19) highlights that 70% of the poor households are female headed yet only 43% of the South African population lives in female headed”.

**Graph 1: Gender of respondents**



**Question A2: Age range**

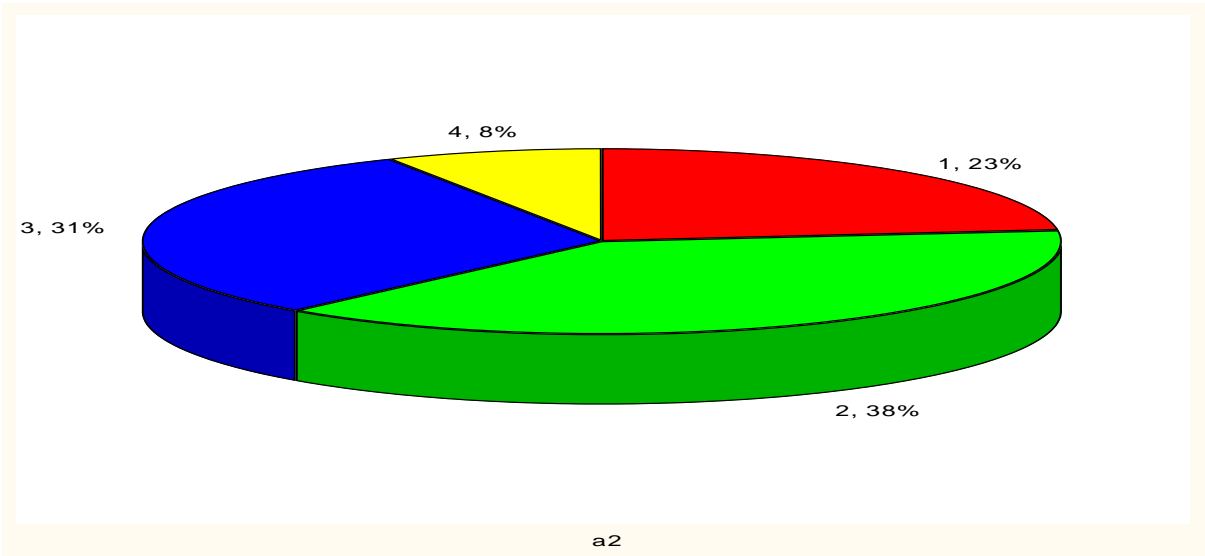
Having measured gender variance, the second important question focused on age range of the respondents. Question A2 of the questionnaire dealt with the age of the respondents, and this was done in order to find out the age scores of the respondents. The study focuses on the respondents' age maturity. Hence, the pie chart below is an indication of the variance in percentage of the age range of the respondents. The age range 21-30 years in the Unit of Food Resilience, represented by 23 per cent indicates that the respondents are neutral on issues of public participation and poverty alleviation programmes. Neutrality of the respondents is due to immaturity and not fully knowledgeable on the vision of the Department. The highest percentage (38 per cent) of the respondents were found in the range of 31-40 years, who are young adults actively involved in socio-economic issues of the Unit of Food Resilience. Within this age range, the reflection is that the respondents are responsible employees, have a clear vision of the department, vibrant, ambitious and are target driven. Furthermore, the maturity level, being knowledgeable and tenure in the Unit is a signal that the respondents fully understand the vision of the Department.

More so, the age group get vigorously and actively engaged on the daily matters of public participation and poverty alleviation programmes. The group that follows is the 41-50 years

with 31 per cent which shows a higher maturity age level of the respondents. Although their response compared to the 31-40 age range is less by seven per cent, they are also actively participating, engage and involved on the socio-economic matters of the Unit. The age group has a wealth of experience, well informed and are capable of taking decisive decisions to advance the interest of the Unit. The 51-60 age group are the senior members of the Unit that is represented by the lowest eight per cent of the respondents. Hence, the low percentage is a result of the lower population in this age group. The variance in low percentage indicates that the respondents are not the majority in the Unit, although are involved, engaged and actively participate in the programmes of public participation and poverty alleviation. One of the reasons of the low percentage is that the staff complement of this age range is significantly smaller in comparison to the other age groups.

According to Dorie and Stanton (2016:1200) in the United States, currently, 18 years of age is the lawful age for tobacco accessibility. Access to drugs at an early age leads to deferred concentration and youth dropping out of school. Drugs lead to health hazards that decrease the working population and by extension increasing poverty levels. The researcher is of the view that despite the variance in percentage, all the age groups are significant in the operational matters of the Food Resilience Unit and play a critical role towards the intended target. The next question will deal with the highest qualification of the respondents.

**Graph 2: Age of respondents**



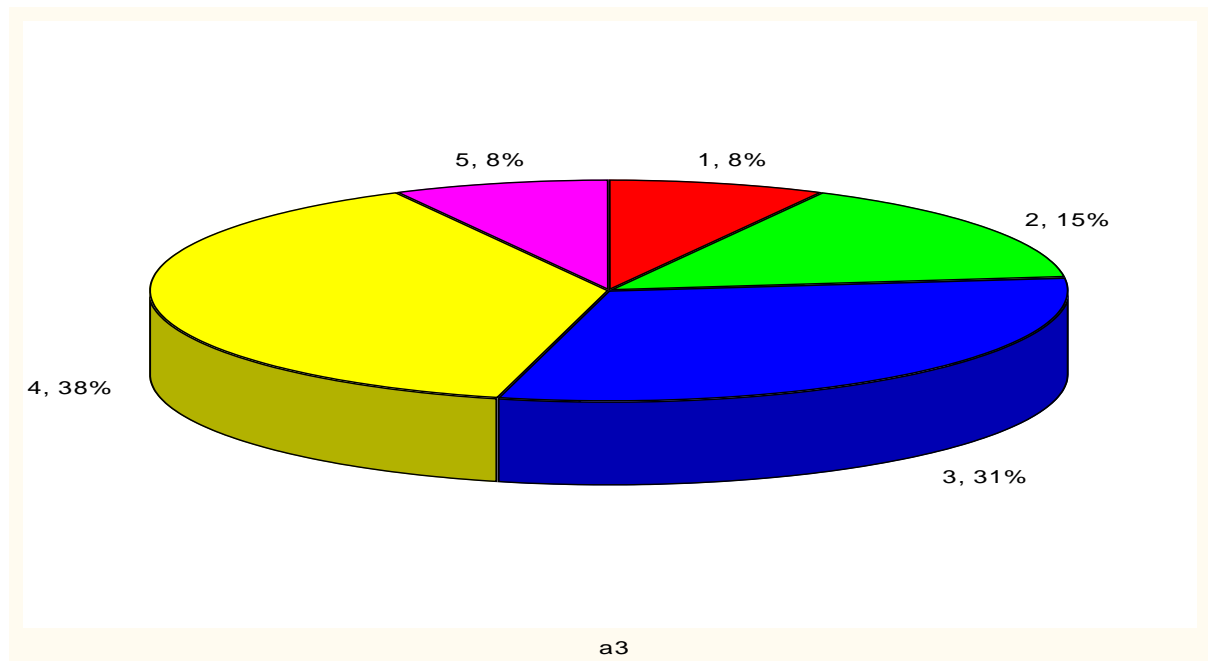
**Question A3: Highest qualification**

The question required respondents to reflect on highest qualification acquired within the Food Resilience Unit. The survey established that eight per cent of the respondents had

acquired grade 12 qualifications in this Unit. The indication of the low percentage of qualification in this instance signifies that the staff complement is more qualified and knowledgeable. 15% of respondents have obtained a diploma in various fields of study. The accumulative number in percentage shows the progression in the level of education. At a bachelor's degree level the response was 31 per cent which shows a steady upward progress in terms of qualification. The result implies that the staff members are keen to further their studies and improve their level of education. The highest percentage as indicated on the pie chart below is for a postgraduate qualification represented by 38 per cent. The steepness of the percentage illustrates that there are more highly qualified employees in this Unit than the entry point level (grade 12). The last slice of the pie chart illustrates also the lowest percentage (eight per cent) of respondents which signals the downwards slope in terms of qualification. Although the entry point level and the "other category" differ in terms of qualification they share the same percentage of respondents.

Hastie (2010:16) understands that lack of economic freedom leads to people being unable to afford proper education, nutritious food and hygienic living conditions which will lead to increased levels of poverty. According to the researcher's view the highly educated respondents are the one that are actively participating, engaging and involved on the issues of public participation and poverty alleviation programmes in the CoJ. Reasons for being receptive is that they are well informed, knowledgeable, fully understand the dynamics and impact of public participation and poverty alleviation programmes. Question A4 of the questionnaire dealt with the experience of the respondents in relation to the regional coordinators committee which is the next aspect for discussion.

**Graph 3: Qualifications of respondents**



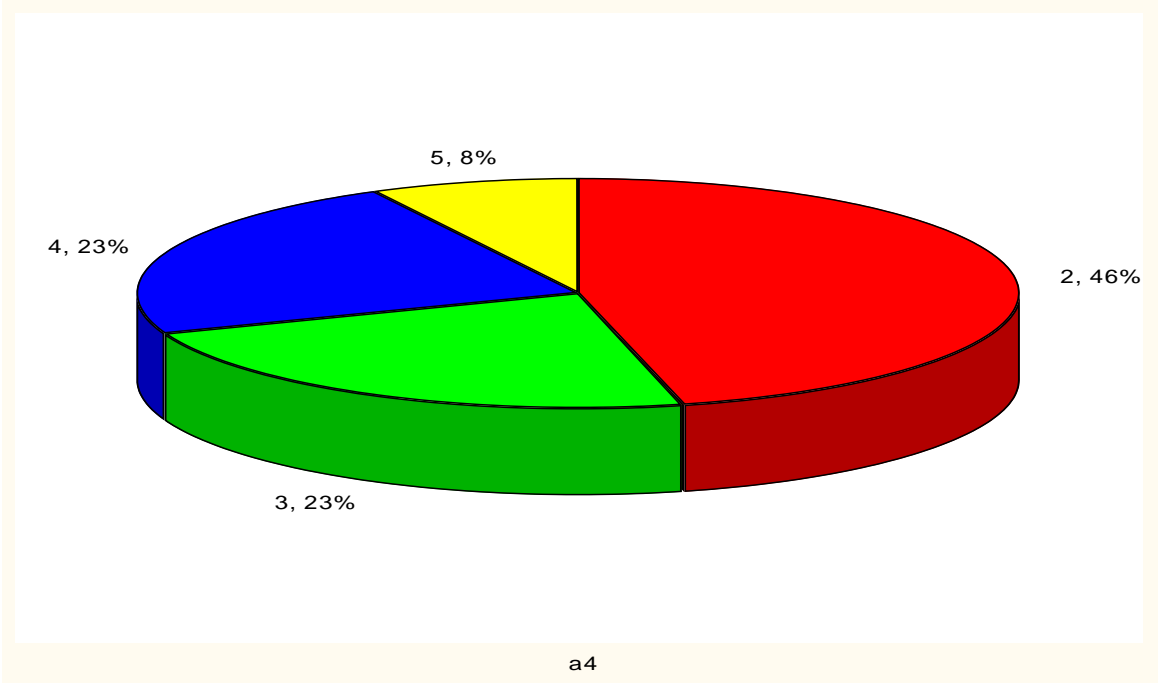
**Question A4: Experience in regional coordinators committee**

Forty-six per cent of the respondents reflected that they have little experience of between zero and one year in the regional coordinators' committee. The little experience in the regional coordinators' committee indicates the junior level of staff complement and less involvement in decision making in relation to public participation and poverty alleviation programmes of the Unit. The two to five years and six to ten years respondents reflect the same percentage (23 per cent) which signals that the longer the service in the Food Resilience Unit, the more exposed, experienced and involved they were in regional coordinators' committee. The senior staff complement scored the lowest percentage (eight per cent) but they possess the highest level of experience ranging between 11-15 years in matters of public participation and poverty alleviation programmes.

In an organisation the staff complement normally assumes a hierarchical structure where the senior level staff complement is usually less in figures compared to lower level staff complement which is a justification for the eight per cent score. In order for public participation and poverty alleviation programmes to be effective and efficient, it is critical to consider factors such as gender, age, qualifications and experience according to research findings. The RSA Constitution, 1996, Chapter 7, Section 160 (6) (c) validates that the internal procedures of local government in relation to formation, configuration, processes,

controls and purposes of the committee forums. The pie chart beneath explains the results of the respondents.

**Graph 4: Experience of respondents**



**5.4 DISCUSSION FOR SECTION B: FOCUS GROUP THEMES AND QUESTIONS**

The data analysis of **Section B** comprise of four themes (poverty alleviation, public participation, regional committee forum functioning and the impromptu interviews conducted), and the questions. The purpose of administering the questionnaire was to determine the impact that the staff members of Food Resilience Unit have towards the programmes that address the scourge of poverty in the CoJ. In order to ensure that CoJ promotes poverty alleviation programmes, the same municipality should promote the quality of life and development-driven resilience in relation to food security for all. The themes of the study will be dealt with in details in the section below.

**Theme1: Poverty Alleviation**

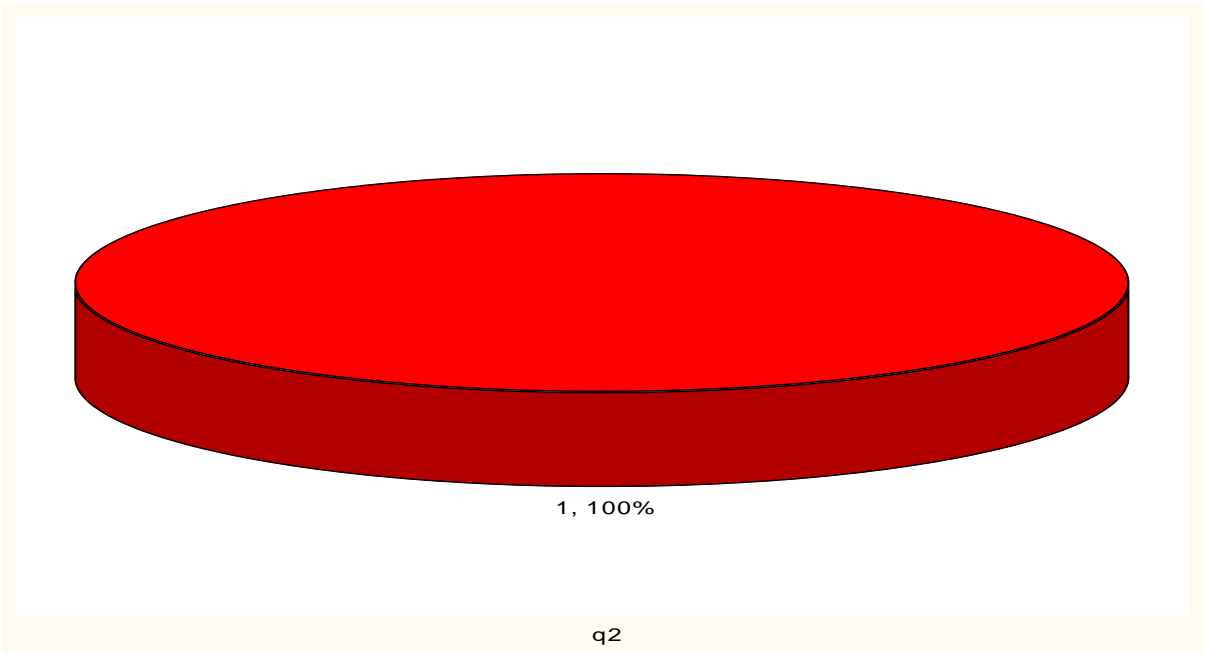
The theme comprises of three questions which are (upholding of the principles of democracy in local government, public programme planning techniques, tools and principles used, and challenges incurred in the CoJ’s Department of Social Development). The theme objects to achieve a deeper meaning and clarification of poverty alleviation programmes within the City of Johannesburg. According to Wohlmuth, Alabi, Burger, Gutowski, Jerome, Knedlik, Meyn

and Urban (2009:53-54) confirms that poverty is the lack of basic resources within a specified period. Indicators used for measuring poverty are being debated by many researchers. The welfarist approach (based on physical assets the individual has) and the non-welfarist approach (based on social assets and societal perception) are the two main approaches to defining well-being. The responses from the respondents are discussed below.

## **Question 2**

The response of 100 per cent depicts that the whole staff complement of Food Resilience Unit confirm their knowledge of public programme planning techniques, tools and principles used in the CoJ. A majority of respondents were able to cite techniques, tools and principles such as Integrated Development Plan (IDP); Growth and Development Strategy (GDS 2040) and many more which are instrumental in driving public participation and poverty alleviation programmes in the CoJ. According to Maphunye and Mafunisa (2008:461), the Integrated Development Plan (IDP) is “a product of an integrated development planning process. It is the principal strategic planning instrument which guides and informs all planning, budgeting, management and decision making in a municipality. The IDP is the judicial obligation for local government as per the MSA 2000. According to the researcher’s observation the Unit’s staff complement are familiar with the tools that drives the vision of the Unit within the CoJ as illustrated by the pie chart below.”

**Graph 5: Techniques, tools and principles**



**Theme 2: public participation**

Theme 2 is comprising of seven questions which seeks to understand the concept of public participation, how it is helping residents of CoJ, how transparent is it, does community of CoJ understand it, is training/retraining and skilling/reskilling of municipal officials required, what kind of mechanisms to use in order to encourage public participation and does the Unit participate in the forums aimed at promoting public participation. Ababio (2004:273) affirms that the theory of public participation is understood differently by scholars. Public participation could be understood as the correlation between local government and the community, and can also be understood as the degree on which the community influence choices that affect their welfare. All stakeholders (woman and youth) should be involved in public participation from the initiation phase to the implementation of policy.

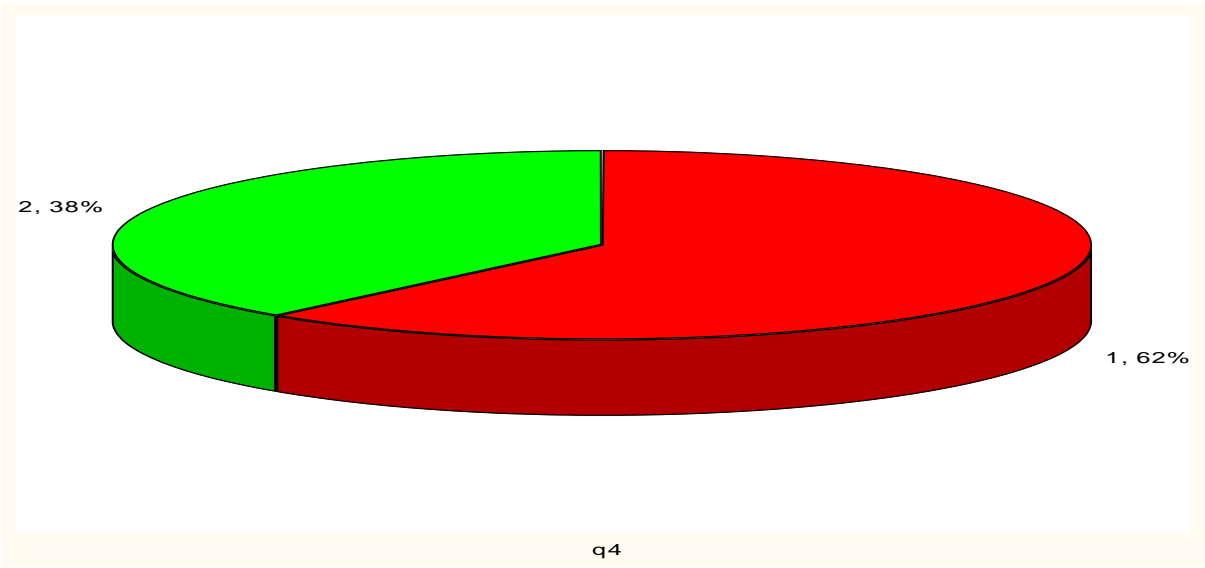
In this way, public participation will enhance democracy, community participation and involvement in all touching and important issues that affect the community member directly. The touching issues include poly making, budget, service levels (Clapper and Bekker, 1996:54; Craythorne, 1997:98; Freysen, 1998:249). Thus strategies need be evolved to translate such wishes into reality. Question 4 seeks to establish whether or not the community of the CoJ municipality understands their role and responsibilities in relation to public participation and poverty alleviation programmes.

#### Question 4

62% of the respondents affirm that they have a clear understanding pertaining their duties and roles to play in relation to public participation and poverty alleviation programmes in the CoJ. The larger part of the pie chart depicts that more of the staff complement understand the roles and responsibilities through public participation compared to the less 38 per cent of respondents that do not understand. The CoJ then has to make sure that the 38 per cent of respondents that are less informed should be up-skilled in order to be on the same level of understanding with counterparts. The Joburg Human Development Strategy (2005:62) states that meeting the obligations of the state under Section 26 & 27 of the RSA Constitution, 1996 calls for a change in thinking, attitudes and approach to addressing touching issues. It requires focus on social and economic development.

Chapters 2 and 4 of the MSA 2000, has left no doubt as to the legal state obligations placed on municipalities to engage community members in participatory action where they have an input in affairs of the municipality. However, to enable the municipality to effectively carry out its mandate, it's imperative to firstly define what public participation entails, so that all actions can be focused on making the participatory process meaningful. Public participation refers to the vast number of activities and programmes such as planning and implementation that can be conducted by the community members (Community Participation Framework 2008:30-31). Furthermore, it refers to the level of influence the stakeholders can have in development of project design and holding public institutions accountable for service delivery confirmed by the Community Participation Framework (2008:30-31). The above statistics is portrayed on the pie chart below.

**Graph 6: roles and responsibilities**



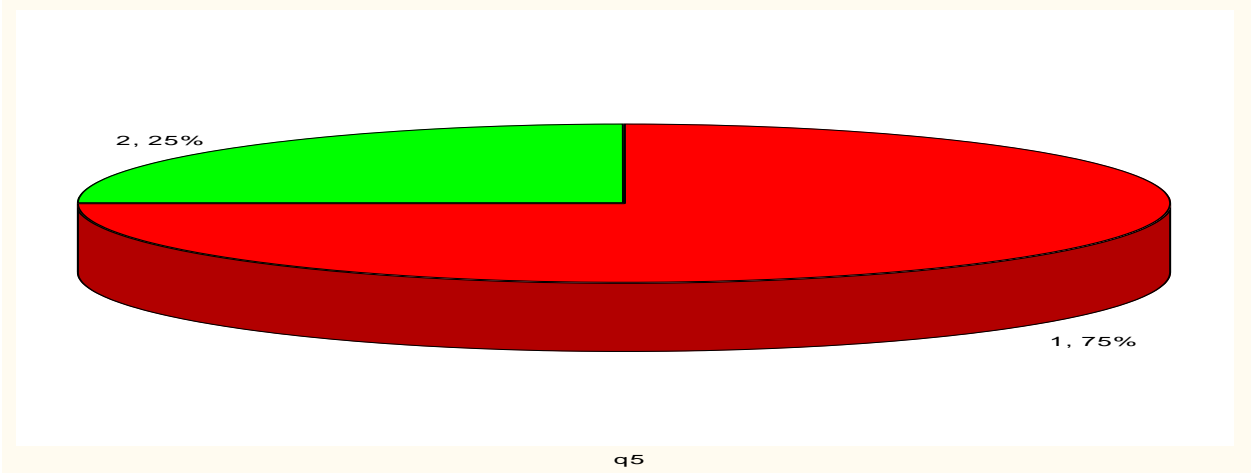
**Question 5**

The pie chart below reflect the 75 per cent of staff complement that affirms to the subject of training/retraining and skilling/reskilling of the municipal officials in the CoJ municipality to improve their understanding of public participation in relation to poverty alleviation public programmes within the municipality. The survey established that 75 per cent of the respondents were in support of retraining and up-skilling of the municipal officials to give better understanding on public participation in relation to poverty alleviation public programmes within the CoJ. Thus, the statement above reflects that there is a gap in terms of understanding the concept of public participation among the officials, hence the officials should undergo for coaching and mentoring courses in order to be capacitated as per the researcher’s view. In interpreting the results, the lower percentage of the staff complement (25 per cent) declared that they were not in favour of the capacitation of the municipal officials. Sensation is that they are well informed, knowledgeable and have a better understanding of public participation and poverty alleviation programmes within the CoJ as illustrated on the pie chart below. Hence the up-skilling of officials will be deemed as mismanagement of resources and result into fruitless expenditure.

According to The Black Scholar (2001:22) the RDP was established to restore the socio-economic issues of the apartheid era as well as making it possible for people to participate in decision making, implementation, creation of employment opportunities and skills development. As a result, skills development is critical in all levels of education (primary secondary and tertiary). Skills development in the workplace plays a role in developing the

employees of either public or private sector to be skilled and resilient. The RDP emphasises that people in the rural areas should also be trained and be skilled in order to establish novel programmes that can develop the entire community members.

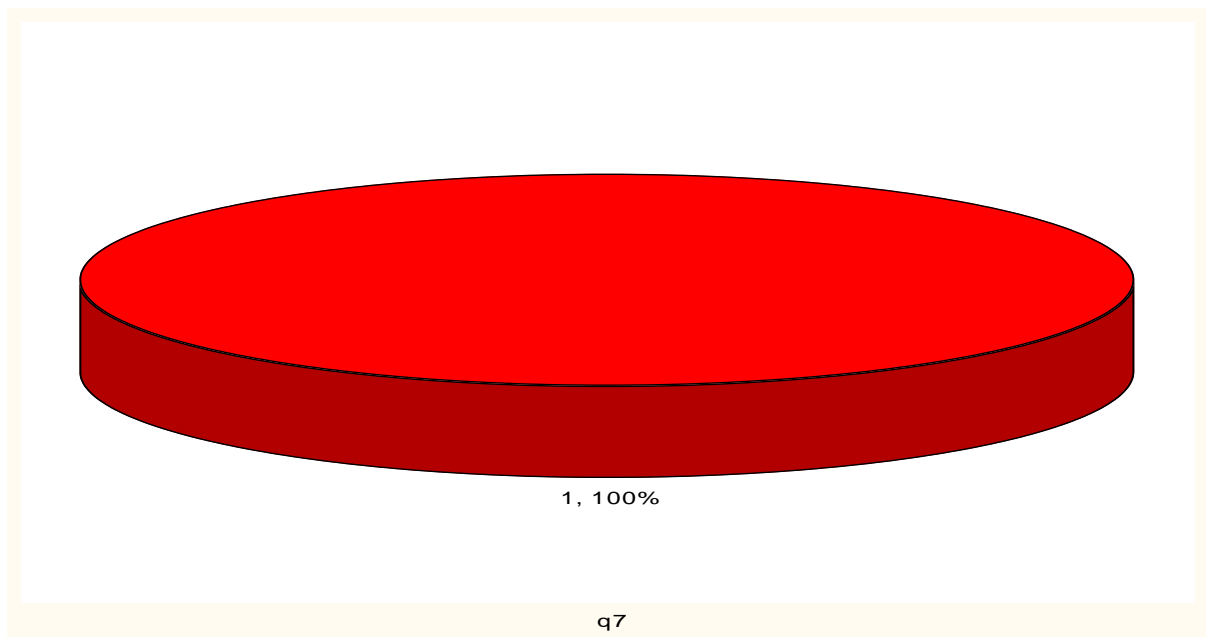
**Graph 7: Training/retraining and skilling/reskilling**



**Question 7**

According to the responses received, 100 per cent of the staff complement are in support of the fact that the CoJ' Department of Social Development with reference to the Food Resilience Unit are participating in forums aimed at promoting public participation and poverty alleviation. A majority of respondents were able to cite some of the forums which are in existence such as farmer's forum, community forum and many more which are instrumental in driving public participation and poverty alleviation programmes in the CoJ. The evidence of holistic percentage (100 per cent) depicts that the Unit of Food Resilience is complying with and adhering to the principles that drives the Department of Social Development in participating in various forums. Efficacy of public participation, engagement and involvement of the Unit in various forums endorses the commitment of the CoJ in public participation and poverty alleviation programmes as depicted below on the graph. Functioning of the forums is seen also as a key factor when it comes to regional committees. Participation of civil society agents such as Ward Committees, Landless Peoples Movement, Anti-Privatisation Forum, and Community Based Organisation in the implementation of public policy has been a consistent thrust of the transformation agenda of the South African democratic government, and this is what has been viewed by Kuye and Nhlapho (2011:89).

## Graph 8: Forums



### Theme 3: Regional committees forum functioning

Theme 3 seeks to understand the functioning of Regional Committee Forum based on the primary mechanisms to enhance public participation, how diverse the representatives of the forum, how much local government legislation and council-by laws knowledge could be acquired, what challenges facing the effective functioning of the forum, are there any complaints from the community in relation to the forum, what support do cooperatives receives from the CoJ, is there any lack of professionalism in relation to participation of cooperatives, and does effective functioning of cooperatives in the CoJ area of jurisdiction have any improvement in service delivery. Regional Committee Forum functioning is also tested based on poverty alleviation and public participation programmes in the CoJ municipality.

As the results of the interpreted research findings achieved from an administered questionnaire (**see annexure ...**), hence the importance to reflect the opinions of the administrative officials (senior and middle managers) in Social Development Department under Food Resilience Unit in relation to public participation and poverty alleviation programmes is crucial. The above compliment cannot be in isolation as Chapter 7, Section 160 (6) (c) of the RSA Constitution, 1996 validates the internal procedures of local government in relation to formation, configuration, processes, influences and duties of the boards or forums. Thus, the CoJ then has the vital part to show in making sure that, the regional coordinators committee forums functions in a manner that would address issues of

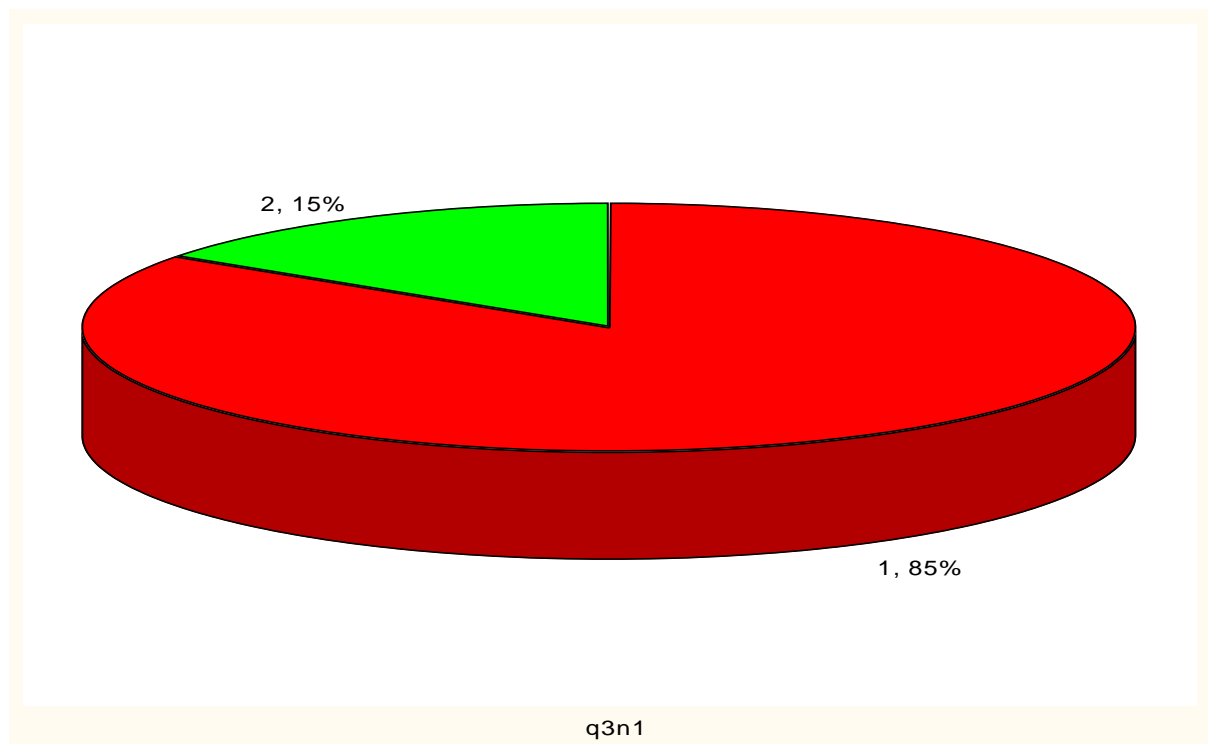
public participation and poverty alleviation programmes. The following question seeks to ascertain the importance of the regional coordinators committee forums in development of the community. Further, the question attempts to determine the committee's shortcomings and improvements.

### **Question 1**

The survey established that only 85 % of the participants are of a view that, regional coordinators forum have been an asset towards the municipality's community development. Higher percentage of the respondents showed trust in regional coordinators forums' service delivery and governance compared to the lower percentage of responses that were 15 per cent. The latter percentage is an illustration of the low staff complement who express that there is a gap or a room of improvement in relation to enhancement of public participation in the CoJ area of jurisdiction. They are advocating for CoJ's regional coordinators forum to be robust in service delivery and implementation of public participation and poverty alleviation programmes as per the researcher's view.

Chapter 7, Section 160 (6) (c) of the RSA Constitution, 1996 validates internal procedures for municipal in relation to formation, configuration, events, influences and purposes of the committees or forums. Participation of civil society agents such as Ward Committees, Landless Peoples Movement, Anti-Privatisation Forum, and Community Based Organisation in the implementation of public policy has been a consistent thrust of the transformation agenda of the South African democratic government, and this is what has been viewed by Kuye and Nhlapho (2011:89). Precise comparison in terms of percentage of the respondents that are in favour and that are in conflict with the regional coordinators forum being the asset towards the municipality's community development is clearly illustrated beneath on the pie chart.

**Graph 9: Regional coordinators forum**



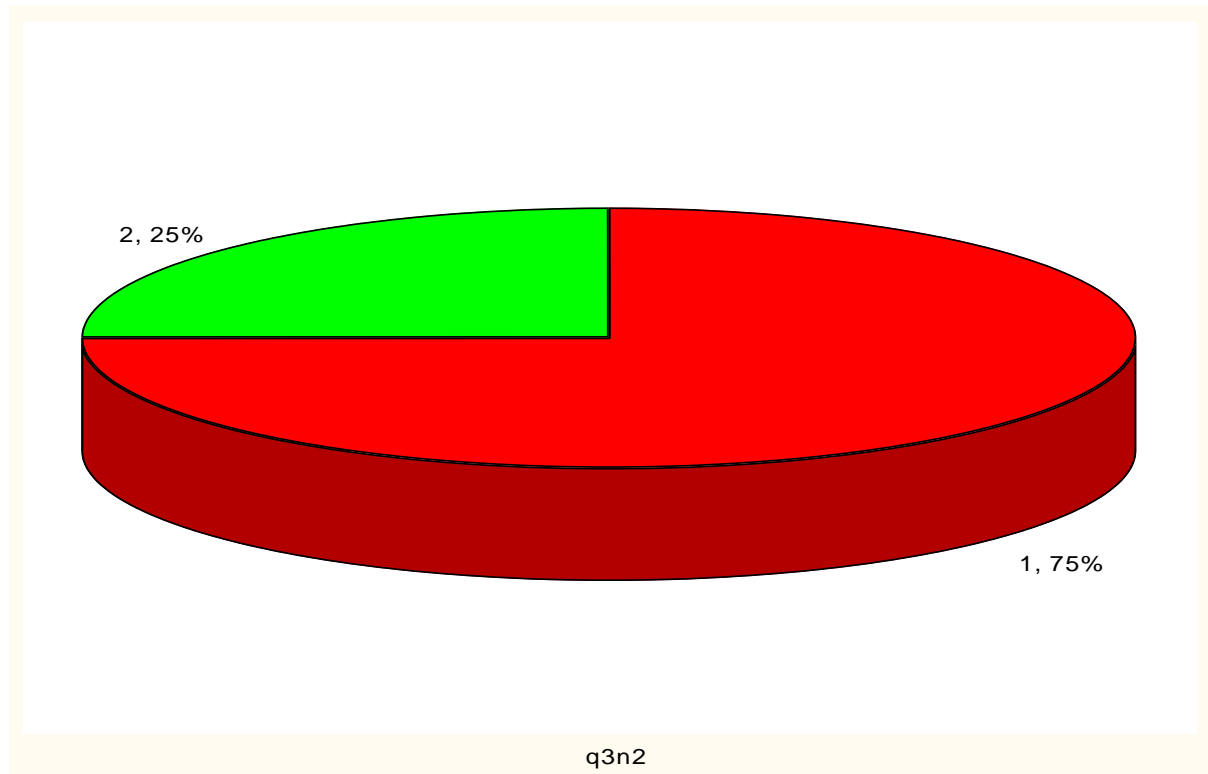
**Question 2**

Only 75 per cent of the respondents regarded regional coordinators forum as representative of the diverse community that includes women, youth and disabled groups. Indication is that the highest staff complement of Food Resilience Unit does understand the geographical information of the forum as they are involved on a daily operation of public participation and poverty alleviation programmes in CoJ's area of jurisdiction. However, the lowest staff complement of the Unit (25 per cent) seems to be far driven from the fact that the forum is regarded as representative of the diverse community. The researcher's view on the latter respondents is that they seem not involved or engaging on issues of regional coordinators forum. A poor response is a sign of not being informed, involved or engaging on matters that relate to public participation and poverty alleviation programmes in the CoJ municipality.

Ababio's view (2004:273) states that the theory of public participation has many connotations. It could be the correlation between the community and local government and also can mean the extent or degree of influence the locals or the community member have on the decision making and the processes associated with the community. Marginalised groups such women and youth should be allowed to partake fully in the socio economic issues within the community. This way, public participation will enhance political guides of

democracy. The pie chart below demonstrates the huge gap on regional coordinators forum representative of the diverse community.

**Graph 10: Diverse representation of regional coordinators forum**



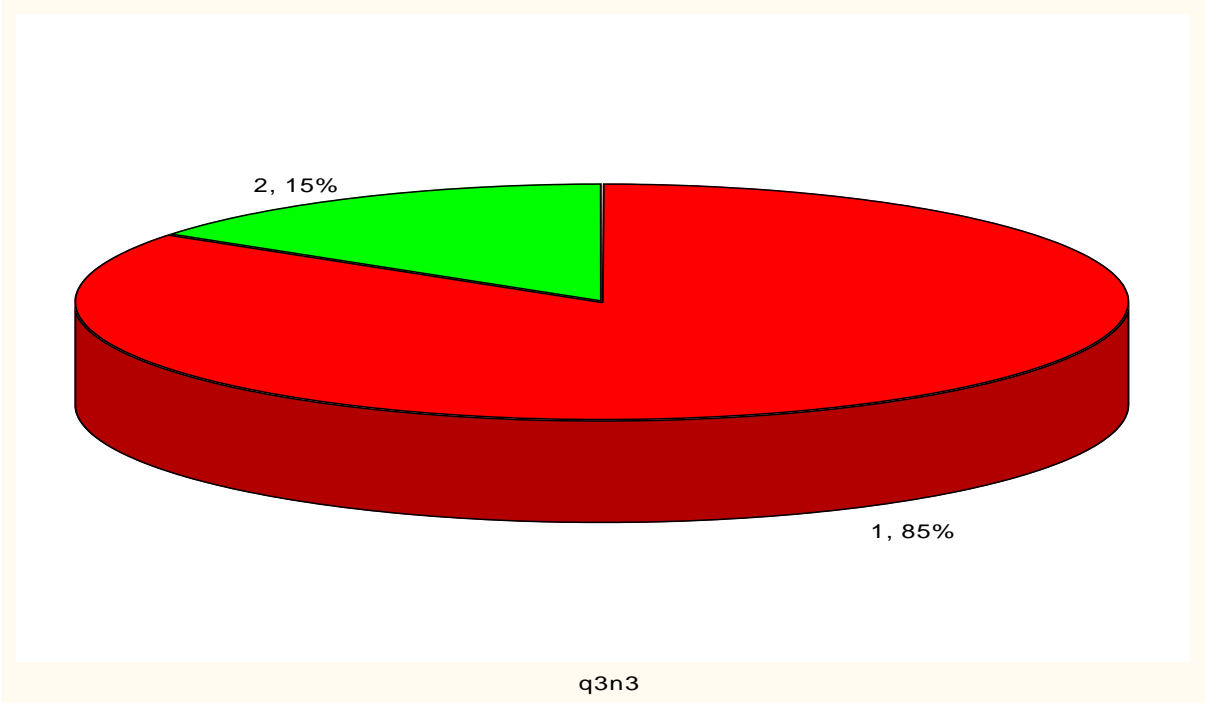
### Question 3

Most respondents, measured at 85 per cent indicated that they are knowledgeable about the local government legislation and council by-laws that are driving the mandate of CoJ's Department of Social Development under Food Resilience Unit in relation to public participation and poverty alleviation programmes. An indication of the higher percentage of staff complement in the Unit symbolises that the staff is more educated and well informed in order to drive the City of Johannesburg municipality in a proper direction. Most of them were able to list some of the legislations that drive the local municipality including the RSA Constitution, of 1996, the MSA 1998, MSA 2000 and many more. In interpreting the results 15 % of the participants interviewed showed that they are not knowledgeable about the local government legislation and council by-laws that spearheading the Department of Social Development under Food Resilience Unit. The lowest percentage of staff complement in the Unit points to the need of capacitation of respondents. Municipal officials should be knowledgeable and well informed about the legislation and council by-laws in order for them to also teach the community. According to Ababio and Mahlatsi (2008:342,351) posits that

the developmental mandate of local government as encapsulated in the Constitution includes the fight against poverty. Municipalities can make their own by-laws and adopt their budget. In doing so, the municipalities must ensure that there is allocation for poverty alleviation in the budget and that by-laws are not impeding service delivery and economic development. Combating poverty, or its alleviation, is a fundamental objective of municipalities in South Africa. The urgency and necessity of the agenda item means that municipalities can function optimally on being legally empowered. The municipalities are constitutionally positioned to improve living conditions by fighting poverty.

Dorie and Stanton (2016:1200) have stated that in the United States, currently, 18 years of age is the lawful age for tobacco accessibility. Access to drugs at an early age leads to deferred concentration and youth dropping out of school. Drugs lead to health hazards that decrease the working population and by extension increasing poverty levels. The researcher is of the view that despite the variance in percentage, all the age groups are significant in the operational matters of the Food Resilience Unit and play a critical role towards the intended target. The next question will deal with the highest qualification of the respondents.

**Graph 11: Knowledge of local government legislation and council by-laws**



**Question 5**

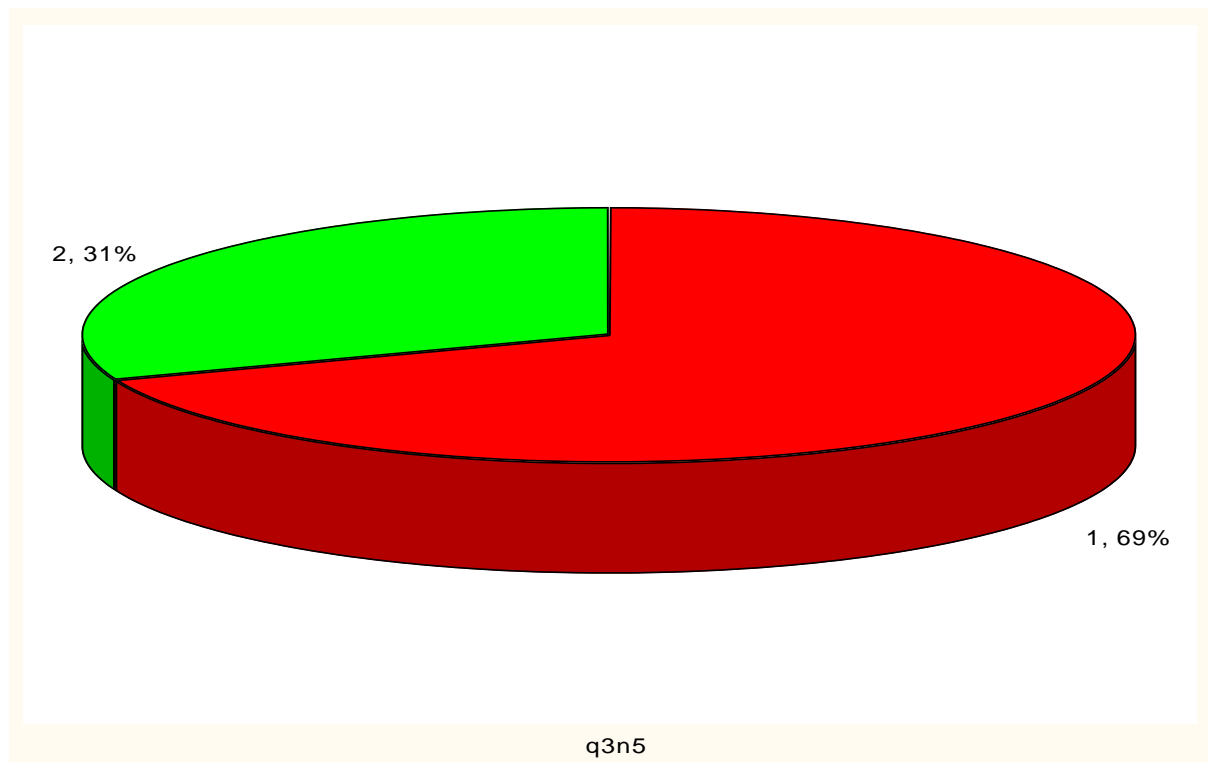
An outcome in this survey was the variance struck between respondents who were socially conscious on the challenges, community protests and intricacies associated with the

effectiveness and organised cooperatives. Sixty-nine per cent of the respondents declared their awareness of complaints raised by communities regarding the effective functioning and meaningful contribution of cooperative in the CoJ municipality in relation to public participation and poverty alleviation programmes. Whilst 31 per cent of respondents declared no awareness of the complaints raised. The implication of this finding is that much needs to be done in relation to civic education on issues of public participation and poverty alleviation programmes in local government. Moreover, the results show that these respondents were not participating, engaging and involved on issues that pertain to poverty alleviation and public participation programmes.

According to the RSA Constitution, 1996 and its legislative framework for local sphere government, makes it an indispensable obligation on municipalities to actively engage citizens, facilitate their participation and enhance responsiveness by incorporating the community in decision making on issues of service improvement (**section 1.2 of Chapter One**). Public participation is an important response in an environment where communities display a diminishing trust in municipalities and are demanding improved performance and greater accountability from municipal authorities (**section 4.2 of the study**). Such protests, in situations where municipal authorities report performance achievements in service delivery, point to the need for conceptualisation of performance outcome, and the importance of incorporating a community's perspective in determining strategies for improving the performance of the local sphere of government.

Effectiveness of the local sphere of government can be enhanced and the community, from whom the ends of local government derive, can gain from it if they participate in determining performance improvement. Municipalities (CoJ) therefore have to find ways to recognise outcomes performance as part of their performance management systems and to incorporate communities' perspective for improvement. Lack of public participation or public engagement on issues that relate to poor service delivery by the local authorities are the results that perpetuate violent protests by the residents as per Asmah-Andoh's positionality (2011:118). The graph below explains the different views from the respondents.

**Graph 12: Complaints from communities**



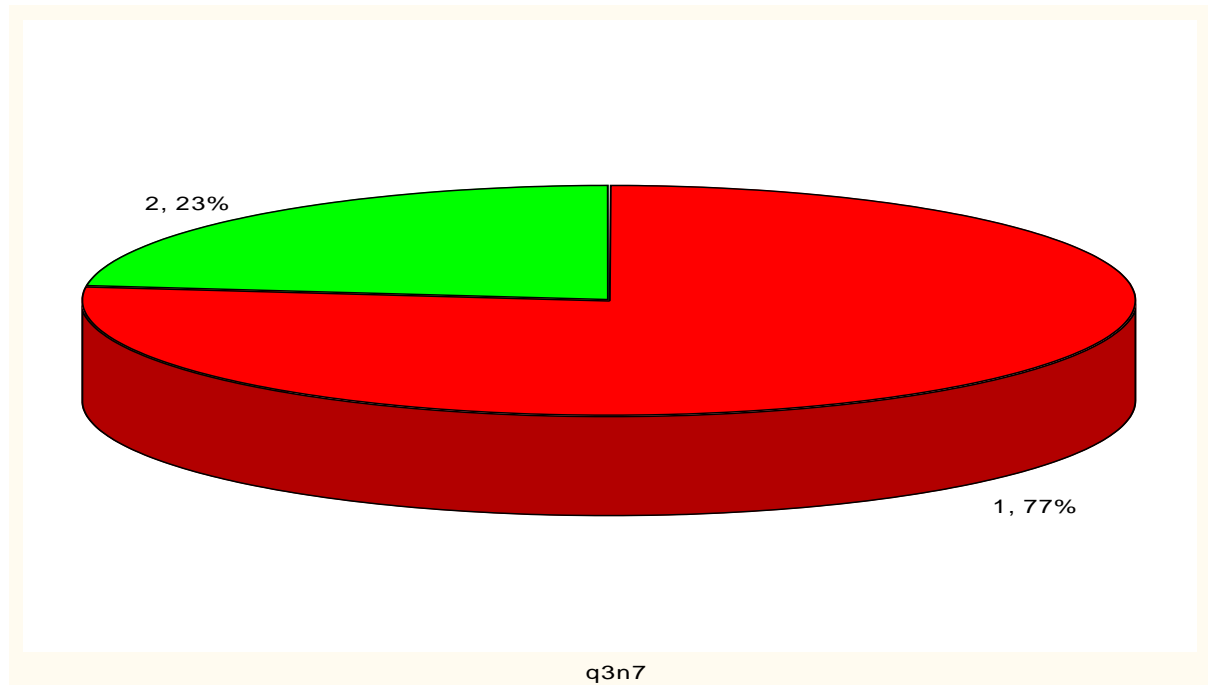
**Question 7**

Seventy-seven per cent of the respondents held the view that certainly there was a lack of professionalism in relation to the participation of the cooperatives in relation to public participation and poverty alleviation programmes. Majority of the staff complement of the Unit showed that they understood the operations and attitudes of the cooperatives with the CoJ municipality. Whilst the lowers percentage of the respondents declared that there was professionalism in relation to participation of the cooperative. The minority of 23 per cent of respondents seems not knowing or understanding the attitudes and operations of the cooperatives in relation to public participation and poverty alleviation programmes within the CoJ municipality. According to the Community Participation Framework (2008:30, 31) affirms to the view that successful public participation depends on good communication to keep the general public informed about issues and services.

The framework emphasises how critical it is to communicate information about what local government is and what it does for the community and to obtain feedback and ideas about concerns and needs of the community, while engaging specific stakeholders in decisions about community direction and improvement. The researcher's view is that the above statement is declaring professionalism in relation to participation of the cooperatives, as the community are kept informed, provided with the feedback on issues discussed and engaging

specific stakeholders in decisions about community direction and improvement. The pie chart below depicts the statement discussed above.

**Graph 13: Lack of professionalism**



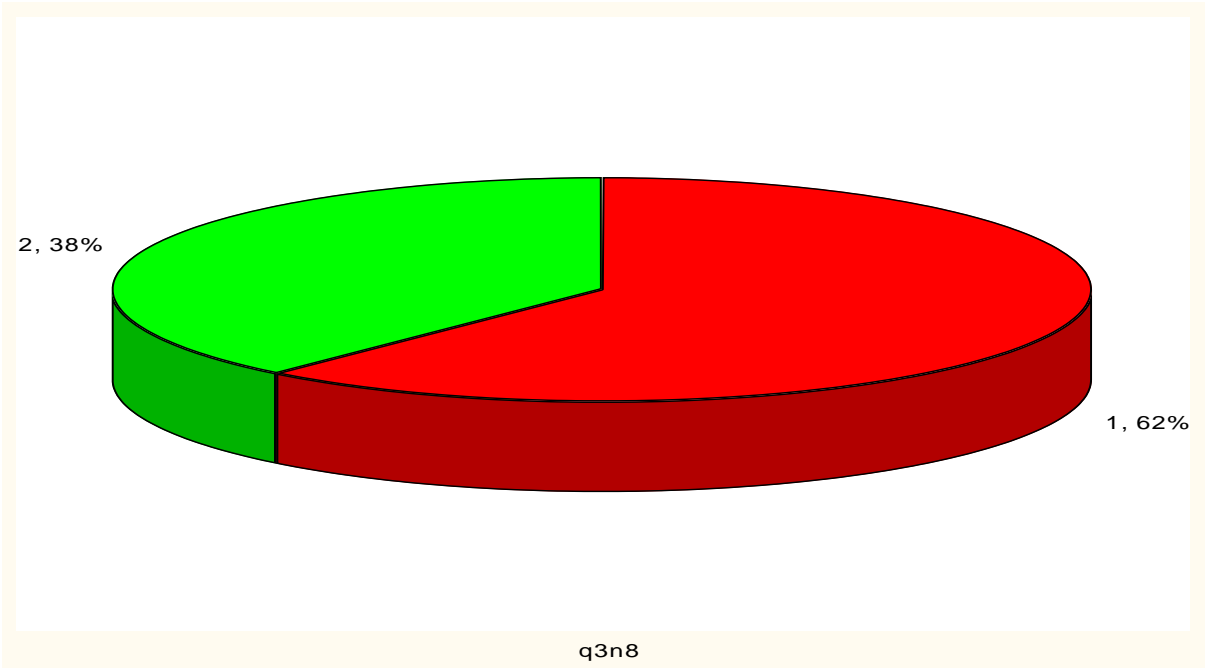
**Question 8**

The survey established that 62 per cent of the staff complement of the Food Resilience Unit declared to have seen the improvements in service delivery as a result of effective functioning of cooperatives in CoJ municipality. The results of this higher percentage depicts that the respondents are actively involved, engaged and participating on introduction of public participation and the City's poverty relief programmes. The lowest percentage of respondents (38 %), do not seem to have realised any improvements or changes in service delivery based on cooperative approach. As a result the lowest percentage measured is an evidence of the staff complement that needs to be capacitated in terms of service delivery. Nkuna (2007: 232,235) cites that in relation to Section 195 (1) (a) of the RSA Constitution, 1996, public service delivery must focus on development oriented. This requirement has a direct bearing on service delivery.

As provided for in the White Paper on Transforming Public Service Delivery (Batho Pele White Paper of 1997), public service delivery is measured based on the ability of the government to supply or avail basic needs to the people. Decisions about what services and resources should be delivered need to be improved through public participation. To realise

this notion leadership remain the core factor. Leadership may simple mean persuading the actions of individual in efforts that concerning the aim attainment in a specified condition (Starling, 1998:358). More than one role player therefore needs to be involved either directly or indirectly. Service delivery is taking place where people live and in terms of developmental public administration the beneficiaries of such services must be involved. Leadership has to guide service delivery programs within the policy framework provided. Statement above is illustrated by the pie chart below.

**Graph 14: Improvement in service delivery**



**Theme 4: Impromptu interviews**

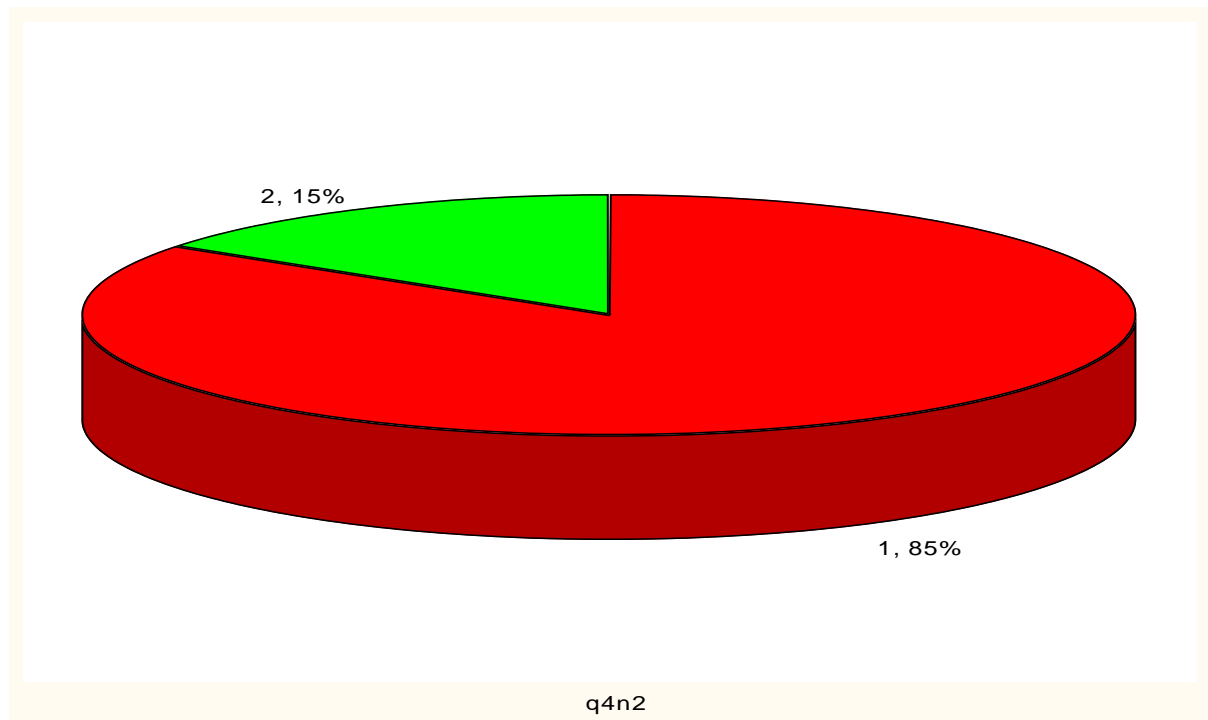
Theme 4 is focusing on the impromptu interviews in the CoJ Social Development Department under the Food Resilience Unit to reflect the opinions of administrative officials (senior and middle managers) involved in evaluation of public participation and poverty alleviation programmes. The administrative officials include one director, two deputy directors, eight regional urban agricultural managers and two cooperatives. The theme is questioning functions and responsibilities of the Unit, considerations of the Unit’s inputs, involvements of the cooperatives, information transfer in local government legislation on addressing poverty alleviation and public participation, diverse inclusivity of cooperatives, support provided to cooperatives by CoJ, issues cooperatives deals with in relation to poverty alleviation and public participation, meaningful contribution of cooperatives, frequency of meetings held with and among cooperatives discussing issues related to poverty alleviation and public

participation programmes, challenges that the regional coordinators committee are faced with in relation to poverty alleviation and public participation programmes, and also look at significant successes achieved and failures incurred by the CoJ's poverty alleviation and public participation programmes established and implemented by functioning of regional coordinators committees. Questions dealt with above in relation to public participation and poverty alleviation programmes will be discussed below in detail.

## **Question 2**

The question required respondents to reflect on whether they see the necessity of well-functioning of Food Resilience Unit within the municipality. Eight-five per cent of the respondents interviewed held the view that the Unit has a pivotal role to play within the municipality and is well-functioning. The staff complement in the Unit that responded represented the majority, compared to the lowest number of respondents (15 per cent) that were not seeing the necessity of well-functioning of the Unit with CoJ municipality. Analysis survey of the lower percentage advocate that the respondents do not participate on issues of public participation and poverty alleviation programmes, hence they deemed not to understand the role the Unit is playing within the municipality. The researcher is of an opinion that there is still a lot to be done by the CoJ in making sure that the staff members participate and understand the impact the Unit have within the municipality. Vatala (2005:225) believes that for a complete and effective participation to take place there has to be structures that facilitate the participation. For both consultation and participation to be effective and efficient, meaningful contribution from the relevant stakeholders is crucial. Results of the respondents are shown below.

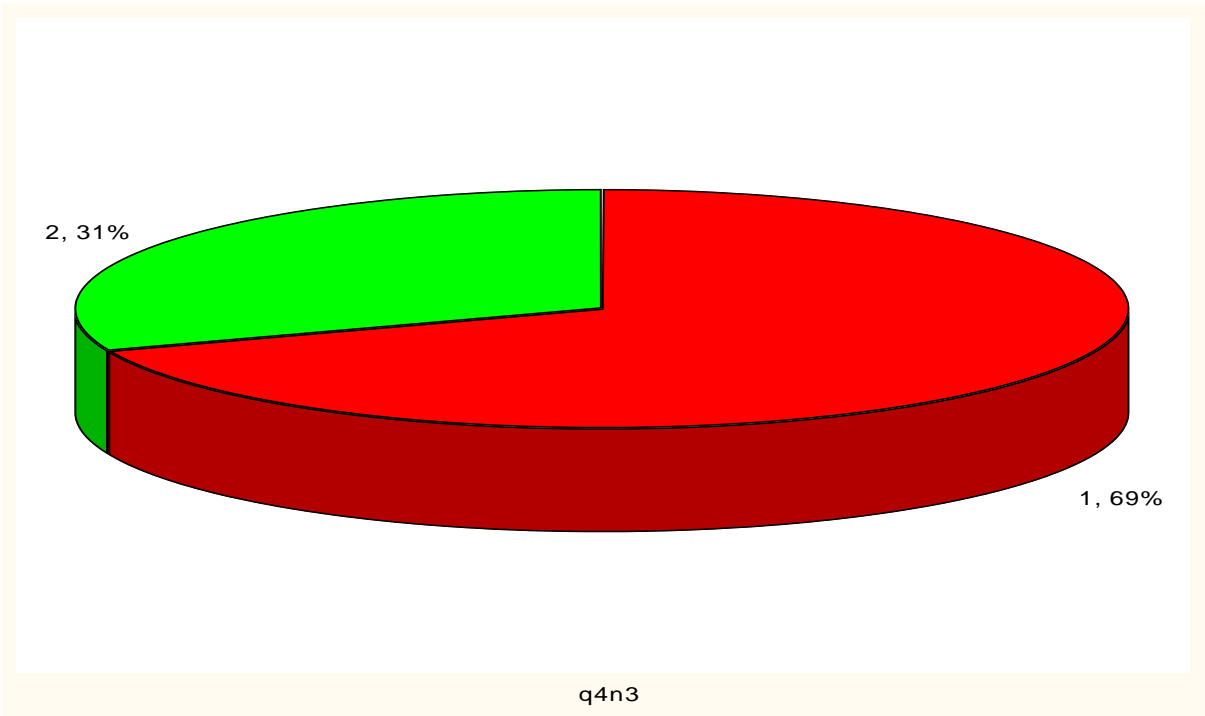
**Graph 15: Well-functioning of Food Resilience Unit**



**Question 3**

According to the responses received, 69 per cent of the respondents proclaim that the CoJ's Council does consider the inputs from Food Resilience Unit. Higher percentage of the respondents indicates that the staff complement is knowledgeable and participating on matters of public participation and poverty alleviation programmes. They know what is happening within their Unit. Nevertheless, the lowest percentage of the respondents (31 per cent) indicate of not knowing and understanding the internal affairs of their Unit and this pose a threat to the CoJ's Council functioning and something needs to be done in a long run. Mubangizi (2007:9) amplifies Moser when stating that any country which has social development high on its national agenda, would in many respects attempt to incorporate popular participation in the implementation of its development programmes. In this regard, South Africa is no exception in particular the CoJ. Public participation is high on the agenda of South Africa, and it shows that it is not neglected. Public participation programmes have to be continuously instigated to address the socio-economic challenges. The researcher is of a view that attempt to incorporate matters of public participation and poverty alleviation programmes should be not neglected. The results of the statement in discussion are depicted below.

**Graph 16: Inputs of Food Resilience Unit**

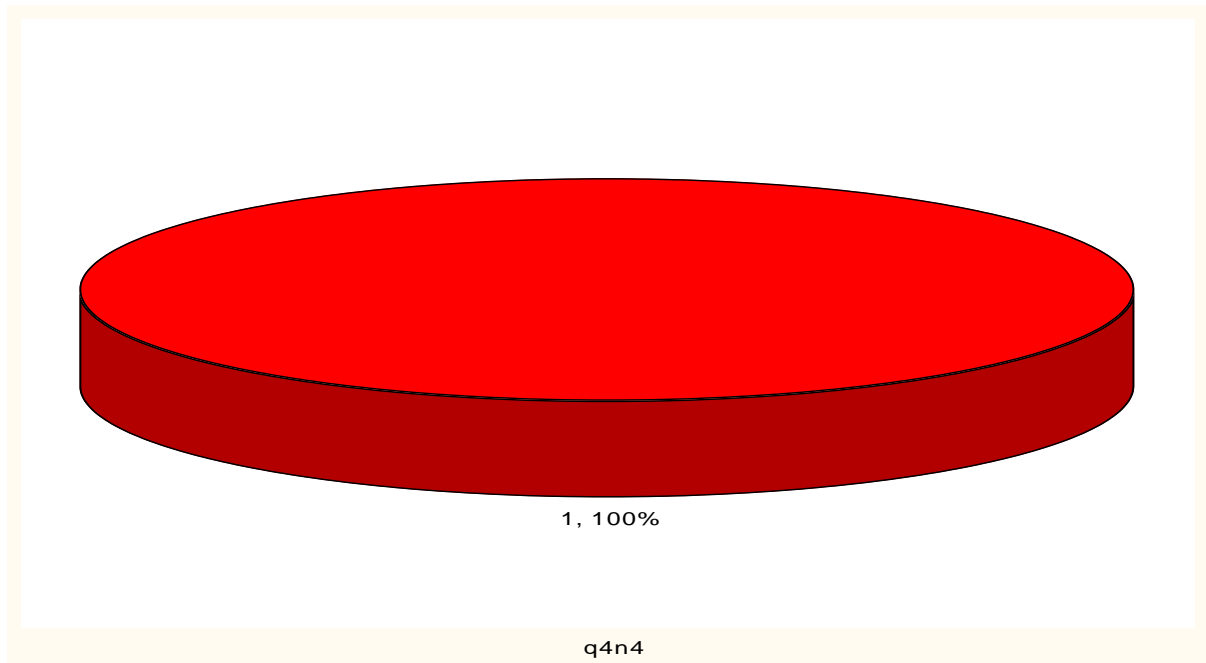


**Question 4**

The response of 100 per cent of the respondents depicts that the staff complement of Food Resilience Unit confirmed to be socially conscious especially pertaining local government legislation and council by-laws. The comprehensive percentage of respondents is an indication that all management members are educated and well informed about the legislation and by-laws that governs the CoJ's Department of Social Development. All management members' possess skills that are required by the municipality in management level, and they understand the internal affairs of public participation and poverty alleviation programmes. According to the researcher most of the respondents were able to list some of the legislations that drive the local municipality including the RSA Constitution, 1996, MSA 1998, MSA 2000 and many more. According to Ababio and Mahlatsi (2008:342,351), the local government's developmental obligation as encapsulated in the RSA Constitution, 1996 includes the fight against poverty. Municipalities can make their own by-laws and adopt their budget. In doing so, the municipalities must ensure that there is allocation for poverty alleviation in the budget and that by-laws are not impeding service delivery and economic development. Combating poverty, or its alleviation, is a fundamental objective of municipalities in South Africa. The urgency and necessity of the agenda item means that municipalities can function optimally on being legally empowered. The municipalities are

constitutionally positioned to improve living conditions by fighting poverty. Results of the respondents are shown below.

**Graph 17: Acknowledgement of local government legislation and council by-laws**



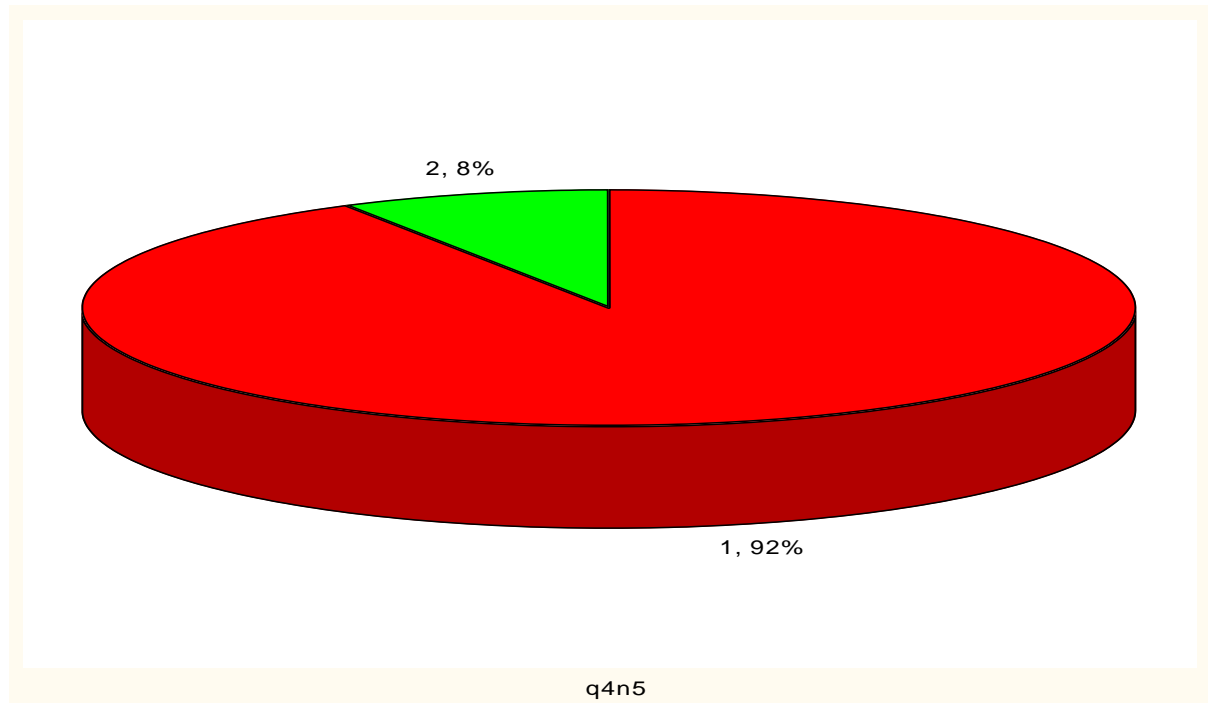
### **Question 5**

In interpreting the results 92% of the respondents interviewed indicated that the cooperatives are represented by community's different demographics such as young people, females (girls and women), people living with disabilities, and senior citizens. Indication is that the highest staff complement of Food Resilience Unit does understand the geographical information of the CoJ as they are involved on a daily operation of public participation and poverty alleviation programmes and working with the cooperatives. However, the lowest staff complement of the Unit (eight per cent) seems to be far driven from the fact that the cooperatives are regarded as representative of the diverse community. These respondents seem to be not informed about the geographical information of the cooperatives.

Ababio's view (2004:273) states that the theory of public participation has many connotations. It could be the correlation between the community and local government and also can mean the extent or degree of influence the locals or the community member have on the decision making and the processes associated with the community. Marginalised groups such women and youth should be allowed to partake fully in the socio economic issues within the community. This way, public participation will enhance political guides of

democracy. The pie chart below demonstrates the huge gap on cooperatives representative of the diverse community.

**Graph 18: Diverse representatives of cooperatives**



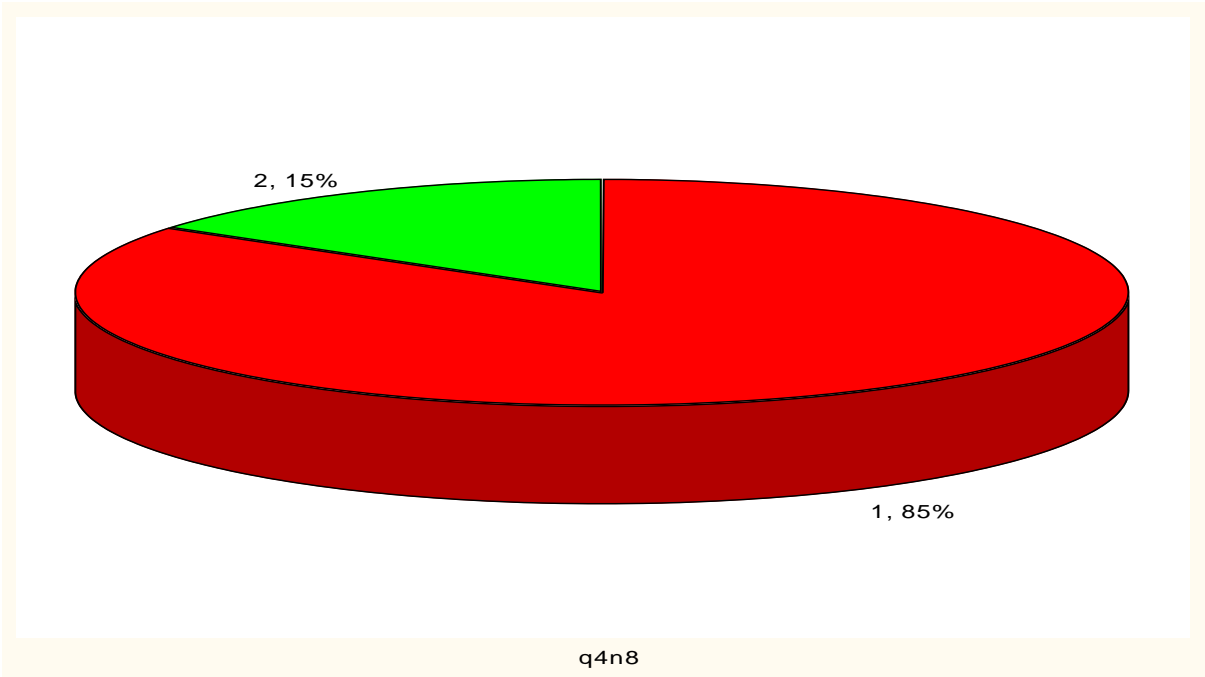
### Question 8

Eighty-five per cent of the respondents interviewed declared that the cooperatives do make a meaningful contribution in the achievement of strategic goals and objectives in relation to poverty alleviation and public participation in the CoJ. Responses are from the majority of staff complement that works with the cooperatives and know the meaningful contribution towards public participation and poverty alleviation programmes. Hence the percentage of responses are higher compared to the lowest percentage of respondents (15 per cent) that seems not working and knowing about the meaningful contribution of the cooperatives. The reason for the staff complement that scored low might be that the participants are not included in decision-making, and hence they do not know what contribution cooperatives have added to the CoJ. As a result the pie chart shows higher and lower percentages.

According to the Joburg 2040 Growth and Development Strategy (2011:33,40) the City of Johannesburg Food Resilience Flagship Programme on “Food for All” is a multi-stakeholder driven initiative holistic approach aimed at combating hunger and under-nutrition and tackling lifestyle diseases in the city. The programme in the main speaks to the National Integrated Food Security Strategy whose main goal was to reduce the level of hunger, malnutrition

(both under-nutrition and over-nutrition) food security by 2015. The Joburg initiative is aligned to the goal and seeks to ensure that by 2015 would not be a city where people go to bed hungry as hunger will be addressed and the healthy living for all support intervention initiated. The City's initiative should be seen as contributing to the Millennium Development Goals which stipulates the importance of the abolition of extreme poverty and hunger. The ratio of hungry to the non-hungry people should be halved by the year 2015. The information stated above is depicted by the pie chart below.

**Graph 19: Meaningful contribution of cooperatives**

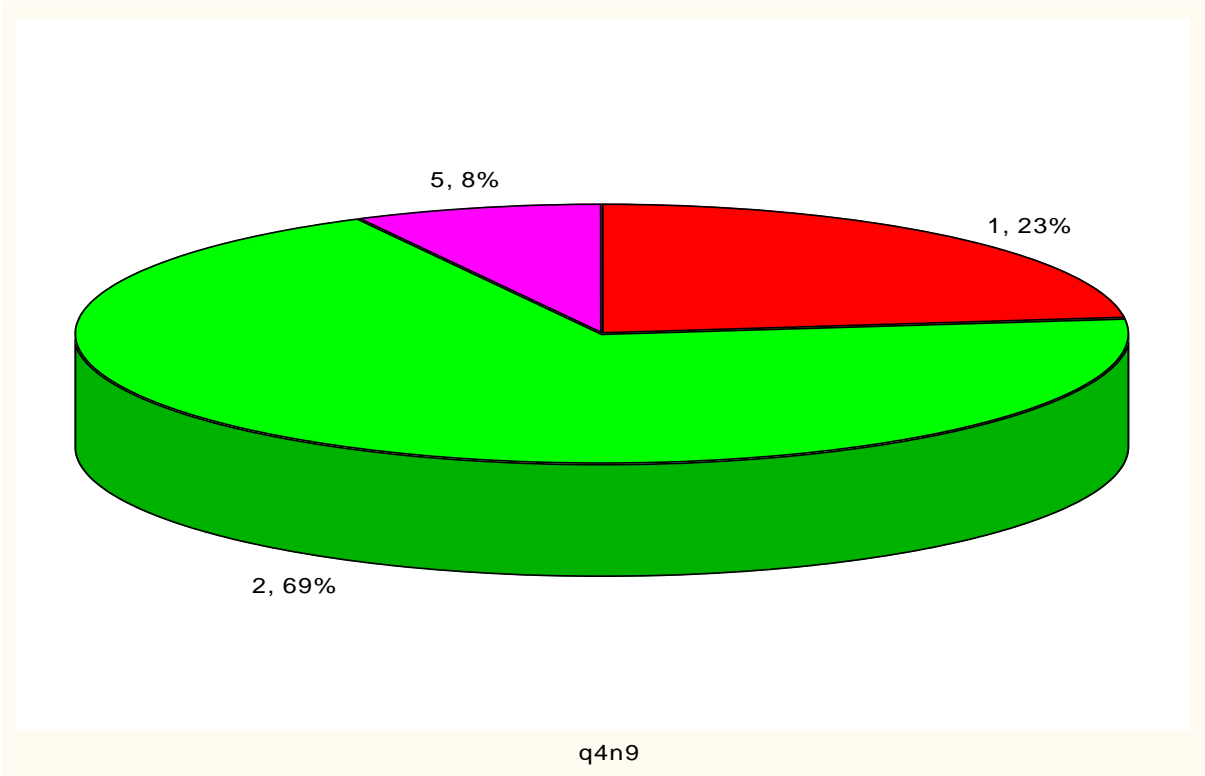


**Question 9**

Most respondents, measured at 23 per cent indicated that the meetings with and among cooperatives to discussed issues relating to poverty alleviation and public participation programmes do takes place on a weekly basis. Sixty-nine per cent of the respondents mentioned that the meetings with and among cooperatives to discuss issues relating to poverty alleviation and public participation programmes sits on a monthly basis. The highest percentage of the respondents is an indication of the staff complement that seems to be involved on issues of cooperative in the CoJ. Whilst the lowest percentage of respondents that scored eight per cent seems to not know about the resolutions taken in management meetings relating to the cooperatives contribution towards the CoJ implementation of public participation and poverty alleviation programmes.

Corkey, Land and Bossuyt (1995:8) understood that when policies are being formulated, actors and or stakeholders play a role in the official committees so that their inputs are of importance and can be used in the new policies being formulated. The actors and or stakeholders actually focus on a certain policy question and resolve any matters outstanding. According to the researcher's view the meetings that sit on a monthly basis with and among cooperatives should discuss issues of poverty alleviation and public participation programmes. All stakeholders should be invited and involved in these meetings so that all burning issues are laid on the table and solutions are found that will pave way forward for all parties involved. This would minimise violent protests that are seen in the country as the community feels that they are not engaged, involved and not even participating during the meetings that tackle issues of poverty alleviation and public participation programmes within the CoJ municipality. The pie chart below illustrates the results in percentages.

**Graph 20: Meetings with and among cooperatives**



**5.5 CONCLUSION**

In conclusion, the chapter focused on data analysis from the interviews conducted. The researcher with the help of the Department of Statistics at the North West University's campus of Potchefstroom sought assistance in analysing the data using Statistical Package for the Social Sciences. The results were presented in a form of graphs and tables where

necessary and provided with commentary in respect of the findings observed such findings related to the body of literature considered in the study. Theoretical assumptions utilised to reflect, refute, justify and/or correlate the actual findings from the interviews conducted in the study. A summary, conclusions, findings, recommendations will be released at the end of the study and the information obtained can be of great assistance to the public to participate more in community programmes at all levels.

## CHAPTER SIX

### SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

#### 6.1 INTRODUCTION

In concluding this study, Chapter Five focused on data analysis from the interviews conducted. The Department of Statistics at Potchefstroom campus in North West University assisted the researcher in analysing data using Statistical Package for the Social Sciences. Results were presented in a form of graphs and tables where necessary and provided with commentary in respect of the findings observed and such findings related to the body of literature considered in the study (**see Chapter Two of this dissertation**). Theoretical assumptions were utilised to reflect, refute, justify and/or correlate the actual findings from the interviews conducted in the study (**see section 3.2, 3.3.1, 3.3.2 of Chapter Three, and annexure 1 of this study**). Qualitative and quantitative research approach methodologies were applied to collect data in relation to evaluation of public participation and poverty alleviation programmes in the CoJ municipality.

To complement the quantitative data analysis as informed by the questionnaire used (**see annexure 1**), qualitative questions were also asked. These qualitative questions and aspects of the study took the larger part of the scientific inquiry in relation to evaluation of public participation and poverty alleviation programmes in the CoJ municipality (**see Chapter One, Two, Three & Four of the dissertation**). Findings of the dissertation revealed that sufficient attention has not been given to issues of evaluating public participation and poverty alleviation programmes within the City of Johannesburg municipality, particularly Food Resilience Unit. This study also declared a gap in relation to consultation, engagement, involvement and participation of the community to matters of public participation and poverty alleviation programmes in the Food Resilience Unit (**see Chapter One of this dissertation section 1.2 and 1.3**). Debating public participation and poverty alleviation programmes in the CoJ is discussed in the next section.

#### 6.2 DEBATING PUBLIC PARTICIPATION AND POVERTY ALLEVIATION PROGRAMMES

In relation to the RSA Constitution, 1996 as well as its legislative framework on local sphere government, there is an indispensable obligation on municipalities such as CoJ to actively engage citizens, facilitate their participation and enhance responsiveness by incorporating community participation in local decision-making processes for service improvement. Public participation in the CoJ municipality is an important response in an environment where

communities display a diminishing trust in municipalities generally in South Africa today. Most communities are demanding improved performance and greater accountability from municipal authorities including the communities of the CoJ municipality.

The credibility of local government performance in relation to municipalities such as the CoJ can be harnessed if service delivery has been rendered properly to the intended community and timeously. Local government municipalities such as the CoJ in South Africa have to find ways to recognise outcomes' performance as part of their performance management systems and to incorporate communities' perspective for improvement of service delivery. Perpetuation of violent protests on issues that relate to poor delivery of goods by the local government is the result for lack of public participation or engagement by the residents of municipalities as per Asmah-Andoh's (2011:118) positionality (**see section 4.2 of Chapter Four of the study**).

In the main it is critical to point out that massive literature exist which posits that *public participation* as a variable has a variety of understanding and is multifaceted (**see section 1.3 of Chapter One of this study**). However, as a phenomenon, public participation is viewed in this study as process where relationship between local government and the community is crucial in influencing public decisions. All stakeholders (women and youth) should be involved in public participation especially from the initiation phase to implementation of policies that would govern the effectiveness and efficiency of the programmes intended for the community (**section 2.2 of Chapter Two of the study**).

The study has made conclusive findings that even if the policies have been well formulated, lack of consultation and public engagement may prove a futile exercise in terms of implementation of the programmes that are aimed at addressing the scourge of poverty in the community (**see also section 2.2 of Chapter Two and section 4.2 of Chapter Four of the study**). The CoJ community should be provided with the chance to raise their opinions, concerns as well as recommendations on formulating policies rather than having policies imposed on them without proper procedures followed by local government municipalities (**see recommendations of the study in section 6.5 of this chapter**). Establishment of certain policies after the apartheid era such as (RDP, GEAR, ASGISA, NGP and NDP) came into effect to redress the ills of the apartheid era, and fight the scourge of poverty in local government municipalities such as the CoJ. An independent research study should be conducted by researchers in Public Administration to determine the efficacy of the same. The findings of the study would be declared below in relation to public participation and poverty alleviation programmes in the CoJ municipality.

### 6.3 SUMMARY OF FINDINGS

The findings of the study reveal that sufficient attention has not been given to issues of public participation and poverty alleviation programmes within the City of Johannesburg municipality, particularly Food Resilience Unit. This study declared a gap in relation to consultation, engagement, involvement and participation of the community in matters of public participation and poverty alleviation programmes within the Food Resilience Unit (**see annexure 1**). Findings pronounce a lack of a holistic approach within the CoJ in relation to public participation processes. As a result before the Unit identified and implemented the programme successfully, it was necessary to make sure that all stakeholders were involved, engaged and participating on decision making from the beginning until the end of the process, which will give the community satisfaction of ownership of the initiative or programme (**see annexure 1**).

According to the RSA Constitution, 1996 and its legislative framework for local sphere government, makes it an indispensable obligation on municipalities to actively engage citizens, facilitate their participation and enhance responsiveness by incorporating the community in decision making on issues of service improvement (**section 1.2 of Chapter One**). Public participation is an important response in an environment where communities display a diminishing trust in municipalities and are demanding improved performance and greater accountability from municipal authorities (**section 4.2 of the study**).

The study revealed that despite the growth of public organisations that fight poverty, poverty continues to strike larger segments of population of the CoJ including children, women and elderly which are the worst victims. Further findings emphasise a paradigm shift that would bring new innovations and strategies in fighting poverty through community-based approach. The findings also proclaimed that more initiatives or programmes in public participation and poverty alleviation should be on the agenda for local government (**see annexure 1 and section 4.4 of this dissertation**). As a result, more communities should be actively involved, engaged and participate on issues of public participation and poverty alleviation programmes as per the researcher's point of view.

### 6.4 RECOMMENDATIONS

Hence is evident and recommended from the study that, indeed South Africa, especially the CoJ municipality also needs to emphasise on issues of consultation, active engagement and full participation of all sectors of society to get involved in intended public programmes that alleviate the scourge of poverty, so that it can boost and sustain the growth of the country's

economy . If South African neglects the support to development of the poor Southern African countries in terms of economy, this will upscale the poverty level, and hence causes more damage to the ailing current economy in the country. Influx of migrants especially in the CoJ municipality is alarming, hence this puts a strain on the economic resources and the rate of employment is worsening day by day. As long as there is no change in the creation of decent employment, or providing job opportunities for the economically active unemployed people, the incidence of poverty will remain at its peak.

### **Economic growth**

The South African government in particular the CoJ municipality should come up with reviewed, new policies or interventions that will closely meet the current economic crisis or down fall of the country. Unemployment, inequality and poverty alleviation should be the key focus of the government. South African government and in particular the CoJ local government municipality should ensure that there is an effective improvement in the living standards of the community. Forrest's (2012:3) positionality is that for the scourge of poverty to be reduced within the community, localised sphere of government should create decent jobs and reduce inequality.

To redress current economic crisis, the country requires robust consultation, active engagement and full participation of all sectors of society to get involved in intended public programmes, contribute in decision-making that will boost and sustain the growth of the country's economy. If more regenerated employment opportunities prevail, the level of poverty will decline to a certain degree and this would result on that the poorer would be in a position where they can afford a decent living and self-reliant life. Capital controls are important not only for economic stability and growth in the short to medium term, but also for opening a space for more radical future changes by mitigating the power of capital to influence policy with the explicit or implicit threat of capital flight.

All the economic sectors have the potential to unlock the economic and employment opportunities. If all the sectors are consulted, engaged, actively involved and participation is encouraged that will unlock economic and employment opportunities which will address the issue of poverty and inequality in the country. In order for South Africa to achieve the desired economic growth the government should also come up with policies that will promote up-skilling and training of public servants involved in public participation. Such provisioning of training and up-skilling could assist the public servants to be competitive in the public service, especially at local government sphere.

It is recommended in this study that the CoJ municipality should design public programmes that would assist the community members to overcome the scourge of poverty and ensure that community is being consulted, engaged, involved and participate in the establishment and implementation of the same programmes. These public programmes or projects should benefit the community in a sense that they are also able to improve their standard of living and be sustainable.

### **Poverty alleviation**

The CoJ community members and public officials can actively participate in designing, implementing and sustaining programmes mentioned above. It is suggested by the researcher in this study that the CoJ (particularly the Food Resilience Unit) with its public programmes such as *Urban Agriculture and Food Value Chain* (2013) should be sustained. In this programme to date, emerging farmers/cooperatives are being up-scaled and up-skilled into becoming commercial farmers. The public programmes do not only benefit the CoJ community but create more job opportunities, increase food productivity and allow community members to get rid of the scourge of poverty. The situation today is that approximately 40 to 50 % of the populace live in poverty, whilst remaining percentage lives a higher quality of life, regardless of the type of employment in which they were involved. The unemployment rate is officially 23 per cent, but the reality of post-apartheid South Africa is that the community is still in poverty (Kotze and Taylor 2010: 200-201) **(see section 4.4.2 of Chapter Four of this dissertation)**. Hence these public programmes should be executed at a larger scale. Such public programmes can provide a platform for self-reliance and improve the standard of living in the CoJ communities.

### **Public participation**

It is recommended that further studies of this nature should explore how to resolve the paradoxes, dilemmas and tensions that relate to poverty alleviation in public participation **(see section 4.3 and 4.4 of Chapter Four)**. Consultations, participation and involvement of all relevant stakeholders within CoJ municipality are deemed to be on the “right path” and its efforts to try as well as addressing issues of poverty, joblessness, creating decent jobs as well as reducing inequality gaps will be realised **(see section 4.4 of Chapter Four of this dissertation)**.

### **Suggestions for further research**

The study suggest that further research should be undertaken to evaluate in-depth the

dynamics and challenges that impact on the issues of addressing the public participation and poverty alleviation programmes in the CoJ municipality on a wider scale. This could be done through the CoJ municipality's public programmes that are designed to fight the scourge of poverty and encourage public participation in the communities of the CoJ municipality. Further research may determine different or additional approaches or strategies that might be more appropriate for CoJ Department of Social Development under the Food Resilience Unit in particular.

## **6.5 CONCLUSIONS**

African National Congress (ANC), (1994:2-4) has discovered that “the past era has been dominated by colonialism, apartheid, racism, segregation, inequality, sexism, unemployment and repressive labour policies that resulted in the high rate of poverty. In every sphere of the society, a systematic racial division contributed in building an imbalanced economy that contributed to a high level of poverty. Rural areas have also been divided into underdeveloped black residential areas and well-developed white-owned commercial farming areas. Whereas towns and cities has been divided into townships without basic infrastructure for blacks and well-resourced suburbs for whites”. Separation resulted in inequality, poverty and inefficiency. As a result, communities are still faced with serious problems resulting from the societal economic, social, political, cultural and environmental factors which need a holistic approach that would assist to alleviate the level of poverty and approach the issues of public participation holistically.

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## **INTERNET SOURCES**

<http://weforum.org/reports>

<http://hds.undp.org/en/statistics/Date>

[www.info.gov.za/view/DownloadFileAction?id=135748](http://www.info.gov.za/view/DownloadFileAction?id=135748).

<http://weforum.org/reports>

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# ANNEXURE 1

## INTERVIEW - QUESTIONNAIRES

### RESEARCH QUESTIONNAIRE FOR ADMINISTRATIVE OFFICIALS IN THE CITY OF JOHANNESBURG (CoJ) MUNICIPALITY: THEMES AND QUESTIONS

#### SECTION A: BIOGRAPHIC INFORMATION

The following personal information is necessary for statistical purposes only as well as to summarise the conclusion of the study in a proper manner and to reflect the opinions of administrative officials (senior and middle managers) in the Social Development Department in the Unit of Food Resilience involved in evaluation of public participation programmes and poverty alleviation programmes in the City of Johannesburg (CoJ).

Please indicate with a cross (X) the following general questions in the appropriate box.

#### A1

Gender	Male	1	Female	2
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#### A2

Age	21 - 30	1	31 - 40	2	41 - 50	3	51 - 60	4	61 +	5
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#### A3

Highest Qualification	Grade 12	1	Diploma	2	B-degree	3	Postgraduate degree	4	Other	5
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#### A4

Experience in regional coordinators committee	0 -1 year	1	2 -5 yrs	2	6 - 10 yrs	3	11 -15 yrs	4	16 – 20 yrs	5	20 + yrs	6
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**SECTION B: FOCUS GROUPS THEMES AND QUESTIONS**

This section evaluates the public participation programmes in poverty alleviation in the City of Johannesburg Municipality (CoJ). The purpose of administering a questionnaire is to determine the extent to which you, as a resident of the City of Johannesburg participate in programmes that are intended to alleviate poverty in the community. In order to ensure that CoJ promotes poverty alleviation programmes, the same municipality must promote the quality of life and development-driven resilience in relation to food security for all.

Please provide succinct, to the point and where necessary detailed answers with regard to the below-listed questions.

**PS: Please note that the questions may take around 1 hour to complete. Thank you once again for availing yourself in participating in this research!**

**ADMINISTRATIVE OFFICIALS THEMES and QUESTIONS**

**Theme 1: Poverty Alleviation**

**Q1.** *Democracy* is an important concept in South Africa and the principles thereof need to be upheld by all spheres of government. Has the CoJ been able to uphold the principles of democracy in local government? Motivate how.

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**THEME 2: Public Participation**

**Q1.** What comes to mind when you hear/think about the concept “Public Participation” (PP)?

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**Q2.** How has public participation helped the residents of the CoJ to enhance local democracy in the CoJ municipality’s area of jurisdiction?

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**Q3.** Is public participation a transparent way in which to involve the public in the CoJ’s poverty alleviation programmes, if so how?

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**Q4.** Do you think the community of the CoJ municipality understand public participation in relation to poverty alleviation programmes, i.e. their role and responsibilities?

Yes    or     No

If yes, please provide an explanation:

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**Q5.** Is there a need for training/retraining and skilling/reskilling of municipal officials in the CoJ municipality to improve their understanding of public participation in relation to poverty alleviation public programmes within the municipality?

Yes    or     No

If yes, please provide an explanation:

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**Q6.** Please mention/elucidate on the different kinds of mechanisms used to encourage public participation in relation to poverty alleviation public programmes within the CoJ municipality.

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**Q7.** Cooperatives (beneficiaries of the CoJ’s Department of Social Development) are structures to provide public services and goods in relation to imperatives of social; development such as food nutrition, food security and the general social wellbeing of communities in the CoJ municipality. Does the CoJ’s Department of Social Development with reference to the Food Resilience Unit participate in any forum aimed at the promotion of public participation and poverty alleviation?

Yes    **or**     No

If yes, please provide an explanation:

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**THEME 3: Regional Committees Forum functioning**

**Q1.** Regional Coordinators Forum is the primary mechanisms to enhance public participation in the CoJ area of jurisdiction. In your opinion, have regional coordinators forum been an asset or liability towards the municipality’s community development? i.e. are they lacking, improving, good, or not good at all.

Yes    **or**     No

If yes, please provide an explanation:

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**Q2.** Are they (regional coordinators forum) representative of the diverse community, i.e. women, youth, disabled, etc.? How would you describe the composition of regional coordinators forum?

Yes    **or**     No

If yes, please provide an explanation:

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**Q3.** Are regional coordinators forum knowledgeable when it comes to local government legislation and council by-laws?

Yes    or     No

If yes, please provide an explanation:

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**Q4.** In your opinion, what are some of the challenges facing the effective functioning of regional coordinators forum in the City of Johannesburg municipality?

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**Q5.** Are you (regional coordinators) aware of any complaints from communities regarding the effective functioning and meaningful contribution of cooperatives mentioned above?

Yes    or     No

If yes, please provide an explanation:

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**Q6.** What support do cooperatives mentioned above receive from the CoJ's municipal council?

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**Q7.** Is there a lack of professionalism in relation to the participation of the above-mentioned cooperatives?

Yes    or     No

If yes, please provide an explanation:

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**Q8.** Have you seen any improvements in service delivery as a result of effective functioning of cooperatives mentioned above?

Yes    or     No

If yes, please provide an explanation:

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**THEME 4: Impromptu interviews**

**CoJ' Department of Social Development – Food Resilience Unit, 1 x Director, 2 x Deputy-Directors and representatives/executive members of 2 X cooperatives (IMPROMPTU INTERVIEWS) QUESTIONS:**

**Q1.** Are you familiar with the functions and responsibilities of the directorate of your area of work?

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**Q2.** Do you see the necessity of well-functioning of your unit within the municipality?

Yes    or     No

If yes, please provide an explanation:

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**Q3.** Does the municipality and in particular the CoJ's Council:

- Consider the inputs from your unit?

Yes    or     No

If yes, please provide an explanation:

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- Involve local cooperatives?

Yes    or     No

If yes, please provide an explanation:

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**Q4.** Are you as a management member of the CoJ's Department of Social Development knowledgeable with regard to local government legislation and council By-laws? If so name any legislation regulating poverty alleviation and public participation in the CoJ.

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**Q5.** Are the cooperatives representatives and inclusive of the diverse community, e.g. youth, women, disabled, elderly, etc.?

Yes    **or**     No

If yes, please provide an explanation:

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**Q6.** What support do cooperatives receive from the CoJ's Department of Social Development?

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**Q7.** What issues do cooperatives deal with in relation to poverty alleviation and public participation? e.g. nutrition, food security initiatives, etc.

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- How do you decide on which issues to deal with first and why?

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**Q8.** In your view, do cooperatives make a meaningful contribution in the achievement of strategic goals and objectives in relation to poverty alleviation and public participation of the CoJ?

Yes    or     No

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**Q9.** How often do you meet with and among cooperatives to discuss issues relating to poverty alleviation and public participation programmes?

- a. weekly
- b. monthly
- c. quaterly
- d. yearly
- e. none of the above (specify)

**Q10.** What challenges are regional coordinators committees faced with in relation to the CoJ's poverty alleviation and public participation programmes?

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**Q11.** Mention significant successes and failures achieved by the CoJ's poverty alleviation and public participation programmes established and implemented by the functioning of regional coordinators committees?

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## ANNEXURE 2

### STATISTICAL RESULTS

Frequency table: a1 (HanyaneB)				
Category	Count	Cumulative Count	Percent	
1	7	7	53.84615	
2	6	13	46.15385	
Missing	0	13	0.00000	

Frequency table: a2 (HanyaneB)				
Category	Count	Cumulative Count	Percent	
1	3	3	23.07692	
2	5	8	38.46154	
3	4	12	30.76923	
4	1	13	7.69231	
Missing	0	13	0.00000	

Frequency table: a3 (HanyaneB)				
Category	Count	Cumulative Count	Percent	
1	1	1	7.69231	
2	2	3	15.38462	
3	4	7	30.76923	
4	5	12	38.46154	
5	1	13	7.69231	
Missing	0	13	0.00000	

Frequency table: a4 (HanyaneB)				
Category	Count	Cumulative Count	Percent	
2	6	6	46.15385	
3	3	9	23.07692	
4	3	12	23.07692	
5	1	13	7.69231	
Missing	0	13	0.00000	

Frequency table: q2 (HanyaneB)				
Category	Count	Cumulative Count	Percent	
1	10	10	76.92308	
Missing	3	13	23.07692	

Frequency table: q4 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	8	8	61.53846
2	5	13	38.46154
Missing	0	13	0.00000

Frequency table: q5 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	9	9	69.23077
2	3	12	23.07692
Missing	1	13	7.69231

Frequency table: q7 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	11	11	84.61538
Missing	2	13	15.38462

Frequency table: q3n1 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	11	11	84.61538
2	2	13	15.38462
Missing	0	13	0.00000

Frequency table: q3n2 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	9	9	69.23077
2	3	12	23.07692
Missing	1	13	7.69231

Frequency table: q3n3 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	11	11	84.61538
2	2	13	15.38462
Missing	0	13	0.00000

Frequency table: q3n5 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	9	9	69.23077
2	4	13	30.76923
Missing	0	13	0.00000

Frequency table: q3n7 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	10	10	76.9230%
2	3	13	23.0769%
Missing	0	13	0.0000%

Frequency table: q3n8 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	8	8	61.5384%
2	5	13	38.4615%
Missing	0	13	0.0000%

Frequency table: q4n2 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	11	11	84.6153%
2	2	13	15.3846%
Missing	0	13	0.0000%

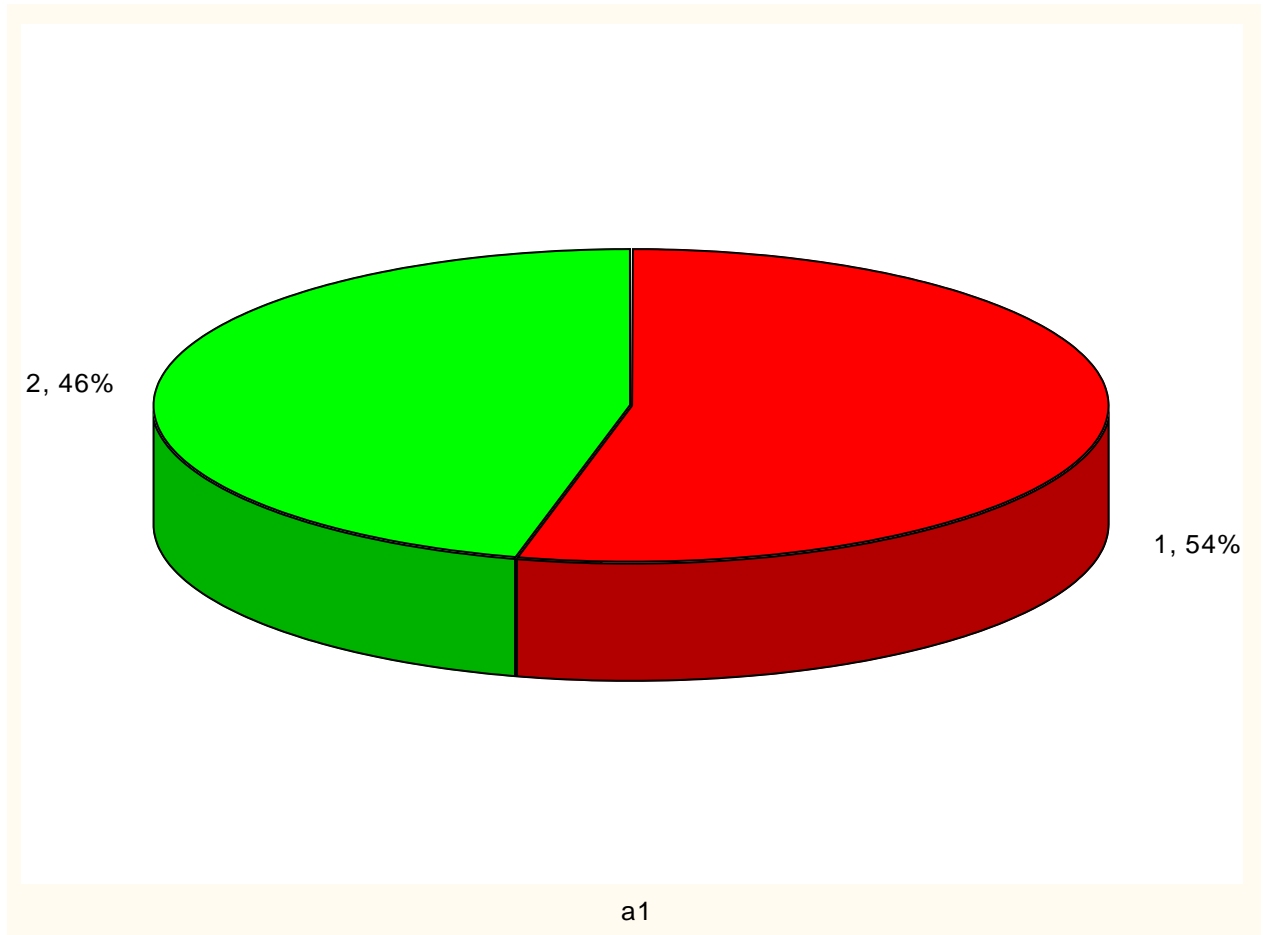
Frequency table: q4n3 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	9	9	69.2307%
2	4	13	30.7692%
Missing	0	13	0.0000%

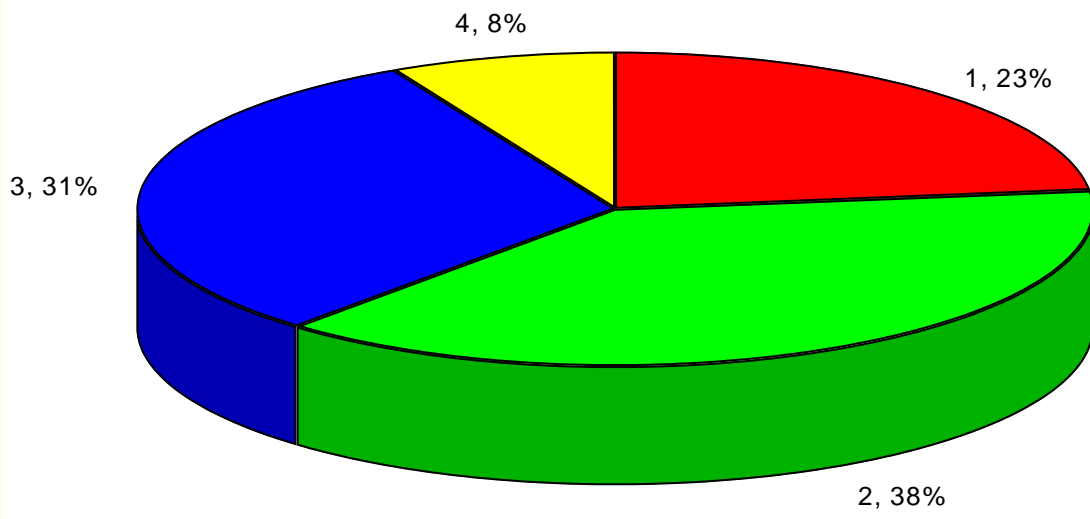
Frequency table: q4n4 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	13	13	100.0000%
Missing	0	13	0.0000%

Frequency table: q4n5 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	11	11	84.6153%
2	1	12	7.6923%
Missing	1	13	7.6923%

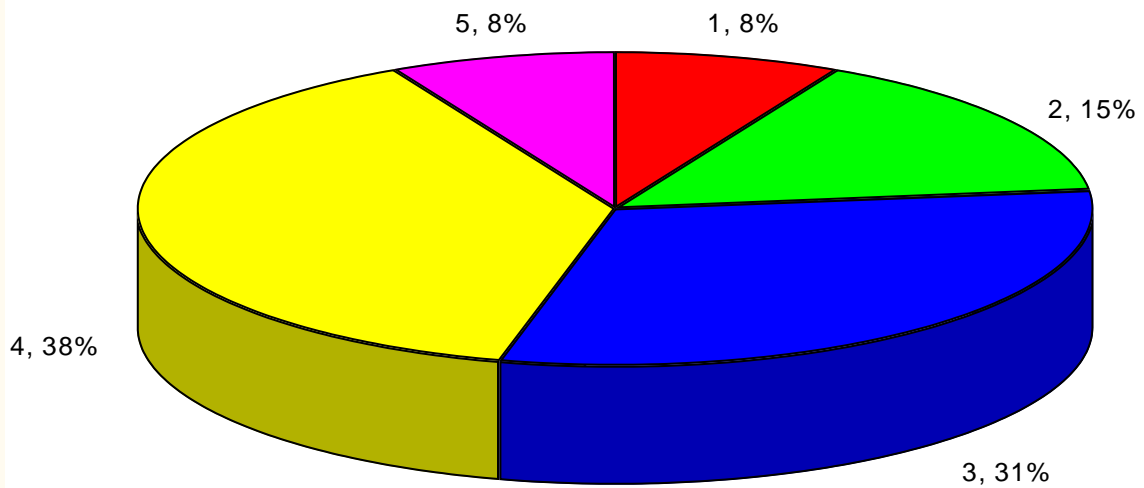
Frequency table: q4n8 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	11	11	84.6153%
2	2	13	15.3846%
Missing	0	13	0.0000%

Frequency table: q4n9 (HanyaneB)			
Category	Count	Cumulative Count	Percent
1	3	3	23.0769%
2	9	12	69.2307%
5	1	13	7.6923%
Missing	0	13	0.0000%

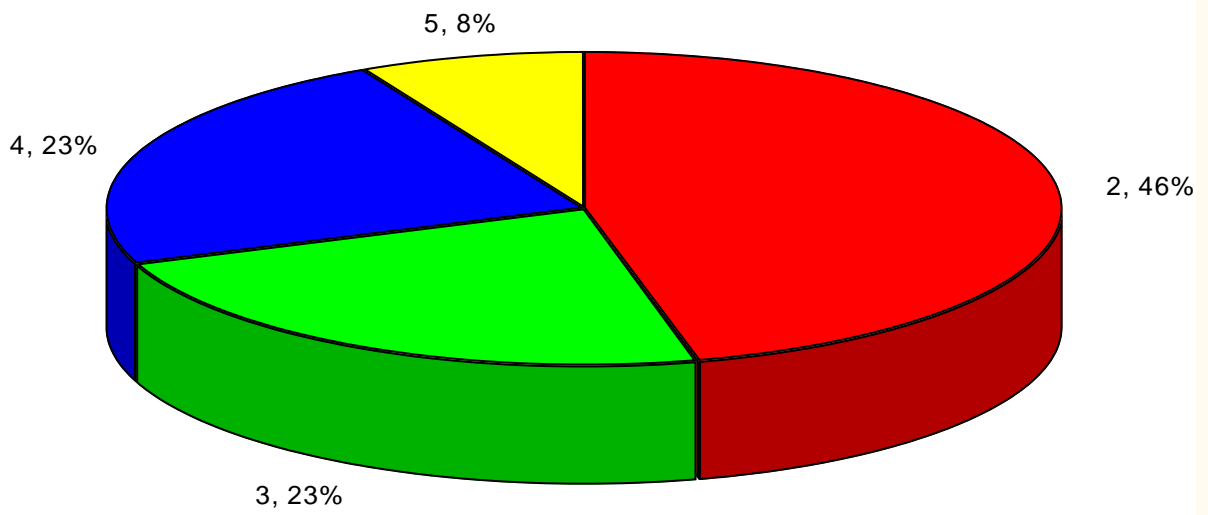




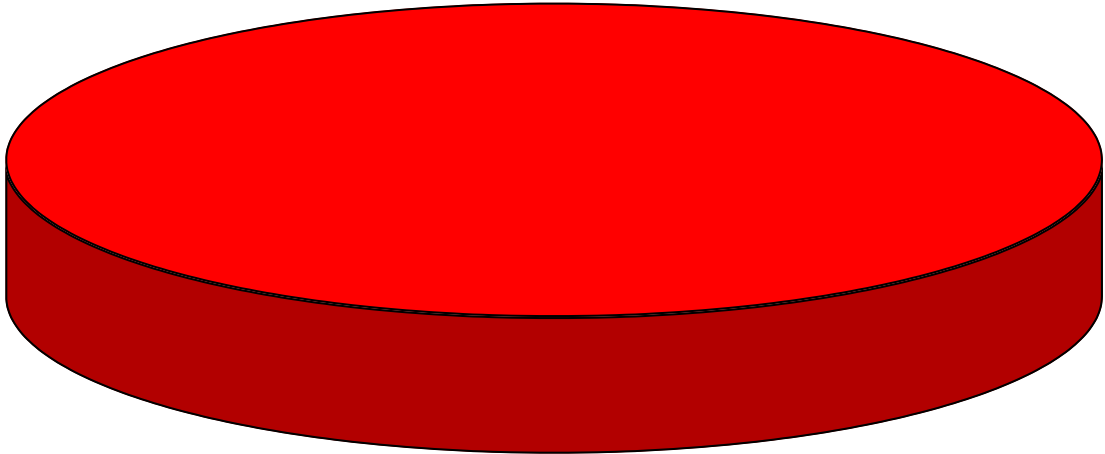
a2



a3

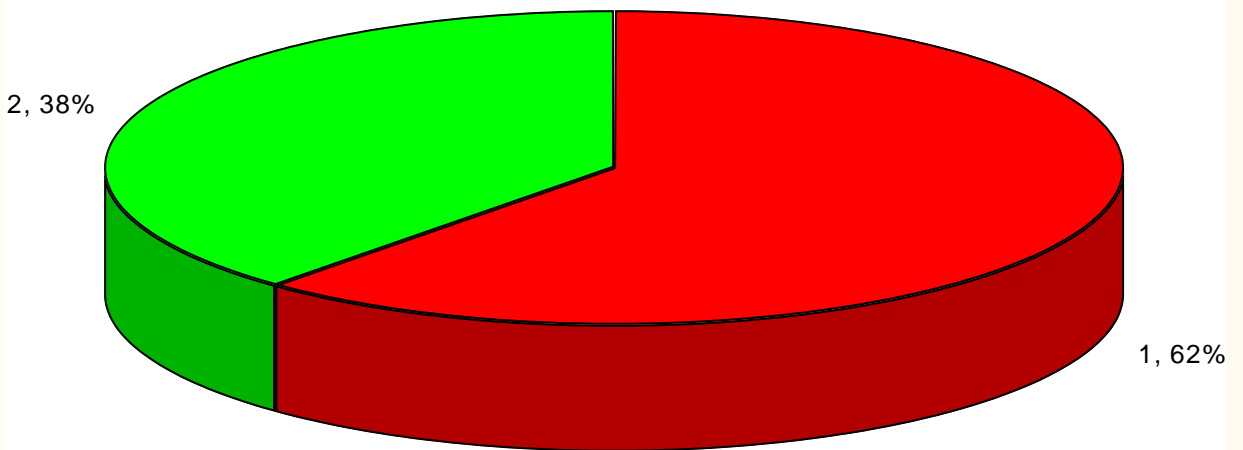


a4



1, 100%

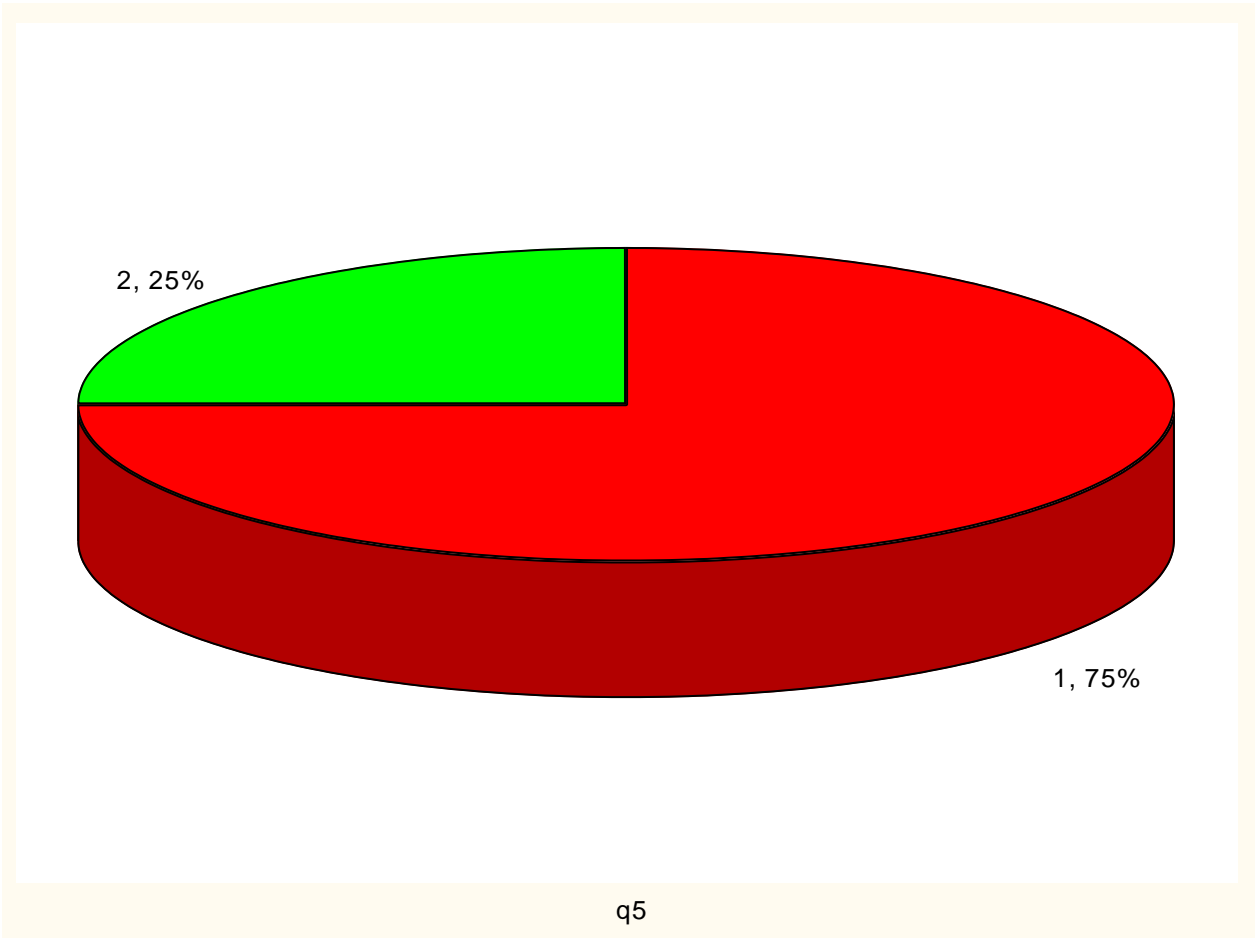
q2

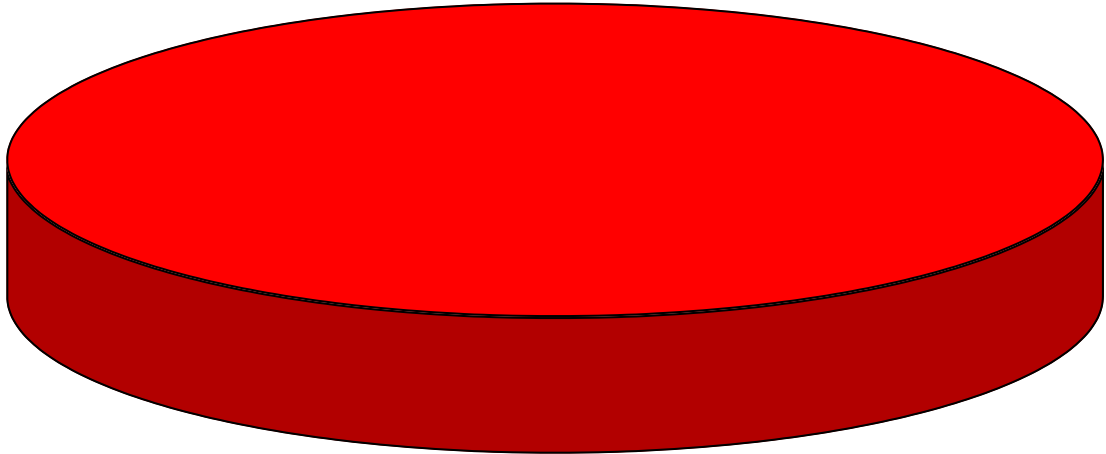


2, 38%

1, 62%

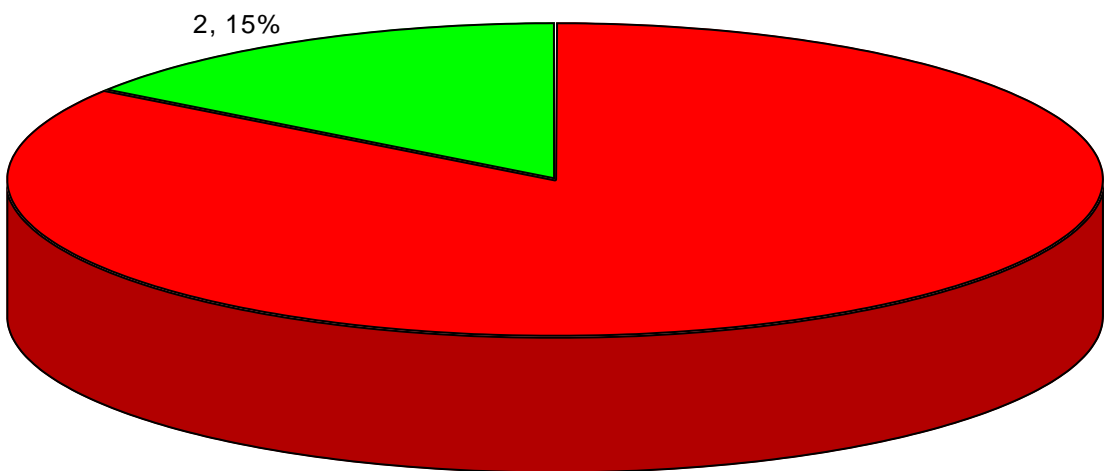
q4





1, 100%

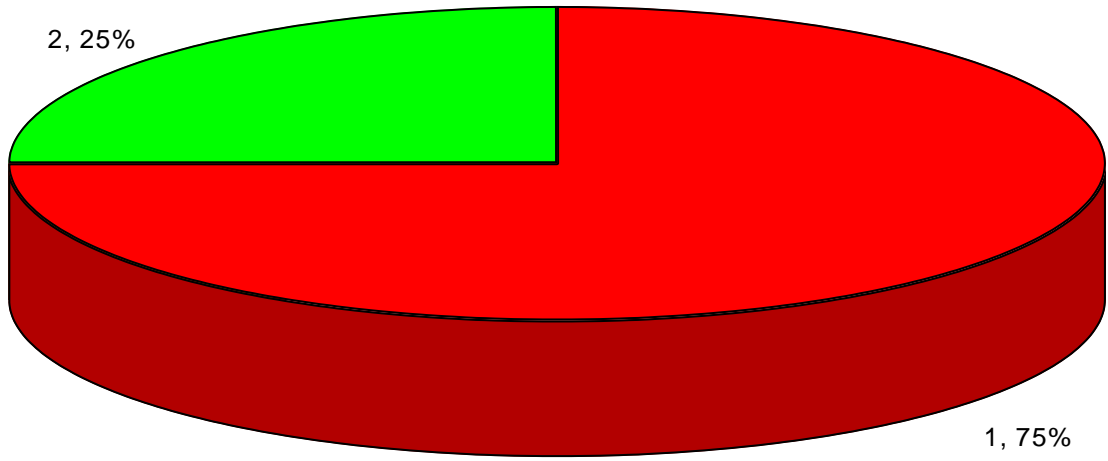
q7



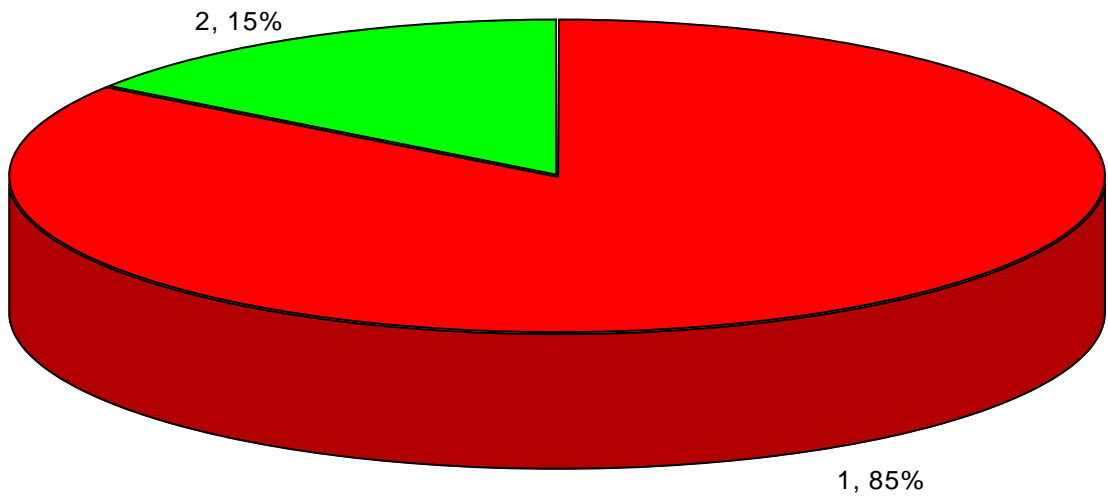
2, 15%

1, 85%

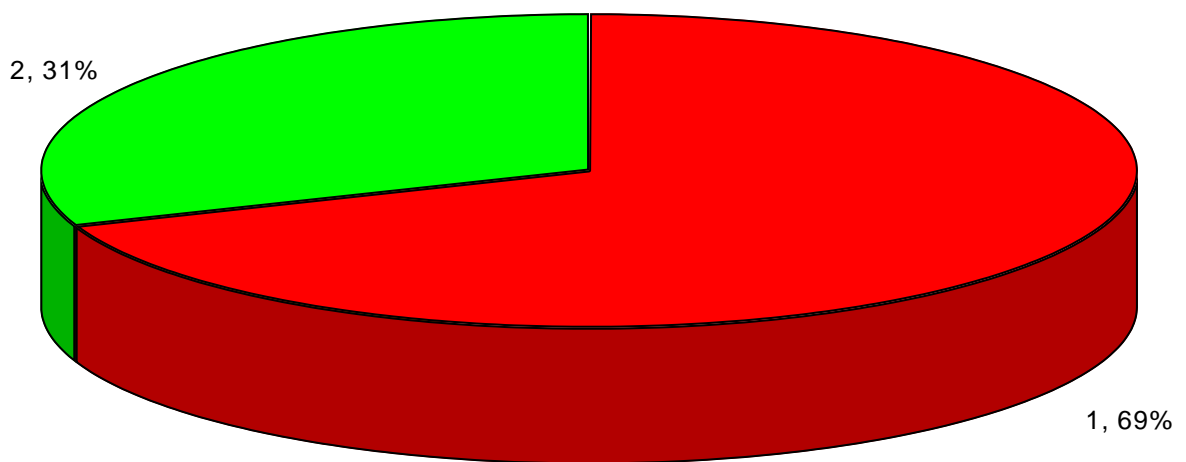
q3n1



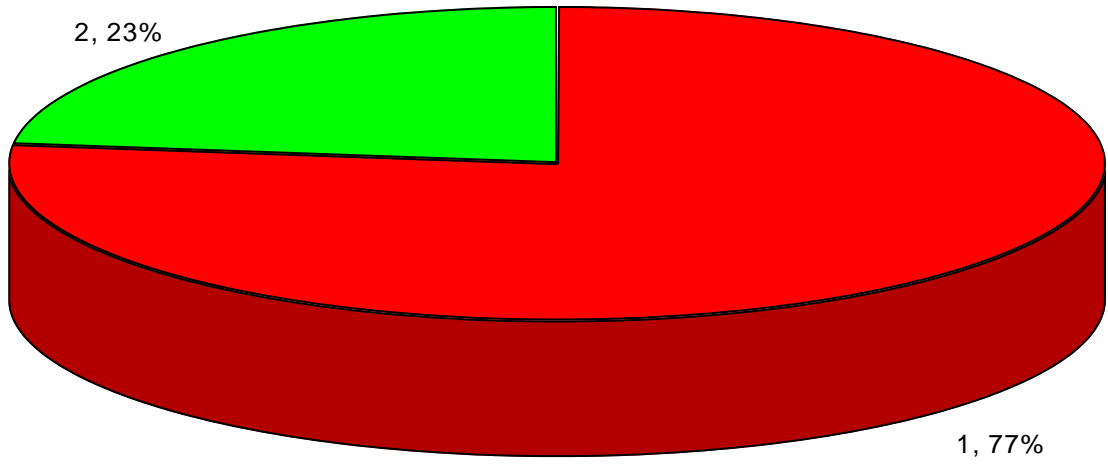
q3n2



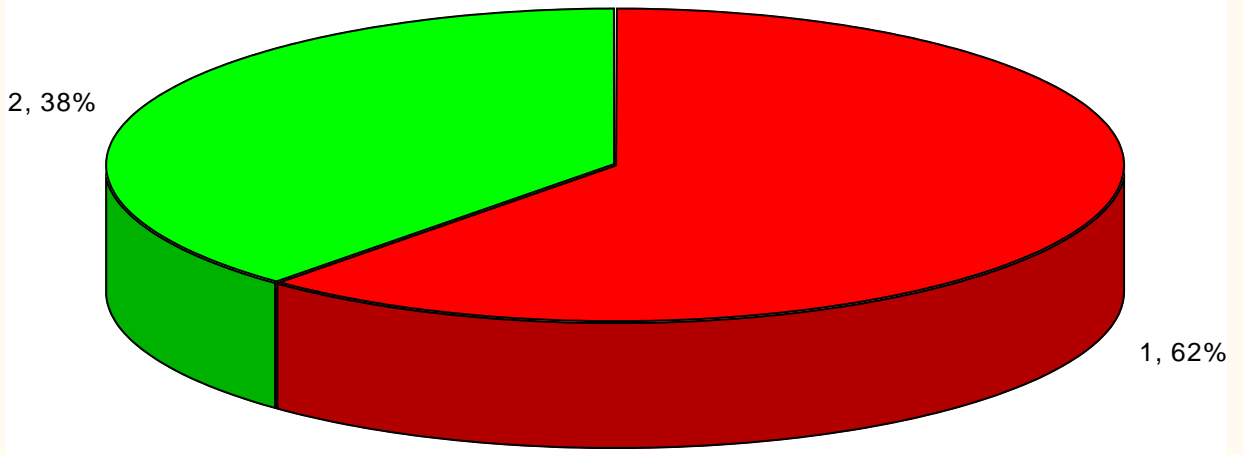
q3n3



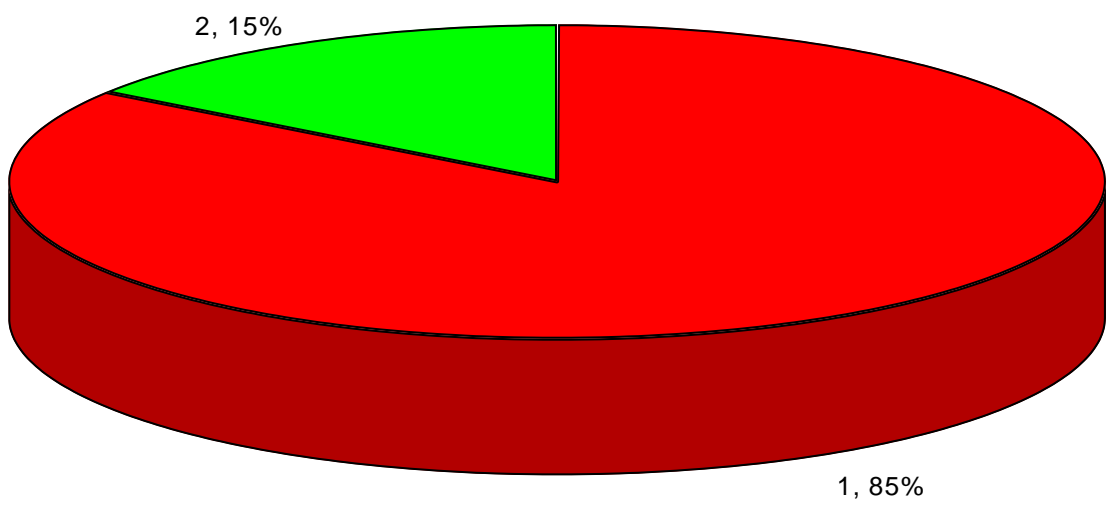
q3n5



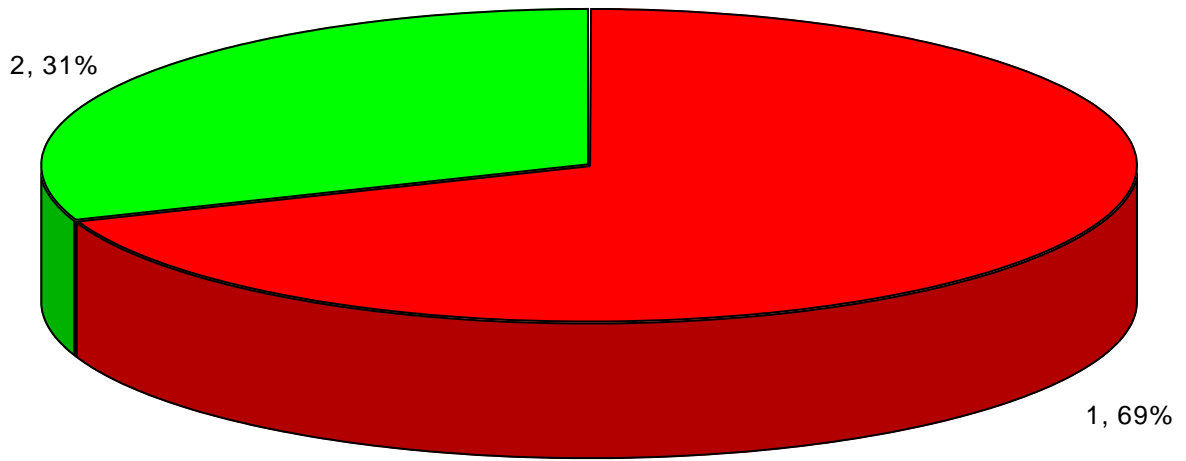
q3n7



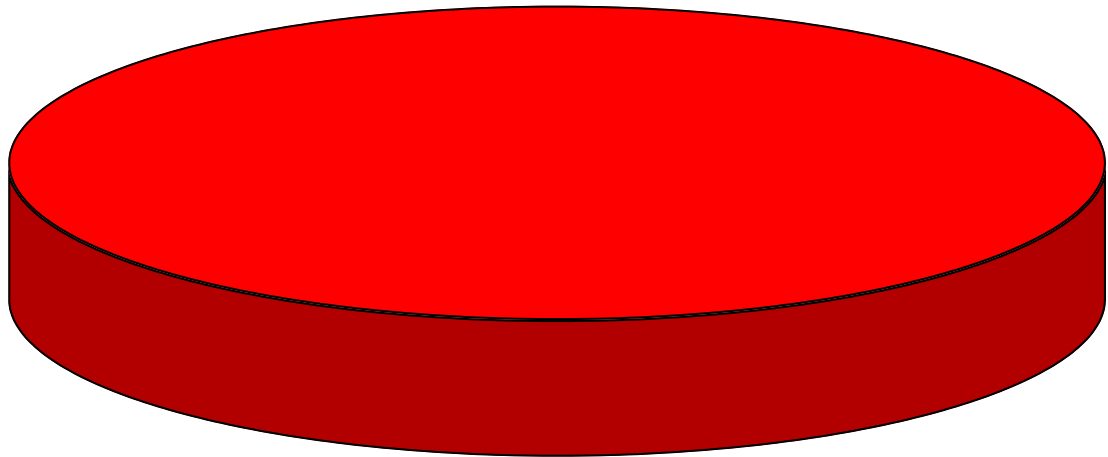
q3n8



q4n2

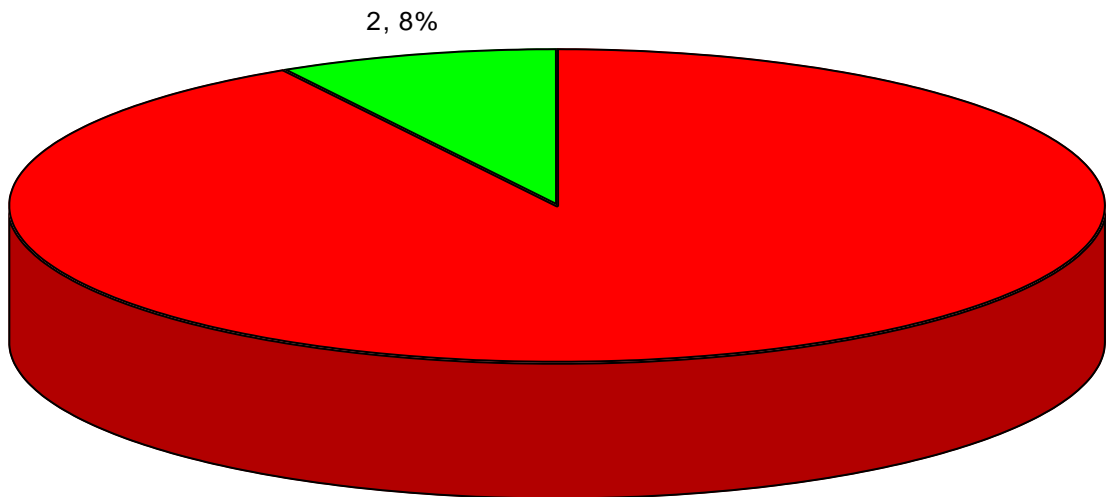


q4n3



1, 100%

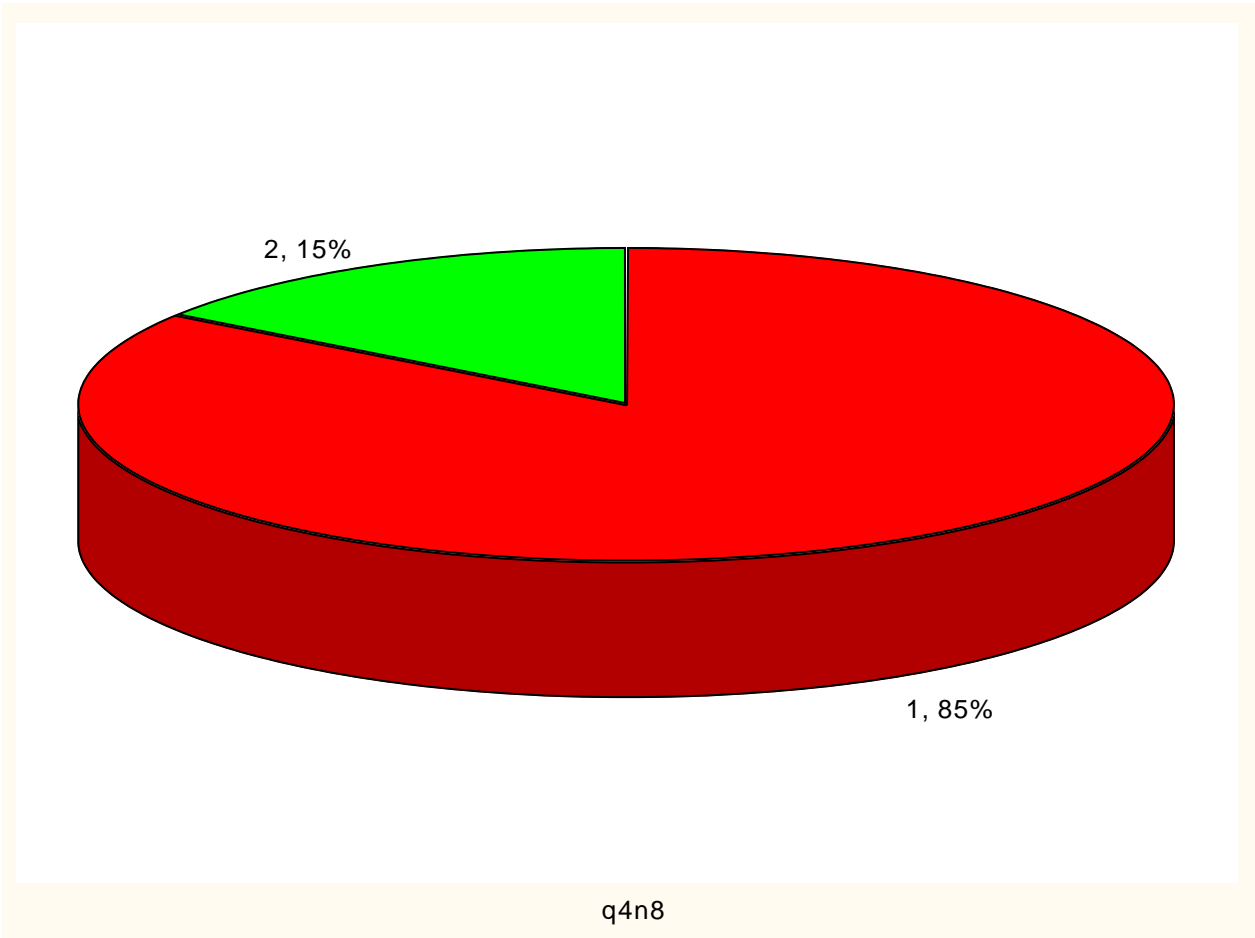
q4n4

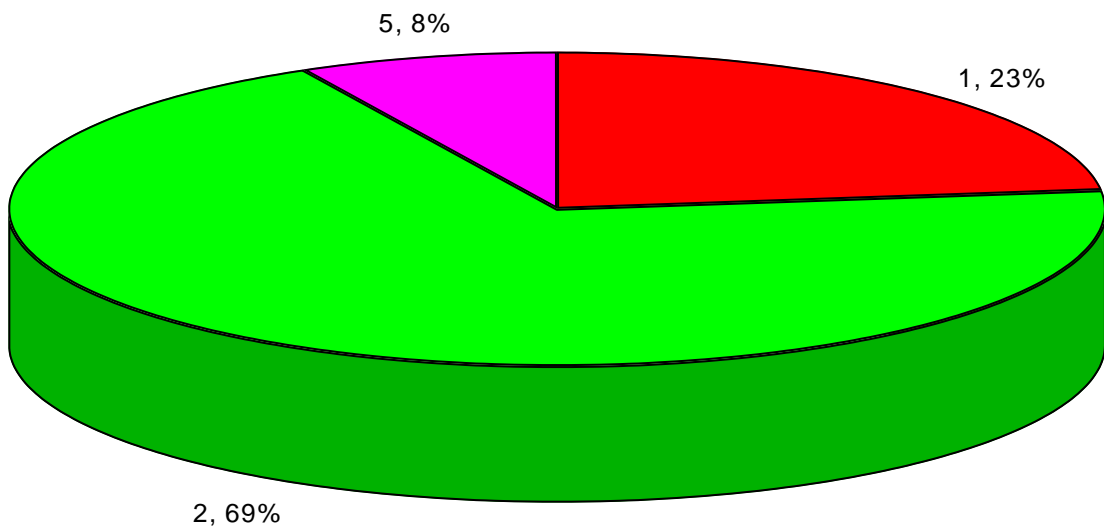


2, 8%

1, 92%

q4n5





q4n9

# REQUEST FOR PERMISSION TO CONDUCT A STUDY: MS N. NKOSI

## ANNEXURE 3



City of Johannesburg  
Social Development Department

154 Loveday Street  
Draaiensfontein

PO Box 31244  
Braamfontein  
South Africa  
2017

Tel +27(0)11 407 7000  
Fax +27(0)11 402 4304

[www.joburg.org.za](http://www.joburg.org.za)

**TO:** Professor B.R. Hanyane  
North-West University Potchefstroom Campus

**FROM:** Mr Donny Phakwago  
Director: Food Resilience Unit  
Social Development Department

**DATE:** 24 October 2016

**SUBJECT:** GRANTING OF PERMISSION TO CONDUCT RESEARCH

The above matter refers.

Ms Nomsa Nkosi, SAP No. 33035618 is an employee of the City of Johannesburg in Social Development Department under Food Resilience Unit. She is pursuing research towards a full Master's Degree in Public Management and Governance at the Potchefstroom Campus of the North-West University. The topic of Ms Nkosi's research is "Evaluation of public participation and poverty alleviation programmes: the case study of the City of Johannesburg (CoJ).

She is hereby granted permission to conduct her research consulting certain managers and randomly selected beneficiaries in Social Development Department under Food Resilience Unit as a unit of analysis for her Master's Degree study.

If there are any further enquiries, please don't hesitate to contact myself, as line manager, at the above-mentioned contact details.

Warm regards,

A handwritten signature in black ink, appearing to be "Donny Phakwago", written over a horizontal line.

Mr Donny Phakwago  
Director: Food Resilience Unit  
City of Johannesburg  
Social Development Department  
Tel: (010) 214 - 0002  
Cell: 082 550 2875  
Email: [kopip@joburg.org.za](mailto:kopip@joburg.org.za)



NORTH-WEST UNIVERSITY  
YUNIBESITHI YA BOKONE-BOPHIRIMA  
NOORDWES-UNIVERSITEIT  
POTCHEFSTROOMKAMPUS

Private Bag X6001, Potchefstroom  
South Africa, 2520

Tel: (018) 299-4332

Web: <http://www.nwu.ac.za>

School of Social and Government Studies

Tel: (018) 299 1629

Fax: (018) 299 4254

E-mail:

[barry.hanyane@nwu.ac.za](mailto:barry.hanyane@nwu.ac.za)

30 August 2016

Mr Donny Phakwago  
Director: Food Resilience Unit  
Social Development Department  
City of Johannesburg

Dear Sir / Madam

**RE: Request to use and have access City of Johannesburg' s Social Development (Food Resilience) database and archive system as a unit of analysis in Master's Degree - Research**

The above matter refers.

Ms. Nomsa Nkosi is pursuing research towards a full Masters Degree in Public Management and Governance at the Potchefstroom Campus of the North-West University, and therefore requires permission to interview and consult Senior Managers or their office managers including having focus group interviews with randomly selected beneficiaries.

The topic of Ms. Nkosi's research is "Evaluation of public participation and poverty alleviation programmes: the case study of the City of Johannesburg (CoJ)". The research objectives of the study *inter alia* include:

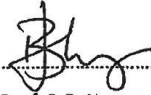
- i) To evaluate public participation and poverty alleviation programmes in the CoJ.

- ii) To establish an understanding of poverty alleviation and public participation programmes as established and implemented in the CoJ.
- iii) To investigate the intricate relationship between public participation and poverty alleviation programmes in relation to the CoJ.
- iv) To determine interventions that are established and implemented to address public participation and poverty alleviation programmes in the CoJ.
- v) To identify all public structures and stakeholders involved in the public participation and poverty alleviation programmes in the CoJ.
- vi) To determine the significant successes and failures achieved by the CoJ's poverty alleviation and public participation programmes established and implemented by the functioning of regional coordinators committees.


Permission is hereby requested to interview and consult Senior Managers or their office managers and randomly selected beneficiaries as a unit of analysis for the research. Completion of the semi-structured interviews should be as brief as possible and anonymity of participatory results and confidentiality are guaranteed.

If there are any further enquiries, please contact myself, as supervisor, at the above-mentioned contact details, or the researcher at the following numbers 083 293 4087 or e-mail: NomsaNk@joburg.org.za

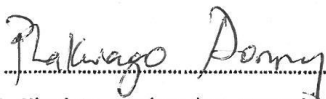
Kind Regards

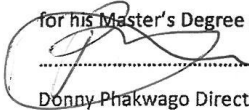


Prof. B.R. Hanyane  
Study supervisor



Ms. N. Nkosi  
Master's Researcher/Employee CoJ

I  (Manager) hereby grant does not grant permission to Ms. N. Nkosi to conduct her research consulting certain senior managers and randomly selected beneficiaries in the Social Development Department of the City of Johannesburg as a unit of analysis for his Master's Degree study.



(Signature)

Donny Phakwago Director: Food Resilience Unit, City of Johannesburg (Gauteng)



# PROOF REGISTRATION FORM 2015

ANNEXURE 5



## CERTIFICATE OF REGISTRATION 2015

It is hereby certified that

**NOMUSA NKOSI** (date of birth 1964/11/18)  
(student number 26831260 - 2015)

is registered as a student on the Potchefstroom Campus for  
**MA IN PUB MAN AND GOV**  
**PART TIME (Final)**

PC Faculty of Arts

Curriculum L800P PUBLIC MANAGEMENT AND GOVERNANCE

Academic year : 1  
Historical year : 1

Modules: PUMA 8 71 (H)

\*H = core module; X = non-core module; A = additional module

Registration date: 2015/03/31

Date of issue: 2015/03/31

Last date of qualification and module amendments:  
Year Subject 2015/02/13

pp CAMPUS REGISTRAR



# REGISTRATION OF TITLE AND APPOINTMENT OF SUPERVISOR



NORTH-WEST UNIVERSITY  
YUNIBESITI YA BOKONE-BOPHIRIMA  
NOORDWES-UNIVERSITEIT  
POTCHEFSTROOM CAMPUS

## ANNEXURE 7

### Faculty of Arts

COVER PAGE: COMMITTEE FOR ADVANCED DEGREES [CAD-1]

### REGISTRATION OF TITLES

### AND THE APPOINTMENT OR AMENDMENT OF SUPERVISORS / PROMOTERS

REGISTRATION FOR	
Registration of title	X
Amendment of title	
Appointment of supervisor[s] or promoter[s]	
Amendment of supervisor[s] or promoter[s]	

DEGREE FOR WHICH STUDENT IS REGISTERED		
Master's	Dissertation with modules	
Master's	Dissertation without modules	x
Master's	Mini-dissertation with modules	
Doctoral		

WEIGHTS	
Dissertation/mini-dissertation/thesis	thesis
Modules	
TOTAL	

PARTICULARS OF STUDENT	
Title [Mr/Mrs/Miss/etc]	Ms
Initials and surname	N. Nkosi
Student number	26831260
Postal address	No. 1 First Avenue Bezuidenhoutvalley 2094
Telephone number [home or work]	(010) 214 0354
Cell phone number	083 293 4087
E mail adress	nomsaNk@joburg.org.za

SCHOOL, QUALIFICATION AND CURRICULUM CODE	
School	NORTH WEST UNIVERSITY
Qualification	MASTERS IN PUBLIC MANAGEMENT AND GOVERNANCE
Curriculum code	PUMA 871 (H)

PARTICULARS OF TITLE	
Title [or old title, if title is changed]	EVALUATION OF PUBLIC PARTICIPATION PROGRAMME IN POVERTY ALLEVIATION: THE CASE STUDY OF THE CITY OF JOHANNESBURG (CoJ).
New title [amendment of a title must briefly be motivated separately in writing]	

**INDICATE WHERE THE THEME RESORTS**

Focus Area: Social Transformation	X
Research Unit: Languages and Literature in the SA Context	
Niche Area: Musical Arts in South Africa: Resources and Application	
Other research entity: Specify [name]:	
Outside research entities	

ETHICAL CLEARANCE:	YES	NO
Short form: Ethical implications?		

<i>If yes:</i>		
<b>Umbrella clearance?</b>		
<i>If no:</i>		
<b>Longer ethical form: clearance?</b>	X	
Ethics number where applicable:		

<b>PARTICULARS OF SUPERVISOR[S]/PROMOTER[S]</b>	
<b>NOTE</b>	
In the case of amendments the particulars of the new persons must be indicated here and it must be indicated separately in writing who must be replaced by whom, with a brief motivation included	
<b>Supervisor/promoter</b>	<b>Prof. Barry Rhulani Hanyane</b>
<b>Postal address</b>	<b>P.O. Box 41 Chiawelo Soweto 1817 Johannesburg</b>
<b>Telephone number [home]</b>	<b>(011) 984-5550</b>
<b>Telephone number [work]</b>	<b>(018) 299-4332</b>
<b>Cell phone number</b>	<b>083 697 9247</b>
<b>E mail address</b>	<b>Barry.hanyane@nwu.ac.za</b>
<b>Co-supervisor[s] or co-promoter[s]</b>	<b>NIL.</b>
<b>Postal address</b>	
<b>Telephone number [home]</b>	
<b>Telephone number [work]</b>	
<b>Cell phone number</b>	
<b>E mail address</b>	
<b>Co-supervisor[s] or co-promoter[s]</b>	<b>NIL.</b>
<b>Postal address</b>	
<b>Telephone number [home]</b>	
<b>Telephone number [work]</b>	
<b>Cell phone number</b>	
<b>E mail address</b>	
<b>Co-supervisor[s] or co-promoter[s]</b>	<b>NIL.</b>
<b>Postal address</b>	
<b>Telephone number [home]</b>	
<b>Telephone number [work]</b>	
<b>Cell phone number</b>	
<b>E mail address</b>	

**APPROVAL**

Supervisor/promoter	Programme leader and Subject group	FA/RU director	School director
<p>_____</p> <p><b>Date:</b> _____</p>	<p><u>Programme leader</u></p> <p>_____</p> <p><u>Subject group</u></p> <p>_____</p> <p>_____</p> <p><b>Date:</b> _____</p>	<p><b>CAD-approval:</b></p> <p>Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p>_____</p> <p><b>Date:</b> _____</p>	<p>_____</p> <p><b>Date:</b> _____</p>

**DATE SENT TO ADMINISTRATIVE MANAGER:** \_\_\_\_\_

**DATE APPROVED :** Executive Management: \_\_\_\_\_

# APPOINTMENT OF EXAMINERS



NORTH-WEST UNIVERSITY  
YUNIBESITI YA BOKONE-BOPHIRIMA  
NOORDWES-UNIVERSITEIT  
POTCHEFSTROOM CAMPUS

## ANNEXURE 8

### Faculty of Arts

COVER PAGE: COMMITTEE FOR ADVANCED DEGREES [CAD-2]

### APPOINTMENT OR AMENDMENT OF EXAMINERS /

### AMENDMENT OF TITLE

IMPORTANT: ALWAYS PROVIDE ALL THE DETAILS — ALSO IF ANYTHING IS CHANGED

APPLICATION FOR	
Amendment of title	
Appointment of examiners	
Amendment of examiners	

DEGREE FOR WHICH STUDENT IS REGISTERED		
Master's	Dissertation with modules	
Master's	Dissertation without modules	
Master's	Mini-dissertation with modules	
Master's	Mini-dissertation without modules	
Doctoral		

WEIGHTS	
Dissertation/mini-dissertation/thesis	
Modules	
TOTAL	100

<b>PARTICULARS OF STUDENT</b>	
<b>Title [Mr/Mrs/Miss/etc]</b>	<b>Ms</b>
<b>Initials and surname</b>	<b>N. Nkosi</b>
<b>Student number</b>	<b>26831260</b>
<b>Postal address</b>	<b>No. 1 First Avenue Bezuidenhoutvalley Johannesburg 20194</b>
<b>Telephone number [home or work]</b>	<b>(011) 614 - 5250</b>
<b>Cell phone number</b>	<b>083 293 4087</b>
<b>E mail address</b>	<b>nomsaNk@joburg.org.za</b>

<b>SCHOOL, QUALIFICATION AND CURRICULUM CODE</b>	
<b>School</b>	<b>North-West University Potchefstroom Campus</b>
<b>Qualification</b>	<b>Master's in Public Management and Governance</b>
<b>Curriculum code</b>	<b>L_____P</b>

PARTICULARS OF TITLE	
Title [or old title, if title is changed]	Evaluation of public participation and poverty alleviation programmes: the study case of the City of Johannesburg (CoJ).
New title [amendment of a title must briefly be motivated separately in writing]	

PARTICULARS OF SUPERVISOR[S]/PROMOTER[S]	
<b>NOTE</b>	
In the case of amendments the particulars of the new persons must be indicated here and it must be indicated separately in writing who must be replaced by whom, with a brief motivation included	
Supervisor/promoter	
E-mail address	
Co-supervisor[s] or co-promoter[s]	
E-mail address	

PARTICULARS OF EXAMINERS	
Name	Internal <input type="checkbox"/> External / <input type="checkbox"/>
Institution	
Address	
E Mail address	
Telephone	
Name	Internal <input type="checkbox"/> External / <input type="checkbox"/>
Institution	
Address	
E Mail address	
Telephone	
Name	Internal <input type="checkbox"/> External / <input type="checkbox"/>
Institution	

<b>Address</b>	

<b>E Mail address</b>	
<b>Telephone</b>	

<b>Information about the dissertation / thesis</b> <b>[Maximum of 10 lines provided by study leader / promoter]</b>

APPROVAL			
Supervisor/promoter	Programme leader and Subject group	FA/RU director	School director
_____ - <b>Date:</b> _____ -	<u>Programme leader</u> _____ <u>Subject group</u> _____ _____ <b>Date:</b> _____	<b>CAD-approval:</b> <b>Yes</b> <input type="checkbox"/> <b>No</b> <input type="checkbox"/> _____ <b>Date:</b> _____	_____ <b>Date:</b> _____

**DATE SENT TO ADMINISTRATIVE MANAGER:** \_\_\_\_\_

**DATE APPROVED :** Executive Management: \_\_\_\_\_

# SHORT SIGNED ETHICS FORM

## ANNEXURE 9



NORTH-WEST UNIVERSITY  
YUNIBESITHI YA BOKONG-BOPHIRIMA  
NOORDWES-UNIVERSITEIT  
POTCHEFSTROOM CAMPUS

Private Bag 00301, Potchefstroom  
South Africa 2520

Tel: (018) 299-1111/2222  
Web: <http://www.nwu.ac.za>

Focus Area: Social Transformation  
Tel: (018) 299 1751  
Fax: (018) 299 1773

### Ethics form for preliminary ethical assessment

The research leader as well as the post graduate student, if applicable, needs to complete this form so that the Faculty of Arts Ethics Committee can determine whether full ethical clearance is needed.

If you answered **Yes** to any of the following ten (10) questions/statements it is an indication that an ethical application form should be completed and that the full ethical clearance process in the Faculty should be followed. If you answer **No** to all ten the questions/statements ethical clearance by the Faculty's Ethics Committee is not needed.

#### Note:

(i) In both instances, Yes or No, this form must be signed by the student, Research Leader and Head of the Research Entity and send to the Faculty Ethics Office, Internal box 147 or via e-mail.

(ii) Remember that the ethics application process can only start after the research proposal has been approved by a Committee for Advance Degrees (CAD). The approval for registration of a title by the Faculty Management Committee can also only be undertaken after the ethics process has been completed and an ethics number has been provided.

(iii) The ethics application form can be obtained from the Faculty Ethics Office ([Willie.vanwyk@nwu.ac.za](mailto:Willie.vanwyk@nwu.ac.za) or [Yvette.vandermonwc@nwu.ac.za](mailto:Yvette.vandermonwc@nwu.ac.za)), rooms 40/41 in Building F13. If you need any assistance regarding the ethics process you can also contact Willie at 2991751 or Yvette at 852301.

### 1. Type of research

Indicate with a cross (X) in the box the type of research for which you fill in this form:

Undergraduate project	<input type="checkbox"/>
Honours mini-dissertation	<input type="checkbox"/>
M mini-dissertation	<input type="checkbox"/>
M dissertation	<input checked="" type="checkbox"/>
PhD thesis	<input type="checkbox"/>
Research project	<input type="checkbox"/>
Article	<input type="checkbox"/>

# SIGNED ETHICS APPLICATION FORM

ANNEXURE 10



NORTH-WEST UNIVERSITY  
YUNIBESITHI YA BOKONE-BOPHIRIMA  
NOORDWES-UNIVERSITEIT

## NWU ETHICS APPLICATION FORM Faculty of Arts (Potchefstroom Campus)

### Application for Approval of Scientific Projects with Human Participants

Version 1: January 2016

#### CONFIDENTIAL/VERTROULIK!

*NB! This document contains confidential information that is intended exclusively for the applicant(s), the Institutional Research Ethics Regulatory Committee (IRERC), the Ethics Committee of the Faculty of Arts (REC) and the designated adjudicators.*

*NB! This application form is currently in development by the IRERC in Web-format in Afrikaans and English. As soon as it has been designed in Web format it will replace this form.*

Information for the completion of this application form:

1. Complete all sections of the application form, but there may however be certain sections or sub-sections that are not applicable to all disciplines and in such a case can be indicated with a N/A;
2. There are 10 sections to be completed by the research leader and students are not authorised to complete an ethics application form;
3. The completed ethics application form should be presented to the administration office of the Faculty Ethics Committee only after a Committee of Advanced Degrees (CAD) has approved and certified that the proposal is scientifically sound and of high quality;
4. The following sections must be signed before submission:
  - 10a (research/study/project leader);
  - 10b (school director and research director); and
  - 10c (Head of NWU Statistical Services – only if applicable. See Section 4.5);
5. Email the completed ethics application form to [Willie.vanwyk@nwu.ac.za](mailto:Willie.vanwyk@nwu.ac.za) or [Yverle.vandarmarwe@nwu.ac.za](mailto:Yverle.vandarmarwe@nwu.ac.za);
6. Any questions regarding the completion of the ethics application form or the Faculty ethics process may be emailed to the individuals mentioned in 3 or phone X1751 or 018-652301

NWU Ethics Number (for office use only)																													
N		W		U		-		?		?		?		?		-		?		?		-		?		?			
Institution		Project Number		Year		Status		Project Number		Year		Status		Project Number		Year		Status		Project Number		Year		Status		Project Number		Year	
0186		3		1		1		1		1		1		1		1		1		1		1		1		1		1	
Campus	Potchefstroom	Faculty	Arts	Project Head	Prof HC van Dik	Research Focus Area / Unit	Social Transformation	Student	x	Type of Application (M0, P-C, M000, D000)	MA	Project Title	Evaluation of Public Participation Programme in Poverty Alleviation: The case study of the City of Johannesburg (CoJ).																

H. Nien 29/04/2016

# SIGNED PROGRESS REPORT 2015

## ANNEXURE 11



NORTH-WEST UNIVERSITY  
YUNIBESITHI YA BOKONE-BOPHIRIMA  
NOORWES-UNIVERSITEIT  
POTCHEFSTROOM CAMPUS

Private Bag X05, Nordbrug  
South Africa 2522

Tel: 018 299-4332  
Fax: 018 299-2999  
Web: <http://www.nwu.ac.za>

Public Management and Governance  
Tel: 0162994532  
Fax: 0162994254  
Email: [Barry.Hanyane@nwu.ac.za](mailto:Barry.Hanyane@nwu.ac.za)

14 January 2015

Att: Mr Wandile Zwane  
Executive Head: Social Development  
The City of Johannesburg  
Tel: (011) 407 - 7509  
E-mail: [wandilez@joburg.org.za](mailto:wandilez@joburg.org.za)

Sir

**PROGRESS REPORT: Ms N. Nkosi 26831260 (NW University)**

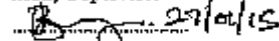
Ms Nkosi is studying for the MA (PBL) degree under my supervision (Prof. Barry R. Hanyane) as the primary study promoter. She has since submitted chapters 1, 2, 3 and 4 for feedback. Chapters 5 must still be submitted in 2015. Thereafter a total review of all chapters must be observed, written language editing (cost implications considered), copy binding (date), and the submission of copies to the examinations department and the library must still be concluded. It should be noted that her research work is an on-going exercise relative to course work curriculum. She will be expected to re-register as per the university policy in 2015.

In my opinion Ms Nkosi has made good progress with her research. Her commitment to complete her studies can also be viewed in continuing under my supervision. Given ample time and opportunity it is my assessment that she should be able to complete her studies well. She has since been accepted at the North West University and granted permission to submit chapter 5 later in the year pending feedback and discussions in February 2015.

Kind regards

Prof. B.R. Hanyane

Study Supervisor

 29/01/15

(DLitt et Phil - Public Administration Unisa)  
Focus Group: Public Administration and Governance  
North West University  
Potchefstroom Campus  
Tel: (018) 299-4332  
Fax: (018) 299-4254  
083 697 9247  
[barry.hanyane@nwu.ac.za](mailto:barry.hanyane@nwu.ac.za)

# SIGNED PROGRESS REPORT 2016

## ANNEXURE 12



NORTHWEST UNIVERSITY  
UNIBESITHI YA BOKONE-BOPHIRIMA  
NORTHWEST-UNIVERSITEIT  
POTCHEFSTROOM CAMPUS

Private Bag X06, Noordrug  
South Africa 2622

Tel: 018 299-4332  
Fax: 018 299-2939  
Web: <http://www.nwu.ac.za>

Public Management and Governance  
Tel: 0182994332  
Fax: 0182994254  
Email: [Barry.Hanyane@nwu.ac.za](mailto:Barry.Hanyane@nwu.ac.za)

24 February 2016

Attn: Mr Wandile Zwane  
Executive Head: Social Development  
The City of Johannesburg  
Tel: (011) 407 - 7509  
E-mail: [wandilez@joburg.org.za](mailto:wandilez@joburg.org.za)

Sir

**PROGRESS REPORT: Ms N. Nkosi 26831260 (NW University)**

Ms Nkosi is studying for the MA (PBL) degree under my supervision (Prof. Barry R. Hanyane) as the primary study promoter. She has since submitted chapters 1, 2, 3 and 4 for feedback. Chapter 5 has already been submitted in date. Feedback is due this month of February 2016. Thereafter a final review of all chapters must be observed wherein language editing (cost implications considered), copy binding (ditte), and the submission of copies to the examinations department and the library must still be concluded. It should be noted that her research work is an on-going exercise relative to course work curriculum. She will be expected to re-register as per the university policy in 2016.

In my opinion Ms Nkosi has made good progress with her research. Her commitment to complete her studies can also be viewed in confidence under my supervision. Given ample time and opportunity it is my assessment that she should be able to complete her studies well. She has since been accepted at the North West University and granted permission to submit chapter 5, which she has since observed in February 2016.

Kind regards

**Prof. B.R. Hanyane**

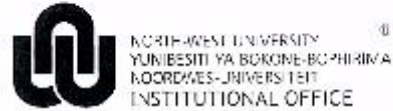
Study Supervisor

A handwritten signature in black ink, appearing to read 'Barry Hanyane'.

(Faculty of Social Sciences - Public Administration Unit)  
Focus Group: Public Administration and Governance  
North West University  
Potchefstroom Campus  
Tel: (018) 299-4332  
Fax: (018) 299-4254  
083 697 9247  
[barry.hanyane@nwu.ac.za](mailto:barry.hanyane@nwu.ac.za)

## PERMISSION TO ATTEND IN JULY 2016

### ANNEXURE 13



Private Bag X1290, Potchefstroom  
South Africa 2520

Tel: 018 299-1900  
Fax: 018 299-4910  
Web: <http://www.nwu.ac.za>

Prof. B.R. Hanyane  
Office no. 150  
Building F13  
North West University  
Potchefstroom campus

Mr Donny Phakwago (Director: Food Resilient Unit)  
City of Joburg  
Social Development Dept.

Sir

**Re: Permission to correct research dissertation for Masters degree and data collection (Ms. N. Nkosi - student)**

An application is hereby forwarded to you for consideration in seeking permission to make corrections for the written chapters of the envisaged Masters dissertation by Ms. N. Nkosi and data-gathering preparations. The purpose of gathering such data is to assist in the completion of the empirical component of the applicant's Master's degree (Public Management and Governance) - qualification. The responsible supervisor in this respect is Prof. B.R. Hanyane of the North West University, Potchefstroom campus. The title of her research dissertation reads: "Evaluation of participation programmes in poverty alleviation: The case of the City of Johannesburg". The expected timeframe of completion of data collection is end of September 2016. A request is hereby made that the candidate be afforded study leave to travel to the Potchefstroom campus from 12/07/2016 till 15/07/2016 in respect of the above-listed obligations.

I trust that no inconvenience will be caused by this proposed arrangement.

Yours faithfully

Prof. Barry R. Hanyane  
[barry.hanyane@nwu.ac.za](mailto:barry.hanyane@nwu.ac.za)  
Tel: (018) 299-2334 (w)  
0836979247 (cell)

Signed:  Date: 06 July 2016

# PERMISSION TO ATTEND IN AUGUST 2016

## ANNEXURE 14



NORTH-WEST UNIVERSITY  
YUNIBESITHI YA BOCKOR: BOPHIRIMA  
NORTHWEST-UNIVERSITEIT  
INSTITUTIONAL OFFICE

Private Bag X1250, Potchefstroom  
South Africa 2520

Tel: 018 299-4300  
Fax: 018 299-4510  
Web: <http://www.nwu.ac.za>

Prof. B.R. Hanyane  
Office no. 150  
Building #13  
North West University  
Potchefstroom campus

Mr Donny Phakwaga (Director: Food Resilient Unit)  
City of Joburg  
Socio. Development Dept.

Sir


**Re: Permission to correct research dissertation for Masters degree and data collection (Ms. N. Nkosi - student)**

An application is hereby forwarded to you for consideration in seeking permission to make corrections for the written chapters 2 and 3 of the envisaged Masters dissertation by Ms. N. Nkosi. The responsible supervisor in this respect is Prof. B.R. Hanyane of the North West University, Potchefstroom campus. The title of her research dissertation reads: "Evaluation of participation programmes in poverty alleviation: The case of the City of Johannesburg". The expected timeframe of completion of data collection is end of September 2016. A request is hereby made that the candidate be afforded study leave to travel to the Potchefstroom campus from 08/08/2016 till 12/07/2016 in respect of the above-listed obligations.

I trust that no inconvenience will be caused by this proposed arrangement.

Yours faithfully

Prof. Barry R. Hanyane  
[barry.hanyane@nwu.ac.za](mailto:barry.hanyane@nwu.ac.za)  
Tel: (018) 299-2334 (w)  
0836979247 (cel)

Signed:  Date: 01 August 2016

## LANGUAGE CERTIFICATE

### ANNEXURE 15

Joan Herrema

250 Troye St

Mucklencuk

Pretoria 0002

Date: 11 December 2016

#### TO WHOM IT MAY CONCERN

This is to certify that I have duly edited a dissertation for the degree of Master of Public Management and Governance in the Faculty of Arts-School of Social Governance Studies at the North West University Potchefstroom campus – *Evaluation of public participation and poverty alleviation programmes: The case of the City of Johannesburg* by Nomusa Nkosi.

I have a BA majoring in Latin and English from the University of Pretoria, Honours in English Language and Literature from Unisa and Troisième Degré in French from the Alliance Francaise. Throughout my 37-year fulltime career and the twenty years since, I have been involved with the process of writing English, editing English or lecturing in the field of Media Studies, English for Journalism and Business English at various tertiary institutions (Tshwane University of Technology, Boston College, Damelin College, Rosebank College and College Campus) as well as editing documents and theses for students at universities throughout the country. I have also served as a judge for the annual competition of the Publications Forum of South Africa for the past eight years.

Yours sincerely,

J A Herrema



Joan Ann Herrema (née Thies) 072-126-5174/ 012-440-4753

# REGISTRATION OF TITLE

## ANNEXURE 16



NORTH-WEST UNIVERSITY  
YUNIBESITHI YA BOKONE-BOPHIRIMA  
NOORDWES-UNIVERSITEIT  
POTCHEFSTROOM CAMPUS

Private Bag X6001, Potchefstroom  
South Africa 2520

Tel: 018 299-1111/2222  
Web: <http://www.nwu.ac.za>

Higher Degree Administration  
Tel: 018-299 4194  
Email: [ragel.jafta@nwu.ac.za](mailto:ragel.jafta@nwu.ac.za)

26 January 2017

Dear Ms Nkosi

### REGISTRATION OF TITLE

At the recent Faculty Board meeting, the faculty of Arts approved your title as follows:

**Evaluation of public participation and poverty alleviation programmes: The case of the City of Johannesburg (CoJ)**

The abovementioned title may under **no circumstances** be changed without consulting your supervisor/promoter and obtaining the approval from the Faculty Board.

**Should you wish to submit for examination, please inform your supervisor. Upon approval of your supervisor, please submit the Notice of Submission form THREE months in advance, if you intend on submitting.** The form is available at the M & D department or the administrative manager of the faculty.

#### **Dates of submission of copies for examination:**

- 1 April to 30 April 2017 to qualify for the September/October 2017 graduation ceremony
- 1 October to 30 October 2017 to qualify for the May 2018 graduation ceremony

Should you neglect to submit by 30 October of 2017, the possibility exists that you will not qualify to graduate in May 2018. You will then be required to register again for 2017 to qualify for the next graduation ceremony in September/October 2018.

Your attention is drawn to the following publications / web addresses:

1. A Rules: [http://www.nwu.ac.za/sites/www.nwu.ac.za/files/files/i-governance-management/policy/7P-Arules2015\\_e\\_1.pdf](http://www.nwu.ac.za/sites/www.nwu.ac.za/files/files/i-governance-management/policy/7P-Arules2015_e_1.pdf)
2. Manual for Postgraduate Studies: Is available on the website of the Ferdinand Postma Library

We wish you a pleasant and successful period of study.

Yours sincerely

Ms Ragel Jafta

A handwritten signature in black ink, appearing to read 'Ragel Jafta'.

FOR CAMPUS REGISTRAR  
Original details: (1051217) C:\Users\10512187\Desktop\Title registration.docm  
9 Jan 2017

File reference: 7.1.11.1