

The role of non-governmental organisations in capacity building for democracy in KwaZulu-Natal (KZN): A case study of the Centre for Public Participation (CPP) and the Democracy Development Programme (DDP).

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Abstract

This study evaluates the role of non-governmental organisations (NGOs) in educating people about participatory democracy in post apartheid South Africa. After the first democratic elections in 1994 the new government emphasised the importance of public participation in decision-making. The government has advocated this approach through Reconstruction and Development Programme (RDP) documents (Base Document and White Paper) and the South African Constitution Act 108 of 1996. However, because of public participation, novelty, and social exclusion, the majority of South African citizens still have very limited knowledge and need to be educated about the structures, systems and procedures of participatory democracy. In order to consolidate democratic government, there is a need to shift away from community outreach programmes as ‘road shows’, where there is no two-way ‘iterative and ongoing’ communication because of limited public political knowledge. Conversely, government appears to have done little to increase citizens’ political knowledge.

By contrast, NGOs are playing a crucial role in this regard. This study evaluates the effectiveness of NGOs in improving optimal engagement in government and decision-making processes in KwaZulu-Natal. Given this scenario, the Centre for Public Participation (CPP) and the Democracy Development Programme (DDP) partnership serve as case studies for this research project.

Interviews were conducted with the core facilitators and directors of the two organisations. Through comparative evaluation, the effectiveness of both organisations in promoting participatory democracy was qualitatively and quantitatively assessed using the constant comparative method (Maykut and Morehouse, 1994) and the Statistical Package for Social Sciences (SPSS) computer software respectively.

The results show that the trainees are more likely to participate in developmental issues at local levels compared to non-trainees. The implication of this is that education for participatory democracy is very important. However, it was found that NGOs are not achieving their goal of increasing participation by their target groups in most government processes due to NGO-public differences in what constitutes priorities. Encouraging is that the two NGOs were found to be ‘eye-openers’ for the trainees in that they equipped them with skills that would enable them to monitor local authorities and hold them accountable.

LIST OF ACRONYMS USED

ANC	African National Congress
CPP	Centre for Public Participation
CSOs	Civil Society Organisations
DALP	Democracy, Advocacy and Lobbying Project
DDP	Democracy Development Program
GEAR	Growth, Economy and Redistribution
HSRC	Human Science Research Council
IDASA	Institute for Democracy in South Africa
IDP	Integrated Development Plan
IMPD	Institute for Multi Party Democracy
KZN	KwaZulu Natal
NEDLAC	National Economic Development and Labour Council
NGOs	Non Governmental Organisations
NPOs	Non Profit Organisations
NPP	Non Profit Partnership
RDP	Reconstruction and Development Programme
SARS	South African Revenue Services

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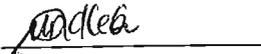
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Declaration

I **Nomagugu Precious Ndlela** declare that this dissertation, unless stated otherwise in the text, is my own original work.



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Dedication

This dissertation is dedicated to my late fathers: *Obabomncane* Bhekizizwe and Philani who played a significant role to my well being and started the same journey but their lives came into an end before they reach their destiny and *Baba omkhulu* Mshiyeni whom his support contributed a lot to my starting of tertiary education.

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CHAPTER 1

1. Introduction

1.1. Stating the Problem

This study seeks to investigate the role of two non-governmental organisations, the Centre for Public Participation (CPP) and the Democracy Development Programme (DDP), in enhancing and strengthening democracy in KwaZulu-Natal, with a specific focus on their efficacy as capacity builders of civil society and community based organisations. The fact that (a majority of) Black South Africans were disenfranchised during the apartheid era resulted in the emergence of an anti-apartheid struggle which was led, *inter alia*, by civic movements, trade unions and NGOs, all of which made particular contributions to the transition to democracy and ultimately to the drafting of the Interim Constitution. After the April 1994 elections a final constitution was drawn up guaranteeing the right of people to participate in government decision making processes (RSA Constitution Act 108, 1996: sect 118 (1); 195 (e); 59 (1)). These include policy making, budgeting, legislating, and planning (Houston and Liebenberg, 2001:1). Indeed, the constitution in principle encourages public participation: “an iterative, on-going communication process between an informed public and the professional team concerning the conceptualisation, development, assessment and decision-making of alternative proposals” (Sowman cited in Donaldson 2000:27). In practice relatively little by way of such participation seems to occur. An intriguing question, then, is: do the newly enfranchised majority lack the knowledge, skills, habits and culture of democratic public participation? The answer to this question, as the present study will demonstrate, is in the affirmative.

Since the democratic transition, Government has called for public participation, but has arguably failed to provide the necessary tools and resources to enable to happen. In an attempt to redress this problem, Non-Governmental Organisations (NGOs) have stepped in to fill the gap. NGOs like the CPP and DDP feel that the best way of helping people to participate in decision making is to empower them through education and development. The

CPP and DDP have been running workshops in KwaZulu-Natal with the aim of consolidating democracy through training individuals and civil society organizations. “Consolidation of democracy in South Africa [thus] entails achieving higher and higher levels of public participation in the political process and the development of institutional channels that enable effective public participation” (Houston and Liebenberg, 2001:3).

In this regard I would like to critically investigate the role played by the CPP and DDP in educating and developing local people (Non-Governmental Organisations (NGOs), Community-Based Organisations (CBOs), traditional, political and ordinary individuals) at grass-roots levels for public participation. My aim in this study is to evaluate the effectiveness of the two NGOs in achieving their stated goals. In other words the main concern of the present study is to identify the effectiveness of the education provided by NGOs in enhancing informed decision-making and advocacy strategies, improving the understanding of the law-making process at national, provincial and local levels, and in increasing direct participation at provincial and local (two lower tiers) level politics.

The consolidation of our democracy depends upon optimal, active citizen participation. However, for citizens to actively participate in governmental processes at all levels, extensive knowledge of structures and functions of government, law-making process, the submission of petitions, informed advocacy strategies, and involvement at local level politics remain essential. NGOs therefore play an important role in providing this knowledge with their capacity building programmes. Few independent evaluations of NGO capacity building exist in this field. Usually, NGOs conduct their own evaluations and assessments which in some instances may be biased, perhaps failing to reflect the real impact that their programmes have on the communities that they are dealing with. Clark (1991:53) notes that ‘there is surprisingly little objective reporting of NGOs projects’. Most NGOs write their own stories and there is no doubt that they usually concentrate on the ‘success stories’ (Clark 1991). In the light of this lacuna in research, it is important to provide an independent evaluation of the contribution of NGOs to participatory democracy.

1.2. Aims and Objectives of the Study

The CPP and DDP are large and important capacity building organisations in KwaZulu-Natal. An assessment of their operations might assist in creating better mechanisms to strengthen democracy in the province and could be of use to both government and civil society¹. For public participation capacity building to be effective, it should be non-partisan. It is the objective of the current study to assess the selection criteria used by the two NGOs when conducting capacity building programmes.

First, I will provide a critical analysis of theoretical accounts of participatory democracy. This will form the background of the study. Participatory democracy requires high levels of informed participation in decision-making, of which there is arguably not enough in South Africa. To close that gap, NGOs play an important role in education for democratic participation. What exactly is their role? How important is education in this regard? In order to answer these questions I will evaluate the extent to which capacity building/education is necessary for participatory democracy.

Second, I will investigate how the CPP and the DDP perceive their role and whether they think they are achieving their stated goals.

Third, I will investigate the perceptions of the trainees to see if they think the training programmes offered by the CPP and DDP enhance their ability to participate effectively in government decision-making.

Fourth, I will evaluate the correlation between the views of the CPP and DDP personnel and those of the trainees to determine if NGOs achieve what they perceive to be their goals. I will also seek to analyse the context in which the CPP and DDP support and/or oppose government programs of development and participation. This will allow me to examine how these institutions promote participatory democracy in the exercise of their role as capacity builders. This study will be guided by the following key questions:

¹ Civil Society refers to formal non-profit structures such as churches, community-based organisations, non-governmental organisations, etc. that form a third sector within the state.

- Do the CPP and DDP enable greater participation in democracy?
- How important is education for participatory democracy?
- How do the CPP and the DDP perceive their role?
- How do the trainees or participants perceive and evaluate the training provided by the CPP and the DDP?
- How effective are CPP and DDP capacity building programs in educating people for political participation? Are they capacitating them with the purpose of being watchdogs, partners to government or consultants?

1.3. Chapter Outline

The first chapter of the study entails an introduction. The second chapter is made up of the literature review and theoretical framework. In this section the historical dimension was explored, and a critique of the relevant theories of democracy was provided. In addition, the extent to which education is important for participatory democracy was considered. And most importantly, it was very crucial to look at the role of NGOs in educating people for participatory democracy and their link to democratic government in general. Research methodology and methods is also found in this chapter.

The third chapter presents findings and describes the results of fieldwork. In this chapter the focus was on the analysis of the role of CPP and DDP. The main intention was to determine the effectiveness of their training projects in particular and the successfulness of the organisations in general. The intriguing question is: are they achieving their stated goals? The scope was narrowed down to one main project, which is the brainchild of the Centre for Public Participation (CPP) and was partly conducted together with the Democracy Development Programme (DDP).

In the fourth chapter the data was analysed quantitatively and interpreted to describe the perceptions of the training workshop participants (trainees) regarding the work of NGOs. The intriguing question to be tackled in this chapter was: is NGO training enabling trainees to participate in South African democracy? To sum up the latter two analyses, it was necessary to present a synthesis, as the fifth chapter, where the summary of findings was discussed with the intention of arriving at the conclusion as to whether the CPP and DDP

are effective in terms of their goals. Furthermore, possible levels of improvement are examined.

The sixth chapter is the conclusion where the main objectives of the study are considered and where necessary recommendations are made.

CHAPTER 2

2. Literature Review

2.1 Historical dimension (1994-)

2.1.1 Introduction

South Africa has a long history of discrimination against and oppression over certain groups of people. For decades, the White minority discriminated against the Black majority. Thus racial prejudice in the economic sector, education, health and social welfare, left deep scars of inequality and poverty. By the 1980s, the Black majority in South Africa intensified their struggle against apartheid. The civic movements and civil society organisations played a distinctive role in putting pressure on the then ruling government. Against this history of racial discrimination, for the purpose of this study I will confine my self to the period from 1994 onwards.

South Africa's apartheid regime officially ended with the April 1994 general elections that led to Nelson Mandela becoming the first democratically elected president under the terms of an interim constitution of 1993. Constitutional democracy was the product of the 1994 general elections. It was the first time for South Africa to have elections that allowed for universal suffrage. The African National Congress (ANC) won the elections because of the popular support from the black majority, since it was the leading party in the struggle for freedom. Another contribution to the win of the ANC was its Election Manifesto, the so-called Reconstruction and Development Programme (RDP), which became democratic South Africa's first macro-economic policy. The RDP was a result of intense discussion between the ANC, SACP and civil society organisations such as COSATU and SANCO. Their valid contribution to the development of the RDP ushered in a new dispensation to the majority of Black South Africans.

However, the RDP lasted for not more than two years (Swilling and Russel 2002; Maré 2003). It was subsequently substituted by the new macro-economic policy, Growth, Employment and Redistribution (GEAR) in June 1996 (Williamson, www.findarticles.com 2003). Two years after the first democratic elections, the RDP with its “growth through distribution approach” was substituted by GEAR with its “distribution through growth” approach (Maré 2003:36).

One could argue that this rapid change was due to the fast growing trend of globalisation that called for ‘neo-liberal’ policies. Maré further stipulates that transition in South Africa did not demand the abandonment of capitalism. Instead, “transition demanded that measures ensure the continuation of the capitalist system and to maintain South Africa’s specific location in terms of global capitalism” (ibid, 49). In that regard I contend that the rapid shift from RDP (a poverty alleviation strategy that makes the state a welfare state) to GEAR (that clearly presents itself as a policy of privatisation and persuades the state to become a facilitator of development instead of a provider) was a result of pressure exerted by globalisation². In May 1996, the Constitutional Assembly completed the final draft of the South African Constitution. The new Constitution (Act 108, 1996) encourages the democratic government to be transparent, responsible, and accountable. For instance, it provides that: “the National Assembly may make rules and orders concerning its business, with due regard to representative, participatory democracy and public involvement...” (RSA Constitution 1996: 57(1) (b)).

2.1.1.1 The origins of the RDP

The ‘Reconstruction accord’ was initially proposed by COSATU from 1993. This accord formed the basis for the ANC Manifesto during the first general elections of 1994. The treaty had evolved because of the bargain between the ANC leadership and COSATU. After the production of four first drafts by policy experts associated with trade union movements, three subsequent drafts followed in the meetings between ANC, SACP, COSATU and NGOs (Lodge 2003: 21).

First, civil society organisations tend to believe in a plurality of actors. Second, in terms of service delivery they tend to adopt participatory approaches (CASE Report: <http://www.case.org.za/htm/civilsaf.htm#acknow>). Therefore RDP as a policy document encouraged reconstruction and development of the communities through their participation and/or self-help, whilst government played a leading role in terms of resources. With regard

² The ANC government wanted to enter global competition for “free market line”. When the ANC’s head of policy and research (Sachs) was asked about the reason for entering globalisation trend, he said: “We achieved democracy ... and immediately had to confront the issue of globalisation. We see ourselves as being in government to deliver a national democratic revolution, but no revolutionary movement has ever taken power in such unfavourable global conditions – such an unbridled victory for capitalism, such a unipolar world, with the U.S. at its head” (Kingsnorth, 2002: www.globalpolicy.org/globaliz/econ/2002). The ANC, according to Kingsnorth, believed it had no choice. Subsequently, GEAR was envisaged that “it will lead to international openness and competition” (IDP Section A: www.local.gov.za/DCD/idpmanual/)

to democratisation of the state, the RDP put emphasis on ‘people-centred development’, ‘integrated development’ and ‘sustainable development’ that is democratic and participatory (ANC 1994 www.polity.org.za).

After the completion of the document the ANC again called upon civil society organisations to develop mechanisms for implementation (CASE Report: <http://www.case.org.za/htm/civilsaf.htm#acknow>)³. In one way or the other the main aim of this strategy was to encourage a plurality of actors, accountability, transparency, responsible government and citizens, and an active citizenry.

2.1.1.2 The provisions of the RDP

The new democratic government was faced by many challenges: the reduction of socio-economic imbalances, the high expectations among the majority of the black population, and poverty alleviation. According to Chikulo (2003: <http://www.dpmf.org/bulletin-apr-03/south-africa-devt-policy-chikulo.html>) “the government pledged itself to rapid socio-economic development by placing alleviation of poverty and inequality at the centre of its development agenda.” Thus Reconstruction and Development Programme became one of the strategies. The RDP also states:

“democracy is not confined to periodic elections, it is rather, an active process enabling everyone to contribute to reconstruction and development” [and above all,] *“the people affected must participate in decision making”* (RDP: www.polity.org.za: 7).

For the purposes of this study, it is noteworthy that in regard to the development and democratisation of South Africa, the RDP advocated the following:

1. “Without undermining the authority and responsibilities of elected representative bodies ... the democratic order we [‘new’ South Africa] envisage must foster a wide range of institutions of participatory democracy in partnership with civil society on

³ For instance, the Midlands Rural Network (Midnet) was involved in many RDP activities for “rural upliftment” (education and training initiatives) and land development in KwaZulu Natal Midlands (Ngcobo, 1997).

the basis of informed and empowered citizens ...and facilitate direct democracy ...”(RDP: www.polity.org.za: 80).

2. “Many [of these] NGOs play an important capacity-building role in regard to CBOs and the development process. NGOs are also engaged in service delivery, mobilisation, advocacy, planning, lobbying, and financing. Thus NGOs have an important future role in the democratisation of our society. However, NGOs must also adopt transparent processes, and operate in a manner that responds, with accountability and democracy, to the communities they serve” (RDP: www.polity.org.za: 80).
3. “Deepening democracy in [South African] society is not only about various governmental and non-governmental institutions. Effective democracy implies and requires empowered citizens” (Ibid.).
4. RDP mentions that education and training should happen in all areas of society including rural areas, homes, youth programmes and workplaces (RDP: www.polity.org.za: 8).
5. “The fundamental principles of our [ANC] economic policy are democracy, participation and development. We are convinced that neither a commandist central planning system nor an unfettered free market system can provide adequate solutions to the problems confronting us” (RDP: www.polity.org.za 53).
6. “Democracy requires that all South Africans have access to power and the right to exercise their power. This will ensure that all people will be able to participate in the process of reconstructing [their] country” (ibid, 79).
7. “Reconstruction and development requires a population that is empowered through expanded rights, meaningful information and education, an institutional network fostering representative and indirect democracy, and participatory and direct democracy” (Houston and Liebenberg 2001:2 cited in ANC RDP, 1994:120)

As expressed above, the RDP stipulated the provisions that were supposed to be implemented in the context of the ‘new’ South Africa. Unfortunately the programme was then been considered insufficient for different reasons⁴. Gear was formulated as a policy

⁴ According to Chikulo (2003: <http://www.dpmf.org/bulletin-apr-03/south-africa-devt-policy-chikulo.html>) the “economy was not growing at the envisaged rate” and “[t]he welfare orientation of the Programme also came under scrutiny as investors and international financial institutions began demanding greater clarity on national economic policy”. Among others, academics and certain top members of the ANC criticised the RDP.

better able to improve the quality of important aspects of South African life. As Manuel asserts that GEAR was formulated to “give effect to the RDP by maintaining macro balances” (Daily Dispatch, 15 September 2000). The next section will explain the provisions of Gear including its origin.

2.1.2 Growth, Employment and Redistribution (GEAR)

Even though the RDP had its shortcomings, it helped to legitimate the ANC as a ruling party. It could be regarded as the initial phase of establishing and legitimating the new democratic dispensation. Reducing inequalities and alleviation of poverty were the main priorities of the RDP. Globalisation processes, however, began to impact upon the context in which the reconstruction and development process was being undertaken. This helped to define the next, post-RDP phase. The practical realities and constraints of governing revealed themselves more clearly under these circumstances. These practical realities exerted pressure on new-comers in democratic governance in such a way that popular participation in policy making was no longer considered; instead, the technocrats had been employed to become the role players in the formulation of new economic policy. Thus GEAR emerged without public consultation.

Lodge (2003:24) further notes that COSATU and some communists agreed that democracy had been hijacked by the representatives of international capital, who had succeeded in caging the ANC within the power limits of neo-liberal economics. He asserts: “the soul of the ANC was won through monetarist financial policies ‘by a basically conservative Black Nationalist petit bourgeoisie leadership led by Mbeki’” (Ibid).

Furthermore the globalisation trend led the ANC government to somehow abandon the RDP and adopt the neo-liberal economic policy GEAR. This fast growing trend has made South Africa involved in “two distinct transitional processes, political democratisation and economic liberalisation” (Habib 2003:234). From 1996 the focus of government was on the process of integrating South Africa into the world economy. This was going to be done through the privatisation of the state assets and the public-private partnerships. The private

To quote Chikulo, an academic: “the RDP had a number of shortcomings: [first] it looked more like a ‘wish list’ than a strategy document focussing on opportunities and constraints, it made no attempt to set priorities;

companies and economic development agencies became the service providers of the basic needs. These were the effects of the implementation of GEAR in the expenses of a RDP. As a result both South African macro-economic policies (RDP and GEAR) have yielded the intended results (Habib 2003; Maré 2003, Chikulo 2003).

The formulation of GEAR was different from that of the RDP. Instead of engaging struggle civil society (NGOs and Trade Unions) as happened prior to April 27, 1994, only fifteen economists drew up GEAR (Kingsnorth 2002). GEAR has never been debated. According to Kingsnorth (2002: www.paulkingsnorth.net), of those fifteen economists “two of them were from the World Bank, the others were from the various African Banks, the Reserve Bank of South Africa, neo-liberal think tanks and corporations. Only one economist had any footing in the South African Democratic Movement and only one was black.” Instead of the public having a voice on policy touching their lives, it became a technocratic exercise. A few questions come to mind: Is that still the South African model of democracy? Why now technocrats instead of civil society structures including political parties? Why no public debate about the new policy? These are some of the serious questions one is forced to consider.

According to Habib and Padayachee (cited in Habib 2003:236) “the ANC’s implementation of neo-liberal economic policies has meant disaster for the vast majority of South Africa’s poor”. As a result CSOs have been compelled to play different roles in trying to treat the scars of the GEAR for the poor and marginalized communities. There were formal and non-formal organisations. The informal organisations did not receive any resources from government whilst the formal NGOs and CBO received some funding from government. The informal CSOs have grown into a large number within the communities ‘with the task of simply surviving the effects of the state policies’ (ibid, 236-237).

Lodge expresses the angry rhetoric that COSATU’s leaders had presented to the government, especially concerning the macro-economic policy GEAR. What disgusts COSATU is that GEAR had been drawn up secretly. Even though GEAR was presented to the National Executive of the ANC in mid-1996, this meant that “the alliance only engaged with the product” (SANCO in Lodge 2003:25). After finishing the final draft of GEAR, it was also given to a “carefully selected” group of COSATU and SACP officials to look at before its public release (ibid, 26). The main reason for this, according to Lodge (2003:26)

or to assign responsibility for the implementation of each programme component ...” (Ibid)

was “to seek endorsement than to incorporate politicians and trade unionists into the drafting process”. Until today SACP and COSATU have never stopped to mobilising against GEAR.

According to the literature GEAR seemed to be unsuccessful. This assertion is given substance by the decline in socio-economic conditions instead of growth: ‘In late 1999 a household survey conducted by Statistics South Africa recorded an increasing number of Africans expressing a belief that their life had declined, as well as a growing sense of political disempowerment’ (Lodge, 2003: 25).

According to a survey done in 2000 on the levels of participation in legislative processes, more than 90% of the sample population of all races does not involve itself in legislative processes. In KwaZulu Natal between 92% and 94% of the sample population of all races has never participated in legislative processes (ibid). Unemployment, lack of resources, apathy and ignorance are arguably the major factors that contributed to these conditions. All these factors are, of course, socio-economic factors. In light of the results of this survey, one might ask what GEAR is doing to address these challenges. Where is political transformation? Why has there been this perceived decline in people’s lives, adverted to by Lodge, instead of improvement?

In summarising the above information about RDP and GEAR, the following table has been developed focusing on welfarism versus capitalism. Except the general point ones in both columns of the table, the rest of the points were drawn from Kingsnorth’s paper in www.paulkingsnorth.net

Table 1: The RDP compared to GEAR: Aims

RDP	GEAR
<ol style="list-style-type: none"> 1. To address issues of education and unemployment. 2. RDP had promised basic services for all 3. The RDP set targets for reducing unemployment (ibid). 4. RDP made a great show of highlighting the systematically enforced racial divisions in the economy, and the system's structural inequalities (ibid) 	<ol style="list-style-type: none"> 1. To confront the trend of globalisation 2. GEAR aims to give effect to the RDP by maintaining macro balances (ibid). 3. GEAR promised public-private sector partnerships based on cost recovery (ibid). 4. GEAR called for "greater labour market flexibility (ibid)." 5. GEAR talked about "economic stability," "cost recovery," "sound fiscal policy," "foreign direct investment" and "strong export performance (ibid)".

As mentioned previously, the 'new South Africa' was a result of struggles and negotiations among many actors including elements of civil society. Prior to 1994, South African had no clear legal arrangements to guide and support the operation of civil society organisations. In this regard, Maharaj and Jaggernath state: "In the past South Africa had neither a coherent public policy nor legislation towards NGOs" (1996:262). This may in part have contributed to the segmentation of South African society prior to 1994, in that the relevant legal-regulatory framework was inadequate. However, the status of civil society was redefined in the post apartheid epoch.

2.1.3 The status of civil society after 1994

The introduction of democracy was accompanied by new problems and difficulties for many of the socially and politically engaged civil society organisations when redefining their identities and roles within a legitimate, constitutional democracy. Civil society organisations such as NGOs have been forced to change their directions and to search for

new focal areas on which they can concentrate. Some who did not find an appropriate direction closed down. This will be elucidated in that the next section.

2.1.3.1 State-Civil Society Relations

According to Habib (2003:228) contemporary civil society is not homogenous but heterogeneous. He further articulates: “the set of institutions within this entity (civil society) ... reflect diverse and even contradictory political and social agendas. As a result, state-civil society relations [should] reflect this plurality” (ibid, 228). Habib (2003:228) further maintains that the relationships between the state and civil society may be ‘adversarial and conflictual’ or “more collaborative and collegiate.”

During the post-apartheid era, non-governmental organisations (NGOs) (one form of civil society organisations (CSOs)) have been forced to change the scope of work that they were doing during the apartheid era. According to Habib (2003:233), in order for NGOs to adapt to the new political order, three initiatives have been undertaken to establish an enabling environment: 1) the reorganisation of security environments for NGOs, 2) the repeal of repressive legislation and 3) the establishment of a political climate that allows public scrutiny and protest activity.

To incorporate civil society organisations (CSOs) into the new regime, the government has passed a Non-Profit Organisation Act of 1997 as the legislation to regulate NGOs and community-based organisations (CBOs). The main aim of this legislation was to repeal certain portions of the Fundraising Act of 1978, to hold CSOs accountable to government in terms of their spending, to encourage non-profit organisations to maintain adequate standards of governance, transparency and accountability, and to improve those standards (Habib 2003; RSA-NPO Act 1997). This Act also provides benefits and allowances for NGOs and CBOs (Habib 2003:233). The Department of Social Welfare is responsible for the proper implementation of the non-profit sector legislation.

Another institution was formed to cater for the representation of civil society (Habib 2003:233). In 1994 the National Economic Development and Labour Council (NEDLAC) was developed as a corporatist institution with four kinds of representatives. The founding declaration of NEDLAC was signed in February 1995 (<http://www.nedlac.org.za>). The

stakeholders were organised business, organised labour, organised community (civil society) and development interests, and the State (ibid). The South African National Civics Organisation (SANCO) is the only NGO appearing on the list of representatives (About Nedlac: <http://www.nedlac.org.za/about/index.html>). The main aim of the formation of NEDLAC according to Habib (2003: 233) “was the state willingness to partner with NGOs in the policy development and service delivery arenas”. One of its objectives is to “encourage and promote the formulation of co-ordinated policy on social and economic matters” (ibid).

In terms of resources (financial and human) condition, NGOs have been confronted by a huge problem since 1994. With the end of apartheid, foreign donors have begun to reduce their programs or shift financial support from NGOs to assist the new government more directly. Important personnel and leaders from NGOs had shifted to occupy government positions. As a result of the sudden cut in funding, many NGOs that were involved in the struggle against apartheid have been closed down because apartheid was over and there was an emergence of new NGOs that were going to address the new agendas of the ANC government. NGOs which emerged and grew after 1994 have been looking at the aspects of democracy and human rights education, and some are providing basic services to the needy communities that are negatively affected by the neo-liberal policies of government.

In addressing the issue of lack of the funding, the new government repealed the Fundraising Act of 1978, “which limits NGO’s capacity to raise funds” (Habib 2003:234). There were two institutions formed to facilitate and address the issue of funding on the side of Non-profit sector organisations. Those were the National Development Agency (NDA) and the Lottery Commission (ibid). Apart from that, registered NGOs have been granted tax exemption status in 2000/2001 so as “to encourage a philanthropic (charitable) culture in the country” (ibid). The passing of the new legislation and the formation of the new facilitative institutions has brought about an increase in the level of state collaboration with NGOs. According to Habib (2003:234), NGOs “have increasingly been contracted by the state to assist its policy development, implementation and service delivery.”

2.1.4 The provisions of the Constitution

The Constitution of the Republic of South Africa Act (108 of 1996) has been adopted as the supreme law of the country. Therefore the provisions of the Constitutions provide for the framework in which the country can be ruled. Unlike during the apartheid era the new South African Constitution emphasises the need for open and democratic governance. Section 195 (e) provides: “People’s needs must be responded to, and the public must be encouraged to participate in policy making” (RSA Constitution Act 108, 1996: sect 195 (e)). This is one of the democratic principles enshrined by the Constitution. The Constitution further stipulates: “the National Assembly must facilitate public involvement in the legislative and other processes of the Assembly and its committees” (RSA Constitution Act 108, 1996: sect. 59 (1) (a)). The vision of the Constitution is that people should take charge of their lives by participating in issues touching their lives. The emphasis is that participation should not end in the ballot box casting their votes but that people need to participate beyond that.

2.1.5 Other legal frameworks

Besides the Constitutional provisions regarding participatory democracy, there are other pieces of legislations passed to facilitate public participation. For instance, the Local Government Municipal Systems Act of 2000 makes a provision for the “establishment of ward committees to facilitate public participation in local developmental processes” (Fakir, undated). It also requires district municipalities to formulate “Integrated Development Plans (IDPs) through a fully participatory process that includes Non-profit Organisations (NPOs)” (Swilling and Russel 2002:80) and local communities. The general view is that participation of local communities in the formulation of IDP became the initial step towards understanding governance processes. However the validity of this point is questionable. How representative is the IDP process in facilitating the transformation of the local government structures aimed at improving the quality of lives of local citizens? Is there participatory governance? Are the voices of the disadvantaged heard? These are thought-provoking questions.

Whilst local authorities are no more the central decision-making agencies after 1994, key players such as economic development agencies and private-sector actors, seemed to reduce

the little participation of local citizens in governance. This is because the private sector or development agencies, together with policy-makers, do not necessarily engage the local population in policy formulation and implementation and at the same time local population still has limited understanding about their role in policy processes.

2.2 Theoretical Framework

2.2.1 Why Democracy?

The theoretical framework that forms the background of the study will be based on contesting theories of democracy. The form of a democracy in practice depends on the vision, the nature and the capacity of a particular country, but is derived from a long history of ideas and theorization. It is in this context, therefore, that democratic theory is pertinent to this study.

The adopted definition of democracy is as follows: “A mode of decision-making about collectively binding rules and policies over which the people exercise control, and the most democratic arrangement [is] that where all members of the collectivity enjoy effective equal rights to share part in such decision-making directly – one, that is to say, which realises to the greatest conceivable degree the principles of popular control and equality in its exercise” (Beetham 1992:40 cited in Grugel, 2002:12). This provides a general account that I will reformulate in the light of my study in the context of KZN.

Generally speaking democracy is the most prominent institutional form of governance to have gained momentum in the present world political system. Worth noting in this regard is “the collapse of communism in 1989 and the pro-democracy demonstrations in China in the same year [which] led to the belief that liberal democracy was fast becoming the only legitimate political ideology” (Grugel, 2002:2). As a result the consolidation of democracy became the principal focus for many research projects in the 1990s (ibid).

This literature survey intends to review the literature on democracy, its link to civil society and Non-governmental Organisations (NGOs). Emphasis is placed on participatory democracy and its link to education and capacity building in the present context of South Africa. The literature will serve as a theoretical background to the study.

2.2.2 Models of Democracy

Incorporating the models of democracy in this study will assist in providing a critique of the democratic systems in South Africa and the link of the systems to the NGO sector.

According to Held (1987), democracy can be divided into two broad types: direct or participatory democracy and liberal or representative democracy. He further mentions that each of these models could group together a number of sub-models. For instance, participatory democracy has classical democracy, radical developmental democracy, and direct democracy as its forms. The forms of liberal democracy, in this regard, are protective democracy and development democracy. Held (1987) has attempted to present the detailed differences and divergences between these forms of participatory democracy, but it should be mentioned that sub-models are not going to be addressed in this research.

Between the two broad types, one is more significant than the other, in different countries. For a country to achieve its goals, it needs a political system that is conducive to the socio-political and socio-economic environment of the country. For instance, in the Southern African context participatory democracy has been identified as a prominent model (Southall 2003) to sustain development. Public involvement in the policy process is the critical element of participatory democracy.

On the other hand Southall (2003) views liberal democracy as a “Western” import, introduced during colonialism that has no support in the 21st century. There are two crucial views, from contemporary theorists of democracy⁵ associated with a ‘Western import’. First, elites are controlled and accountable to the electorates. Second, electorates have a choice between competing elites (Pateman 1970). These views imply a theory of representative government and that the participation becomes a participatory process in as far as the choice of leaders is concerned. Theorists further agree that if people start to participate at the local level, they “could learn” democracy. In as much as they agree on this

⁵ Besides Held, there are other theorists of democracy such as Schumpeter, Berelson, Dahl, and Sartori that express ideas on how to conceive of democracy (Pateman 1970). Carole Pateman (1970) incorporated those ideals into what she labelled a contemporary theory of democracy, which presents the two mentioned alternatives.

point, however, there is a lack of agreement among them about the required nature and degree of participation (Pateman, 1970 and Southall, 2003).

Therefore these two models of democracy differ in the scope and level of participation. Consequently an account of these models builds a picture of the philosophy behind democratic political systems, more especially, in the developing countries like South Africa.

2.2.2.1. Representative Democracy

De Villiers defines representative democracy as:

government by men and women elected in free and fair elections in which each adult citizen's vote is equally weighted (universal suffrage),... (De Villiers 2002:20).

Among other theorists of representative democracy, Schumpeter has presented a framework, in terms of which democracy is a political method or an institutional arrangement for arriving at political decision. This political method allows for competitive struggle between the contending elites for the support of the citizens (Schumpeter 1976 and Pateman 1970:4). Elite competition is restricted to the free competition for a free vote. This kind of competition for leadership makes voting by citizens the only means of participation and discussion. Thus other forms of participation have no central or special role. Instead, competition and elections are the vital features in this democratic method. Therefore, representative democracy simply implies that a group of the elected can take decisions for the nation. This leads to the non-ownership of the state development by the citizens; instead the elected own every development taking place. At the same time, there is less human development taking place, and there are high costs of service provision by government.

The following conceptions underlie representative democracy:

1. The only people that can be chosen are those who say they will advance the opinions or the interests of the electors/ public
2. This ensures that the elected will be those who have characteristics typical of their electors
3. Appropriate behaviour of the elected will be ensured by not re-electing them if they fail to deliver to their constituencies

4. The elected will refrain from passing legislation that will backfire on them as ordinary members of the public.

Holden (1988:52)

With the aforementioned factors underpinning representative democracy, it goes without saying that all decision-making powers regarding public policies are vested in the elected. However, the elected can always be removed from their seats if they do not consult with the public before final decision-making. The public needs to have a word on issues touching their lives.

In this form of democracy some claim that the voting masses are incapable of action but are good at laying the blame on the ruling government (Pateman, 1970:4-5). The question is how they can be capable of decision making if they are not given opportunities for self-development by practising decision-making process.

In this kind of situation, citizens' freedom can only be seen in voting for the leaders, whilst discussions on issues touching them directly are very minimal. Their only possible next step is to wait for the policies' failure, and then refuse to re-elect them in the next elections. This creates ineffective and inefficient government due to the lack of accountability and failure to take responsibility by the elected. It is crucial for the contending elites to have policies in place that are going to address the needs of those who voted them in power. However, it is worth noting that:

It is hard enough to design public policies and programmes that look good on paper. It is harder still to formulate them in words and slogans that resonate pleasingly in the ears of political leaders and the constituencies to which they are responsive. And it is excruciatingly hard to implement them in way that pleases anyone at all, including the supposed beneficiaries or clients (Pressman and Wildasvsky cited in Brynard, 2000:168).

Given these difficulties, it is here that citizens' participation can simplify issues in terms of political participation. However, one of the drawbacks of representative democracy is that it depends upon the majority rule alone, and the expressions of the minorities may not be regarded as significant.

Another important feature of representative democracy is that 'rules of the political game are formalised in a written constitution, which is difficult to change and where the courts are given the power to enforce the constitution, against the popular will if necessary' (De Villiers 2001: 20). In representative democracies, constitutions become the supreme law of the country; the decisions taken are restricted to the provisions of the constitution. So now the question is: who draws up that constitution? Elites do that without public consultation in most or all cases.

Considering the South African case, with regard to the drawing up of the new constitution from the early 1990s, political elites and legal experts were the role players. The consultation process was channelled among the political elites of the ANC and the National Party and identified legal elites. Therefore this interaction was typical of representative democracy because the general public was not involved.

In this regard representative democracy sounds old fashioned in South Africa which needs the contribution of its citizens in the rebuilding of the nation. Thus participatory democracy discussed in the next sub-section forms the major focus in the presentation of theories of democracy.

2.2.2.2 Participatory Democracy

Participatory democracy signifies greater levels of participation by citizens in matters that touch their lives directly or indirectly. However, it is impossible to be active in the democratic process if one lacks knowledge as to how such processes work. Thus participatory democracy requires not only an active citizenry but also an informed citizenry. In support of this notion, theorists like J. J. Rousseau, J.S. Mill and Cole view participatory democracy as facilitating maximum participation in decision-making processes, and education as the key to this (Pateman, 1970).

In principle, democracy is defined, in different countries, according to the nature and context that exists in that country at a particular time. Each and every country has its own model of democracy and those models change according to the developments or shortfall of

the state. In Ancient Greece, for instance, where the city-states had low populations of approximately 10 000, democracy allowed citizens to participate directly in decision-making (de Villiers 2001). Due to the growing population in states, across the globe participatory democracy that allows citizens to vote for the leaders and participate in decision-making on the issues that affect their lives, has come to substitute the original direct democracy. The idea of incorporating electoral processes in participatory democracy was to overcome the impracticability of democracy in the large scale populations of modern democracies (Holden, 1988). The amount and kind of participation required varies according to different theorists. Pateman categorises participation into three forms:

1. Pseudo participation: Consultation is done for the support of decision that are already taken by elites. In other words views of the 'subordinates' (public) to whom decision will apply become an *add on issue* rather than the *main stream issue*.
2. Partial participation: consultation is genuine. "Even though the final power to decide rests elsewhere than the [public], the views elicited actually have an influence on the decision taken."
3. Full participation: "All are equal members (leaders, rank and file) of the decision making body"

(Extracted from Holden, 1988:119).

Pateman identifies Rousseau, J. S. Mill and Cole as key theorists of participatory democracy. They all emphasise the participation of citizens in decision-making. For the purpose of this project I will restrict myself to Rousseau's ideal type of democracy as most appropriate. According to Pateman (1970:24) Rousseau sees participation as participation in decision-making and as a way of protecting private interests and ensuring good governance. By participating, people are simultaneously becoming educated (ibid). The logic of Rousseau's ideal system is such that the more individuals participate, the more they learn 'to distinguish between [their] own impulses and desires' and to be 'private as well as public citizens' (Pateman 1970:25). This implies that participatory democracy is a platform of self-development for individuals and the chance for effective decision-making for all. This form of democracy encourages a committed, informed and active citizenry.

According to Rousseau an individual's freedom "is increased through participation in decision-making because it gives him a very real degree of control over the course of his

life and the structure of his environment” (Pateman 1970:26). Another notion associated with freedom is that an individual “should exercise a fair measure of control over those who execute laws and representatives”, in case they are elected (ibid). Regarding this theory, as much as individuals enjoy the benefits of individual freedom, they are equally subject to laws that flow from participatory decision-making (ibid, 27).

According to Holden (1998: 116) there are four main reasons for putting an emphasis on participatory democracy rather than on liberal (representative) democratic ideas:

1. First, apathy and disillusionment from the public due to complex democratic systems underlie the critique of liberal democracy. Moreover, bureaucracy is another contributing factor, as it is a ‘response to the organisational imperatives of modern society’ (ibid, 117).
2. Second, “liberal democracy fails to be properly democratic due to the prevalence of actual inequalities as opposed to formal equalities” (ibid).
3. Third, ‘democracy is at best threatened and at worst negated, by the inequalities inherent in the economies of Western [liberal] democracies’ (ibid). This implies that liberal democracy discourages equal distribution of power while promoting individualism. In favour of participatory democracy, the political sphere is seen as being ‘influenced by other aspects of society’ (ibid).
4. Fourth, there are “difficulties with providing a meaningful account of political obligation in the liberal democratic state- and the consequent serious implications for demonstrating and sustaining legitimacy and philosophical problems connected with the justification of liberal democracy” (ibid, 118).

The more you talk about participatory democracy, the more the concept of public participation comes into view. Wherever there is encouragement of democracy, the public is encouraged to engage itself in democratic processes. This study will attempt to illustrate in the South African context.

2.2.3 Public Participation and the contemporary South Africa

Public participation is a process that gives opportunities to citizens to take charge in any decision-making process that touches their lives, with regard to the economic, social, political and geographical environment. Before I further expand on public participation it is important to note that Kabemba (2003), writing in the context of South Africa, mentions four forms of participation in democratic government. These are:

1. Citizens' action, which is initiated and controlled by citizens for purposes that they determine,
2. Citizen involvement, which is initiated and controlled by government to improve and/or gain support for decisions, programs and services
3. Electoral participation, which is initiated by government according to law in order to elect representatives and
4. Obligatory participation, which involves mandatory responsibilities of citizens, such as taxation.

All of these can be found in democratic governments such as South Africa. The main focus of this study is on the first three forms of participation. Public participation is not simply casting a vote, but is a long process of human development. It involves different ways of formal participation. De Villiers (2001) identifies four possibilities. She firstly mentions petition as a "useful mechanism for unorganised sectors of society to come together to raise particular issues for consideration by the legislative authority" (2001:72). The other three are mechanisms for public hearings, submissions and involvement in the activities of committees (ibid, 100)

In the South African case, public participation is encouraged, but there is a sense of 'newness' that the process will lead nowhere unless citizens are capacitated. Public participation needs to be informed and organized and institutional networks need to foster representative, participatory and direct democracy, so as to strengthen the political system of the country, as the Reconstruction and Development Programme (RDP) elaborates at length (ANC, 1994:119/ 120 cited in de Villiers, 2001:19 and Houston, et al, 2000:74).

Having the so-called previously disadvantaged communities with poverty as their *first coat*, both during the apartheid era and in the new democratic dispensation, has created a

noticeable gap in terms of resources to influence government. The masses are still playing a limited role in government processes. Obviously it was the '*weapon of mass destruction*' (apartheid) that kept them silent and stopped them not participating in decisions that affected their lives. Even in the democratic South Africa they are still marginalized and excluded. Their voices are still not heard in the legislative and executive arms of government because they still lack those supportive resources (human, financial, time, etc.) that can encourage them to get constructively involved in decision-making.

Research conducted by the HSRC in 2000 reveals that instead of progressive improvement in levels of knowledge about political institutions and processes, levels are decreasing progressively (Houston 2000). To list a few main causes: the technical nature of the contemporary government, poverty, apathy, lack of interest and lack of knowledge limits public participation. However, this trend can be reversed through empowering them, getting them informed and letting them engage in the issues that touch their lives.

People that were previously advantaged (Whites, more especially white men) are said to be no longer actively participating in government processes (ibid). This may be due to the fact that originally they were living in the world of the bourgeoisie where liberal democracy was the engine for representation, implying that their participation culminated in the election of representatives, who then ruled. Now that representative democracy is integrated into participatory democracy, they are failing to adapt to the new form of South African democracy.

Moreover, there is a belief that public participation in developing countries can help to alleviate poverty and inequalities that have emerged due to political forces such as colonial regimes and 'liberal democracy'. Hence it is crucial to keeping peace and order through the government-society relationship. The hiring of technocrats, consultants, and professionals to facilitate and make a maximum input in any development project nullifies the theory of participation and powers of decision-making. This leads to a situation where the processes of public participation become worthwhile on paper rather than in practice.

2.2.4 Civil Society, NGOs and the link to Democracy

We will first introduce the concept ‘civil society’ before attempting to define it Hilliard and Kemp summarise it as follows:

An effective civil society programme would encourage community development by promoting capacity building, and the spread of skills gained through participation. Such a programme also helps ordinary citizens to grasp the nuts and bolts of government and administration (Hilliard and Kemp, 1999:47 cited in Houston, 2000:82).

2.2.4.1 Defining Civil Society and the link to Democracy

A useful definition of civil society is that of Hassim and Gouws (1998): “an intermediate associational realm between state and family populated by organisations which are separate from the state, enjoy autonomy in relation to the state and are formed voluntarily by members of society to protect or extend their interest or values”. However, there is no consensus on the exact definition of civil society. The concept of ‘civil society’ has played a prominent role in the present global era, in terms of the preconditions for democracy. In new democracies like South Africa, ‘civil society’ has focused its attention on the marginalized and socially excluded by fostering vibrant civic life. Civil society organisations (CSOs) include, among other things, the non-governmental organisations (NGOs), community-based organisations (CBOs), trade unions, churches, professional associations, cultural groups, students’ organisations and other relevant structures (<http://www.csvr.org.za/papers/paptrcel.htm>). By their existence, they all contribute to the good of society. However, it should be borne in mind that only NGOs are relevant to this study.

The International Institute for Sustainable Development (1998) argues that civil society organisations bring expertise, commitment and grassroots perceptions to the policy-making process (de Villiers, 2001:125). According to de Villiers, some observers believe that “the CSOs’ shift beyond advocacy towards broader participation in the public policy realm will lead to significant changes in methods of governance in the next century (2001: 125). Furthermore they ‘provide vehicle for citizens’ participation in public life and a check on

the exercise of state power: one of its prime purposes is to “civilise” the democratic state’ (Friedman and Reitzes, 1996:59)

After the introduction of a democratic government in South Africa, CSOs were forced to change their scope and functions in order to adapt to the new dispensation. Many CSOs had emerged as a result of political resistance in South Africa, and had therefore based their functions on political struggle activities. Another factor that contributed to change after 1994 was the co-optation of competent and prominent leaders of civil society organisations to the government realm, and hence CSOs had to restructure and reform themselves in order to cope with the consequences of democracy. Furthermore, their social utility was undermined because their role as service providers to the underprivileged was now perceived as a state responsibility. As an alternative, civil society organisations have begun to adopt new roles as participants in the policy-making process, partners in service delivery, consultants with their technical expertise and monitors of the new government’s performance. An additional reason for the malfunctioning of the CSOs after 1994 was the lack of funding from foreign donors: donors now opted to fund government reconstruction and development projects, i.e. RDP of the new democratic government (Habib 2003). Whilst the CSOs were struggling to survive in the new democracy, the NGOs began in the second half of 1994 to probe the question of how South Africa could deal with its past (www.csvr.org.za).

According to a *CASE report* “[in] a democratic political system, civil society organisations can be a force for making the government accountable to its constituencies, and giving people greater access to power. Holding regular elections ensures that citizens can choose every few years the party that best represents their interests, but it does not allow them to monitor the day-to-day performance of government in specific areas of concern. They cannot make direct input into the formulation and implementation of policy, and have a limited control over the conduct of state affairs by elected representatives and bureaucrats.” This implies that CSOs are advocating and lobbying for ordinary citizens, for the betterment of their lives under democracy. They have the values and means to promote democracy, in relation to the state and society. An active civil society can serve as a catalyst in representative and participatory democracy, by creating additional mechanisms for popular participation in governance. This does not mean that the government has to devolve that power entirely to the CSOs, but this expands the plurality of actors in democracy and

therefore implies a vibrant civil society working in collaboration with the government and other relevant agents of development (actors).

For the smooth flow of a collaborationist model of democracy, it is necessary for a dialogue to be established at an early stage of policy-development so as to ensure the effective impact of the action/ process (www.globalpolicy.org).

With regard to South Africa, the relationship between civil society and the state was visible during the draft of the Reconstruction and Development Programme (RDP) as the plan of action in the new democratic era. The literature reveals that the Congress of South African Trade Unions (COSATU) was the main architect in drawing up the RDP (Friedman and Reitzes, 1996:56). The RDP contained plentiful provisions for the empowerment of civil society:

Democracy for ordinary citizens must not end with formal rights and periodic ... elections ... without undermining the authority and responsibilities of elected representative bodies ... the democratic order we envisage must foster a wide range of institutions of participatory democracy in partnership with civil society on the basis of informed and empowered citizens and facilitate direct democracy ...social movements and CBOs are a major asset in the effort to democratise and develop our society. (ANC, 1994:120-1 cited in Friedman and Reitzes, 1996: 57 and de Villiers, 2001: 23).

The Reconstruction and Development Programme has provided new direction to the civil society structures such as non-governmental organisations (NGOs), to facilitate their recovery and to enable them to deal with the dilemma of skills lost to government. NGOs needed to be more diverse than before, and this was the lesson for the future. It is clear that for an institution to survive; strategic planning is a fundamental issue because without it this becomes detrimental to the organisation in the long run. Evidence of this was the closing down of some NGOs nationally (*CASE report*: www.case.org.za). However, some managed to move into a more professional direction, providing tangible services such as research skills, learning materials, electronic connectivity, financial services, training, etc. (ibid).

2.2.4.2 Non-governmental Organisations (NGOs)

NGOs are broadly defined as “non-profit groups outside of government, organised by communities or individuals to respond to basic needs that are not being met by either the government or market...The groups are ...formed at a regional level where they have intermediary function” (Bernstein cited in Maharaj and Jaggernath 1996:254). Among those non-profit groups, vibrant non-governmental organisations (NGOs) can stimulate political participation; increase the political efficacy and skill of democratic citizens as well as promote civic education (NGOs as catalyst, www.hurilaws.org/ngos_catalysts_pub.htm - 4). Recent research stresses that NGOs can act as dependent-client actors, implement state-prepared programmes or be collaborationist in relation to the state (NGOs do it better, www.npp.org.za). The pilot study conducted in May 2003 in two NGOs (CPP and DDP) revealed that these play all three roles mentioned above in relation to the state. The extent, to which NGOs have managed to reproduce improved individuals and organisations in the field of political participation, is an indication of their effectiveness.

According to this analysis, the intervention of the CPP and the DDP suggest that there is a great need for capacity building in CSOs by NGOs, to enable the public to participate in government processes. In a young democracy such as ours, people need to be educated as to how laws are made at all levels, and how mechanisms of participation function. Also, they need to be trained in the development of advocacy and lobbying strategies, submission of petitions, budget-making process and understanding structures of government. Together these will strengthen democracy.

The relationship between participatory democracy, public participation and capacity building is the main focus of this study. Without capacity or knowledge the public cannot effectively participate in democratic processes. Literature emphasises that education is a prerequisite for public participation and participatory democracy. Knowledge and understanding of participatory democracy is critical for the task of consolidating democracy. However, it should be borne in mind that the emphasis should not only be restricted to formal education or literacy, but that semi-formal or participatory education can also play a useful role (Pateman, 1970 and Turner, 1972, Gandal and Finn, Jr, 1992). Good example of this might be television and/or radio programmes, posters and publications.

2.2.4.3 Non-governmental Organisations (NGOs) and Democracy

The shift in the political context has stimulated NGOs to explore new kinds of relationships and new ways of working. Thus they have identified democratic consolidation as a key challenge to our emergent democracies. This can be assisted through a good relationship between NGOs and government and related sectors. In other words, in addition to monitoring government processes, NGOs can also arrange constructive negotiations where there are issues of disagreement with regard to policy development and implementation. Their focus may not be on purely political issues but also on economic issues such as resource allocation. In a broader sense: “Political scientists view the role of the non-profit sector in terms of providing avenues of civic participation and representation of interest in the pluralistic, political system of heterogeneous society. Diverse values and interests are aggregated through associations and represented to the political system through political advocacy and lobbying of the government by many non-profit groups” (Berry 1984; Douglass 1987; Verba, Schlozman, and Brandy 1995 cited in Agbakoba and Mamah 2003: www.hurilaws.org).

To expound on this, Agbakoba and Mamah (2003: ww.hurilaws.org), when writing about Nigeria, stipulate that it is crucial to understand the variety of roles played by NGOs before we can thoroughly explore their relationship with government. Some important roles of NGOs in government that have been identified in the literature are:

1. NGOs can act to reduce the starkness of the ‘governing vs. governed’ dichotomy, by encouraging and enabling people to empower and involve themselves in political processes and decisions, which have an impact upon their lives.
2. NGOs can contribute to building social solidarity, creating community and fostering social awareness.
3. They link the public with the political process, and are key actors in building a structured civil dialogue between citizens and governments.
4. NGOs are key service-providers, whether in the form of practical support, information, advice, health and social services, or advocacy.

5. They monitor and assess the performance of political and economic players in their areas of interest, and respond to their action or inaction.
6. Finally, NGOs act as guardians or ‘watch-dogs’ of public interests, whether environmental, social, developmental or humanitarian.

Source: www.globalpolicy.org

Their standard of practice can be measured on the basis of their transparency, accountability, representativeness, efficiency and effectiveness in carrying out their mandate for good governance (ibid). In as much as they are doing all these kinds of work, it is evident that empowerment is the key. No public can involve itself in a political process if it does not understand the procedure and context. Again no public can be part of civil dialogue if it does not know the content of the dialogue. Therefore the NGOs’ role buttresses my point of view that the public cannot participate effectively in political decision-making if it lacks knowledge of the political process.

According to Clark (www.gdrc.org), NGOs comprise three forms of relationship to the state, as follows:

1. A dependent-client position vis-à-vis the government.
2. NGOs implement state prepared programmes and/or receive funding through the state
3. A collaborationist one: a genuine partnership to tackle mutually agreed problems, coupled with energetic but constructive debate on areas of disagreement.

Regardless of which role they play, NGOs are viewed as “vital for democracy because of their strong support at grassroots and their capacity for development and empowerment of the poor” (Maharaj and Jaggernath 1996:254). Their functions have already been mentioned above. They are there to look over the politicians and businesspeople in their abuse of power and at the same time bring their expertise to resolve the problems. ‘The strengthening of a vibrant civil society that NGOs form part of, may be seen as a critical component towards preventing government ‘statism’ that is characterised by centralisation of power

and linked public participation' (Dangor, 1994 cited in Maharaj and Jaggernath, 1996: 257). Obviously NGOs are the best platform where individuals can express their feelings about the government, and if NGOs collaborate with government this will increase the sense of democracy within a state. In the presence of NGOs, the state can work as a development facilitator and a guarantor without experiencing shortfalls, because NGOs will form the sector of service providers where government is failing. Thus Bernstein describes NGOs as a 'school of democracy' because of their function and mechanisms (Maharaj and Jaggernath, 1996: 258). In addition, NGOs are said to be shaping civil society in two distinct ways, i.e. 'through their own position' and through their work with communities' (ibid).

In simple terms NGOs can play a role of being watchdogs, partners and consultants to government. They can do all these at the same time or they can perform one or two of these roles. Even though NGOs play such roles, beyond those roles they also provide capacity building programmes and become the educators of the population in democracy and public participation. This is the main focus of this study. An NGO as watchdog can monitor government processes and activities and identify the gap that appears because of the government shortfall. For instance, the gap can be the lack of information and knowledge from the side of the South African population on how government functions. Consequently NGOs intervene as educators in this regard. In as much as the state realises that its shortfalls have led to the intervention of the third sector (NGOs), again it identifies NGOs that can be potential partners to work with in order to alleviate the same failure. As another alternative, the state can consult with capacity building NGOs to provide political education to the relevant community. Therefore NGOs can become consultants and partners in political education because they have started by becoming 'watchdog' to government. Furthermore, it should be expected that the trainees themselves could become the watchdogs, partners and consultants to the state because of the training they have received from these kinds of NGOs.

The history of NGOs in South Africa is unique. Their reason for existence was the apartheid legacy, where their major emphasis was on "politicisation and conscientisation towards realising structural transformation" (Maharaj and Jaggernath, 1996:262). In contrast, in the rest of Africa "NGOs functioned within a convention negotiated with the government,

focused on basic community needs and operated with more subtle political agendas” (Ibid). For instance, in Ghana NGOs are perceived as “government-linked” (De Villiers 2001:128). In South African, in contrast, the major emphasis is the consolidation of democracy.

However, democracy came with a disturbing trend to many NGOs in South Africa, more especially to those who were providing services to the poor who remain poor even today. As mentioned earlier, after April 1994 donors began to donate to the new government rather than to civil society. Maharaj and Jaggernath (1996) argue that some NGOs have been criticised for being inefficient and corrupt (ibid, 267). But it is also mentioned that in spite of this deficit, ‘NGOs have contributed more to developing leadership for the new order than any other sector’ (ibid). To a great extent, NGOs are aiming to change the condition of the new South Africa through the empowerment of individuals, civil society organisations and for the benefit of government itself.

2.2.4.4 NGOs and Government

A better understanding of NGOs’ relationship to government will illuminate our understanding of how NGOs become a feature of democracy in general and participatory democracy in particular.

In the post-apartheid South Africa NGOs changed in nature and scope. Their relationship to government, at all spheres, is mixed in such a way that they work in collaboration with government regarding the public policy process, provide services designed to alleviate government shortfalls in delivery, and monitor government processes. Their involvement and strategies are driven by the local context in which they are operating.

Under the new government, NGOs are facing transformation challenges towards the consolidation of democracy. Redrawing public policies, developing the potential of new leadership, and closing the inequality gap, are some of the many challenges faced by South Africa-NGOs-in-transition. These challenges increase the working-in-collaboration system between government and NGOs. The democratic system allows for more open dialogue between government and NGOs. With the new South Africa considering itself a participatory democracy (RSA Constitution Act 108, 1996: sects.57 (1) (b) and 59, RDP, 1994:119), NGOs are expected to play a pivotal role in delivering services that the

government fails to deliver. NGOs are taken as the third sector that will close the gap that exists because of state and market failure. However, although NGOs play a major role in governance there are some stumbling blocks that limit their interaction with relevant stakeholders and clients. For example, financial problems are one of the obstacles hindering the progress of NGOs service delivery.

An *ICPS newsletter* discusses some more obstacles to NGOs' participation in government:

1. Weak institutional capacity for the decision-making process
2. Poor management and professional expertise
3. Undeveloped planning, development, budgeting skills
4. Lack of training in public consultations and debate
5. Inexperience with evaluation and monitoring
6. Poor analysis skills

In this regard NGOs are concentrating on how to overcome these obstacles, and on the other they are focussing on improving their institutionalised public political participation, working in conjunction with government. Another contributing factor, through poor management, can be non-submission of relevant qualification documents by recruits that result in unqualified staff in terms of their technical qualifications and specialities. This non-submission leads to the other obstacles named above and as result government-NGOs relationships cannot be smooth. The point of non-submission is raised because in most cases NGOs rely on people who have a history of being activists whilst qualifications and exact experience become a secondary issue.

Shigetomi (2002:12), writing about Asia, holds that democratic governments control the distribution of resources by relying on the assistance of NGOs in order to maintain the power balance within the constituencies. He further argues that government may regard NGOs 'as threats to their existing systems of control when they intrude into the affairs of resource distribution with the intent of making up for or taking over defective distributive function (ibid, 12). Obviously this threat is a reality since NGOs are working to close the gap caused by government underperformance, and are performing a watchdog function.

Another limitation on the government-NGOs relationship occurs when an NGO is forced to adapt itself to the government's initiatives and strategies by diverting its original purpose and nature so that they have the same goal. This usually occurs when government, at any level, contracts out some work to the NGO. Fowler (2000) emphasises that a collaborative relationship is likely to succeed if 'the state shares similar goals and strategies with an NGO'; and they complement each other if the strategies are different and goals are the same (Motala and Husy 2001: 79). An example of the complementary relationship can be that of the Centre for Public Participation which provides training service to the youth that participate in Youth Parliament and Young Women's Parliament every year, on behalf of and in partnership with KwaZulu-Natal Legislature.

2.2.5 Participatory Democracy and Education

A lot has already been said about the knowledge that is required for participatory democracy. Arguing about participatory democracy cannot be effective if citizens are uneducated about it. This is not new in political history. Turner (1972: 39) maintains that there "is sociological evidence that participation in decision making whether in the family, in the school, in voluntary organisations or at work, increases the ability to participate and increases that sense of competence on the part of the individual that is vital for balanced and autonomous development." The only reason to pay attention to it now is the current status of the South African political project (system). The main focus of the South African government is to move from transition, into a consolidated democracy. The government has all the information, mechanisms and systems to follow in order to maintain a sustainable democracy, but the same government is doing less and less to enable and facilitate the practical application of the public participation mechanisms. Indeed, human development is essential for sustainable democracy. Richard Turner, who wrote during the apartheid era, holds that education is the key for the public to participate in decision making to shape their lives, but that did not materialise at that time. Nowadays his arguments should be reconsidered because the effects of the apartheid legacy are not yet over. The then sociological issues are still relevant today. People need to be educated about democracy and this seems to form part and parcel of the post-apartheid epoch.

Turner emphasises that through education an individual can develop both psychological and interpersonal skills in a situation of co-operation with colleagues in a common task (1972: 39). He further states that participation can be limited by the dominance of the ruling party and frequent changes that occur in such a way that people fail to catch up. In his view, 'Universal suffrage can be another solution to do away with inequalities (ibid, 76- 77). He maintains that black people are confused because they are surviving within white domination as far as white middle class and white political institutions are concerned (ibid, 78). This argument raises some questions such as the following: What is the present condition since whites are no longer dominating? What confuses people today? I am of the view that poverty, insufficient resources, resistance to change and lack of knowledge are some of the contributing factors. These issues will be tackled in subsequent chapters.

Turner further criticises the assumption that only formal education leads to political competence and that it form a meaningful social learning process. He is of the view that formal education should not be taken as a prerequisite to completely understand politics. His submission is that informal education through radio, television and word of mouth can make individuals act competently in political arenas. Therefore assuming that people do not participate because they lack formal education is invalid. Voting once in five years does not mean that individuals contribute meaningfully to a political system. A person cannot acquire political knowledge through casting a vote; instead, this needs structural political relationships to determine political knowledge (ibid, 80). It is a good idea of democratic governments to give opportunity to the third sector to undertake projects of political education.

There is a general view that people are more involved in politics in urban areas than in villages and rural areas. This is due to the lack of intermediate institutions that can facilitate social decision-making processes between village and city. My understanding is that civil society organisations such as NGOs and CBOs can form such intermediate institutions that can "integrate the individuals into society and can enable them, through the practical education of participation, to understand in the quickest and most thorough way on how society works" (Ibid, 82). Providing political education to the public implies the reduction of public frustration caused by the government telling them to participate but at the same time not educating them as to how.

According to Turner (1972:82) participatory democracy could help to pass skills down to grassroots levels. ‘Through participation they would gradually develop the capacity to handle the more technical problems’ like decision-making processes (ibid.) The importance of decentralised government in participatory democracy is to give people the maximum control over their lives and the maximum freedom to choose. He further mentioned that the practical application of participatory democracy system is “not a choice but a framework in which choices become possible” (Turner, 1972:83).

2.3 Research Methodology and Methods

2.3.1 Introduction

The study has used both qualitative and quantitative approaches to critically evaluate the role of NGOs in capacity building for democratic participation. Qualitative and quantitative methodologies were combined in one questionnaire that was designed for participants in the Democracy, Advocacy and Lobbying training programme⁶ run by the CPP and DDP. The programme was run in partnership from 2001 to 2002, and in 2003 the CPP ran it on its own, as the initiator of the project. Interview questions were formulated to investigate perceptions about the project from core personnel of the two NGOs and one public official.

Due to the short time frame and resource limitation, out of ten district municipalities that received training only three have been selected. Those are Sisonke, uMkhanyakude and Amajuba District municipalities. The three municipalities were selected after the interviews with core staff members of the CPP and DDP. The interview revealed that the Democracy, Advocacy and Lobbying training programme was concentrated on Sisonke and uMkhanyakude. CPP/DDP facilitators recognised Sisonke and uMkhanyakude as the two ‘new’ districts⁷ that are not receiving sufficient attention in terms of informing communities

⁶ The name of the programme used has been extracted from DDP annual reports. The CPP does not have the direct name of the same project except that they are calling it the districts training workshops under Training and Advocacy Unit (TAU) of the organisation.

⁷ Sisonke and uMkhanyakude were the outcome of the South African local government demarcation process concluded in 2002. Sisonke is on the KZN South Coast including Kokstad, Matatiele, Ixopo, Bulwer, Kwasani and East Griqualand. These places were formerly the parts of Umgungundlovu Regional Council and Ugu Regional Council before new demarcations.

about their rights and democracy. Therefore they decided to concentrate on these two districts, in order to see improvements. Amajuba District⁸ serves as the success district in terms of training workshops provided by the CPP and DDP and thus the CPP and DDP cannot delink themselves from this district. In addition Amajuba has a sustaining Network that is still disseminating information left by CPP/DDP through their workshops. Therefore the selection of the three districts was based on the information gathered during the early stages of my fieldwork.

2.3.2 Measures

The qualitative approach to social research is about researching human behaviour, looking for facts, opinions, experiences and preferences of the subjects (Blaikie, 2000, Bless and Higson-Smith, 1995). The method allows for an in-depth approach in terms of information gathering. In terms of the qualitative method, interviews were conducted to establish whether CPP/DDP personnel are achieving their goals and objectives and if trainees feel empowered enough to play a role in a participatory democracy. Political office bearers and public officials from KZN legislature also formed part of the qualitative study because their views about the role of the CPP/DDP were important. Here data was collected through in-depth semi-structured interviews with NGOs' core personnel, and with one local prominent trainee, who was identified by NGOs through their experiences in training workshops. Interviews were tape-recorded and notes were taken during interviews. Follow up questions were asked where the information was not clear, during the interviews and after transcription. This method has been used to determine the respondents' perceptions, beliefs, feelings, experiences and views about the training/capacity building programme. The information gathered has also been used to measure the effectiveness of the role of the selected NGOs with regard to this capacity building project for democracy and public participation. The analysis of CPP and DDP documents served as another method to find the origins of the organisations and their projects, and to determine and evaluate the goals and impact of their training and related projects that they conducted for the strengthening of

Umkhanyakude is on the North Coast including Jozini, Ngwavuma, Hluhluwe, Hlabisa, St Lucia, KwaNgwanase and Mtubatuba; it was formerly part of Uthungulu Regional Council

⁸ Amajuba- Northern KwaZulu Natal including Newcastle, Danhouser, Volkrust, Dundee and Utrecht.

participatory democracy in KZN. In order to track down the capacity building approaches and progress of the CPP and DDP, it was necessary to review their donor reports, training manuals, facilitators' guide, and training feedbacks reports from 2001 to 2003.

In terms of the quantitative approach, a questionnaire was administered both to people who have participated in CPP/DDP training and capacity building/training programmes and to those who had not. The target population of this study were non-trainees and workshop participants (trainees) in the three districts (Sisonke, uMkhanyakude and Amajuba) in KwaZulu-Natal. Of the trainees, units of analysis were those who attended from 2001 to 2003. The questionnaire was a mixture of closed- and open-ended questions.

Summative evaluation was employed in order to determine the extent to which education is important for participatory democracy, the effectiveness of a project and the extent to which the organisations achieve their stated goals. For evaluative reasons a quasi-experimental design was adopted where trainees (the experimental group) were compared to an equivalent non-trainees (the control group). The relevant questions from the previously developed questionnaire were put to 50 non-trainees. Durban taxi ranks of the three districts served as the study sites for the study.

A combination of closed- and open-ended questions was identified as the appropriate method to obtain as much information as possible. Furthermore, in order to measure the effectiveness of the programme it was very important to formulate a questionnaire which would yield enough qualitative information and perceptions about the training programme and its effects on the trainees. Neuman (2000: 261) maintains that using a mixture of two forms of questions can be advantageous in such a way that it can lead to the discovering of unanticipated findings. The questionnaire was administered in two ways, due to unanticipated problems such as time constraints and delays in returning the questionnaire. Initially the questionnaire was sent to the participants through fax and after completion the participant returned it. As an alternative, for those who did not have access to resources such as fax, or the financial resources to send back the questionnaire, the questionnaire was mailed with a reply envelop to the trainees. The questionnaire was written in both English and IsiZulu, so to ensure that participants could understand, since the majority of the target population was Zulu-speaking and their levels of literacy were assumed to be low.

The trainees under investigation had attended CPP/DDP training workshops, symposia and conferences from 2001 to 2003. I selected trainees with addresses and contact numbers from each workshop attendance register, taking care that no participant was duplicated who might have attended more than once. Registers were also used to avoid duplication. In these registers some people did not fill in their address and/or contact numbers, and in some cases contact numbers no longer existed, therefore getting respondents was determined by address and/or contact number. From the attendance registers a population of about 257 from all workshops run in the three districts, a sample was drawn comprising approximately 110 units of analysis, with a response rate of 65.5 %.

With regard to the public officials and staff personnel, a purposive sampling technique was used. Purposive sampling is a method that is described by Marlow (1998) as one that allows the researcher to handpick the sample according to the nature of the problem and the phenomenon being studied. The NGO personnel were chosen according to their positions as facilitators and directors. Four staff members participated in this research, and one public official, the head of the Public Participation and Communication Unit in KZN legislature was interviewed face to face.

The following tables give an overview of workshops and participants

Table 2: Democracy and Advocacy and Lobbying Workshops⁹

WORKSHOPS DETAILS	CPP/DDP PARTNERSHIP		CPP
	2001	2002	2003 ¹⁰
Year	2001	2002	2003 ¹⁰
No. of Workshops	8	5	8
No. of Districts	8	5	2
<u>Total No. of Participants</u>	244	178	204

Table 3: No. of Participants per selected District

	2001	2002	2003	Total without duplications
Amajuba	25	19-5duplicates of 2001	0	40
Sisonke	-	14	92	106
Umkhanyakude	-	40 (no register)	112	112
				257
Total	25	28	33	

⁹ The information captured in this table has been taken from the DDP annual reports of 2001 and 2002. However it should be noted that the number of participants is according to the workshop registers supplied by the two organisations.

¹⁰ The 2003 registers were submitted by the CPP because it was running the same project on its own, since the partnership ended at the end of 2002.

Table 4: No. of Workshops run per selected District

	2001	2002	2003	TOTAL
Amajuba	1	1	0	2
Sisonke	1	1	4	6
Umkhanyakude	1	1	4	6

Table 5: 2003 Workshops Places

Districts	Places where workshops took place in 2003		
Sisonke	Kwasani	Ingwe	Matatiele
Umkhanyakude	Big Five False Bay	Jozini	KwaNgwanase

Table 6: 2003 Number of Participants according to registers and per place of workshop in Sisonke and UMkhanyakude

Places	Number of Participants
Kwasani	25
Buhlebezwe	26
Ingwe	16
Matatiele	25
Big Five False bay	31
Jozini	14
KwaNgwanase	30
Mtubatuba	37
Total	204

2.3.4 Pilot Study

Eleven CPP/DDP personnel and five trainees respectively participated in a qualitative and quantitative pilot study. A pilot study allows for minor adjustments and clarifications to some questions. A pilot study was also done for the better understanding of the organisation in terms of who is on board, who the funders are and which role do they perceive they are playing. Trainees were given the questionnaire to answer, in order to verify whether they know the two organisations, how they perceive the training provided, and whether the training gives them enough knowledge to apply it in practical situations.

2.3.5 Analysis

For the in-depth interviews different techniques were used for data analysis. Qualitative data was analysed using constant comparative method where the respondents' interview transcripts were coded and categorised into themes in order to present findings (Maykut and Morehouse, 1994). For the quantitative/qualitative questionnaire, the SPSS software was used.

Permission to study DDP and CPP was given by their respective Directors. Since they have intimate knowledge of the selected organizations, the Directors of CPP and DDP also agreed to provide information. Their experiences and views concerning these NGO interventions were useful. Other participants have been contacted telephonically and personally, with a request for them to participate as interviewees. The summary of what I considered I learned from them was sent to them to give them a picture of my research. Follow-up interviews were conducted if any gap was identified during data analysis.

CHAPTER 3

3. The Role of NGOs

3.1 Introduction

Qualitative data has been collected from four core personnel: from two staff members from each organisation. A director and a facilitator from each organisation were selected. Those were selected had been with the organisations since their conception and who had a deep understanding of the study concerned. Data was collected through semi-structured interviews and non-formal / private conversations. The organisation's literature was also used to verify and find detailed information. The main aim of interviewing selected staff was to get their perceptions about the work that they are doing. To check how they think they are capacitating individuals to participate in democracy, and whether that is do-able. The Democracy, Advocacy and Lobbying project (DALP) was selected as the most relevant project to be critically analysed in order to identify the actual role of educating and the levels of effectiveness of the CPP and DDP. But before getting into details about NGOs and DALP it is necessary to give a brief description of the two organisations in terms of who they are and the reasons why they have been chosen.

The qualitative information gathered has been analysed by categorising information into themes originating from the literature survey (chapter 2) and in consideration of the key themes of the study. The relevant quotes have been extracted verbatim from the interview transcripts to support key findings.

3.2 Description of the Two Case Study Organisations

In this section, the findings with regard to the role and functions of the two organisations (CPP and DPP) in promoting public participation and democracy will be discussed. To lay the foundation, the origin, objectives and aims of each of these organisations will be dealt with first.

3.2.1 The Centre for Public Participation (CPP)

According to Janine Hicks, the CPP director since its conception, the Centre for Public Participation (CPP) was set up in 1998 and was then called the Provincial Parliamentary Programme (PPP) (Hicks, 22/08/2003). It was set up as a project or consortium for NGOs, such as the Institute for Democracy in South Africa (IDASA), Black Sash, Institute for Multi Party Democracy (IMPD), and the Lawyers for Human Rights, to try and build public awareness of the role of the provincial parliament and to facilitate public participation and policy making processes by building the capacity of civil society through training and information programmes. The CPP was also working with the KwaZulu-Natal provincial parliament to help with community outreach and communication. In assuming that people did not understand the significance of the provincial legislatures, the PPP was established to address that issue (Hicks, 22/08/2003). According to the *Olive (Organisation Development and Training) Report* (2002) the organisations in the consortium invited the Democracy Development Programme (DDP) to join the consortium in 2001, whilst Lawyers for Human Rights ceased to be a member of the consortium.

In 25 August 2002, the CPP was officially launched under its new name as an independent NGO. Its focus has since concentrated on building public participation and the process of governance generally. The CPP is not registered as a section 21 company, and as a non-profit organisation, it has registered with the Non Profit Organisation (NPO) directorate of the Department of Social Development, whilst also seeking registration as a public benefit organisation with the South African Revenue Service (SARS). The CPP is mostly interested in engaging with municipalities and local government, so its community capacity building focuses in that area. (Hicks, 22/08/2003).

3.2.1.1 Mission Statement and Objectives of the CPP

The CPP mission statement and objectives are well captured in the 2002 CPP brochure. The mission statement presents the Centre for Public Participation as a non-partisan organisation contributing towards the building of an empowered civil society, and engaging actively with

accessible and accountable structures and processes of government (CPP Brochure, 2002). Its objectives are as follows:

1. To increase civil society participation in government processes;
2. To empower civil society to hold government responsible for the delivery of accountable and accessible governance;
3. To provide information, networking, training and advocacy support to strengthen community advocacy initiatives;
4. To advocate for effective government mechanisms to facilitate public participation (ibid).

3.2.1.2 Organisational Structure

The CPP is divided into four programme areas. These are the Training and Advocacy Support Unit (TAU), the Communications Unit (CU), the Special Programmes Unit (SPU) and the Research Unit (RU) (Olive Report, 2002). “We got skilled trainers, skilled researchers and skilled communicators” (Hicks, 22/08/2003). According to Hicks (22/08/2003), the organisation does set a minimum level of qualification that is required for recruitment and selection. However, they do not always rely on qualifications, but also look at potential skills. For instance, she mentioned that if they recruit facilitators, an education qualification is not a prerequisite. Hicks (ibid) emphasised that people don’t come to them absolutely 100 % ready for a job. If they feel that somebody can grow from the job with right mentoring and support they are prepared to take that person.

3.2.2 The Democracy Development Programme (DDP)

The DDP was established in 1993 just before the first South African democratic elections, funded by the Konrad Adenauer Foundation of Germany (DDP Annual Reports 2001; 2002; Naidu 10/12/2003). It is a Non Profit Organisation (NPO), a section 21 company, which is not registered for gain (Naidu, 10/12/2003). According to Naidu (10/12/2003) the DDP director since its conception, the DDP was established with the purpose of making a contribution to the promotion of democratic principles in South Africa. The Programme was focused very much on issues of capacity building programmes around democracy, leadership,

understanding principles of good governance, working with youth and women and political parties. Since that time the programme has narrowed itself down to four broad focal areas. The first is local government, the second relates to youth, the third to women and the fourth to civil society (Naidu 10/12/2003; DDP Annual Reports 2002 and 2003). The main aim of the DDP is to try and see how it can make government more accountable, and how to keep part of the process to participate in decision making. Therefore the DDP concentrates on capacity building and enhancement, because essential knowledge and empowerment is needed to understand the principles of democracy, the principles of the South African Constitution and the Chapter 9 institutions in the Constitution.

3.2.2.1. Organisational Structure

DDP has a combination of two types of personnel: qualified professionals and activists. However, they insist on hiring people with some sense of community roots. Naidu explains it in this way:

When it comes to financial management we need special expertise to do that because the financial accounting for any organisations perhaps is most important part of the organisation to make sure you are accountable to your partners and to your funders. In terms of the work that we do, yes we have hired customers. The activist people who have been involved in working in democracy; people who have been involved in community service form more of the core team of people at DDP. We welcome someone who has more direct standard diploma in local government management, understanding of municipalities... (10/12/2003)

3.2.2.2 Objectives

The DDP objectives change according to the interventions of a certain period. This research is mainly based on the 2002 objectives. The following 2002 objectives are extracted from the DDP annual report (2002):

1. The promotion and consolidation of a democratic culture in South Africa;

2. To serve as an instrument for political education and political dialogue;
3. To help with the transformation process through education, information, consultation and research;
4. To foster through our programme the spirit and culture on which national, regional and local spheres of government as well as community structures can base their relationships.

However, the 2002 objectives are pretty much the same as 2003 objectives. The 2003 ones are explicitly expressed as follows:

3.2.2.3 Immediate Objectives (2003):

1. To provide capacity building workshops for the smaller parties, local government structures and communities in order to strengthen political participation and promote divergent views.
2. To provide capacity building programmes for the previously disadvantaged groups (woman, the rural poor and the marginalized youth) so that they are able to interact meaningfully with local government structures in order to increase political participation as well as to ensure effective service delivery.
3. To provide forums where controversial and vigorous political debate is encouraged.
4. To work together with other like-minded NGO's and institutions in order to create more sustainable programmes that contribute to the effective fulfilling of our vision.
5. Political education and research for relevant stakeholders in the political arena.
(DDP Annual Report, 2003/ 2004:www.ddp.org.za)

3.2.3 About the Partnership

In many instances organisations that have more or less the same objectives have ended in partnerships in order to fulfil their objectives. Thus the DDP/PPP partnership came into existence. It has been clearly stated earlier on that the focal areas of the two organisations are

capacity building for democracy and public participation. Following from this the CPP and DDP became partners from 2001 to 2002 with a project known as Democracy, Advocacy and Lobbying. The CPP brought in the curriculum, whereas the DDP supported this project financially and as well as offering facilitation and logistics (Mfeka, 24/10/ 2003 and Naidu, 10/12/2003). This statement reveals another reason for forming partnerships, which is the sharing of resources, in this case financial and human resources.

3.3 The Role of the CPP and DDP as NGOs

3.3.1 These NGOs as educators/ capacity builders

The CPP and DDP use the following five ways to feed information to the people. These mechanisms are used in order to enhance individuals' knowledge as to how they can engage themselves in decision-making processes that touch their lives, and take further steps if their requirements are not fulfilled by the government. These mechanisms have been extracted from DDP and CPP annual reports and progress reports from 2001:

1. Development and dissemination of posters and booklets in workshops, briefings, political forums and symposia, and sending action alerts to the networks;
2. Organisation of provincial annual symposia;
3. Organisation of briefings and/ or political forums;
4. Organisation of national Conferences;
5. Running of provincial training workshops.

3.3.2 These NGOs as watchdogs, consultants and partners to government

It has been mentioned earlier that NGOs can play more than one role. Besides being community capacity builders the other roles have been identified as watchdogs, consultants and partners to government. However, the watchdog role is the most popular role of the NGOs in general and in particular. The same applies to the CPP and DDP. Thus in this section I am going to dwell especially on the watchdog role. The pilot study conducted prior to the actual study revealed that the CPP and DDP play all three roles. This is supported by the responses from the interviewees (core personnel) of the two NGOs.

3.3.2.1 Watchdog/ monitor

The CPP was formed to advocate for participation in governance. The CPP was to monitor the way in which human needs and public participation were managed in government, and to intervene where there seemed to be a loophole on the side of government performance. In this way NGOs are sometimes said to be ‘watchdogs’ over government. For instance, the CPP organises briefings where it calls upon its networks (individuals, NGOs and CBOs) and relevant political office bearers to discuss and debate issues raised from new bills and legislation. Briefings are usually held around Durban where the organisation is based, but on rare occasions they do take briefings to the affected community. This serves the purpose of keeping government in check in terms of decision-making. If, for instance, their issues of concerns are not taken into consideration, they can advocate these, with the assistance of their partners or networks. Since the inception of the CPP they have used this approach of monitoring the KZN legislature. They employ monitors from the University of KwaZulu-Natal in Pietermaritzburg and the University of Zululand to monitor parliamentary proceedings on a voluntary basis, as well as for their own benefit as students of Political Science and Policy Studies.

Furthermore, the CPP’s aims have been focussed down to the local level where they decided to concentrate on two municipal districts (Sisonke and UMkhanyakude), by interacting with the local government structures to ensure that they fulfil chapter 4 of the Municipal Systems Act. Chapter 4 talks about community participation in decision making at local government level. To ensure that the provisions of the Act are implemented, CPP core personnel have already started to lobby and even assist municipalities to put public participation mechanisms in place, and if, at a certain period, the mechanisms are still not implemented, the CPP will organise the advocacy campaigns (Nzama, 11/09/2003). That will indicate that government is being overseen by civil society organisations. The only way to enforce government to fulfil participatory democracy needs is to advocate and lobby. Nzama (11/09/2003) further emphasised that CPP is there to fulfil a constitutional mandate (Section 118) as to the need and importance of monitoring government, particularly in provincial and local spheres.

Government monitoring is also taught to the communities that receive CPP and DDP training. For example, Mfeka (24/10/2003) mentioned one incident where an advocacy network was formed by the CPP/DDP in eDumbe (Paulpietersburg) after a training workshop. Some

participants had lobbied the local council to deliver their needs, using toyi-toying as their advocacy strategy.

For the pilot study of the DDP conducted in May 2003, 5 staff members who are closely involved in DDP democracy-related workshops were interviewed. 100 % of the responses viewed the DDP as playing the role of watchdog, by monitoring government processes. All responses stated that the DDP is a watchdog because it organises the monthly political forums, where it calls upon prominent speakers from different political spheres and from civil society organisations, to debate and discuss issues such as development, poverty, and HIV/Aids; at the end of the day it expects some answers from the political representatives. All the issues discussed are related to democracy and good governance. After critical debates and discussions, if there is a need, the DDP with its partners (other NGOs) takes further steps to empower communities about advocacy and lobbying functions, so that they can manage to keep government in check or their representatives responsible.

Therefore, in the context of this study I can state that watchdog refers to the monitoring of government processes in a more constructive way rather than a destructive style of criticism. In other words citizens do not just accuse government of not delivering; instead, they engage discussions and debates at some level thereafter if their issues of concern are not taken seriously then they start to advocate and lobby.

3.3.2.2 Consultants

Both the CPP and the DDP become consultants to government in some instances. For instance, the CPP assists the provincial government in advertising public hearings, developing posters for government initiatives and outreach, and designing programmes, and conducts workshops on the provincial government's behalf (Hicks, 22/08/2003). In 2003 another sub-contract from eThekweni Municipality was given to the CPP: the CPP was contracted to undertake research for the public participation policy of the metro area (Nzama, 11/09/2003 and Hicks, 22/08/2003).

Out of the five respondents from the DDP pilot study, only two raised the issue of the DDP being a consultant. Their response was based on the fact that they sometimes bid for

government tenders, with an aim of providing services to the community on behalf of government but for the benefit of the communities.

3.3.2.3 Collaborationists/ Partners to government

The following roles have been extracted from the pilot study and interview transcripts of the data collected. The respondents mentioned the following:

“The CPP has been requested to join the task teams within the municipality that are being set up to develop communication and public participation strategies” (Hicks, 22/08/2003).

The CPP works in partnership with the KZN legislature on the organisation and preparation of the annual Youth Parliament and Young Women’s Parliament.

The DDP works in partnership with the Independent Electoral Commission by providing voter education and relevant publications to the communities. It also works with the Commission on Gender Equality (CGE) and the South African Human Rights Commission—provincial (SAHRC) on issues concerning the education, promotion and protection of human rights.

“We partner with local government structures on issues of mutual interest where the DDP remains autonomous...Some municipalities have commissioned the DDP to perform tasks at municipal level such as the training of ward committees” (Mfeka, May 2003)

3.4 Weaknesses of these NGOs

The non-governmental organisations in this particular study are faced by different challenges. During the interviews limited financial resources, incompetent and negligent personnel, a limited time frame, ‘pleasing’ their funders/partners and difficulties in measuring their effectiveness emerged as the main challenges. In this section financial ~~the~~ issue has been tackled in detail, because it seems as if it is the main challenge compared to other minor challenges.

3.4.1 Limited Financial Resources

The CPP and DDP are failing to monitor their advocacy networks because of limited financial resources. As a result, the created networks decay and there is nobody to disseminate the information given by the organisations during their training workshops. Moreover, if there were enough money, as Nzama (11/09/2003) emphasised, it would be easier for the networks to have access to facilities such as fax. Fax was identified as an easy communication tool for community structures (networks) to communicate with municipalities. For instance, people need to be informed about the portfolio committee meetings and public hearings, but paradoxically those important messages reach communities up to two weeks after the event has taken place, due to the lack of communication resources. This is sadly a constraint and loss for both the NGOs and the community. However, this kind of a situation is partly perpetuated by the situation of NGOs, as Mfeka (24/10/2003) notes: “as an NGO we survive on handouts and funds are not always unlimited”.

Financial constraints also limit planning of these organisations concerning the improvement and supplementation of their work. As Mfeka further responded:

... incorporating ourselves in these communities and preaching this gospel of political participation is another way that I see enables our message to go across easily to our target people but once again that has financial constraints again because that will mean having different satellite offices within these communities that we are targeting... (24/10/2003)

Regarding the issue of funders; donors and/or partners, two respondents mentioned that in order to maintain their status, it is also important to keep to agreements with donors. This makes it impossible to suddenly change the scope of work, even if they have observed that there is a need to expand or supplement their projects. For instance, Mfeka mentioned that

... as an NGO we have funders who say I fund you based on this project which we identify with... sometimes you will feel that if we can change as an NGO and also incorporate certain focus areas within our scope of projects, we can then meet some of the needs of these people (24/10/2003).

3.4.2 Negligent Personnel/ Space problems

As observed during the data collection, staff members did not know where to get certain records, and they even expressed concern that they might be lost. This might be due to the negligence of NGO personnel or to the limited office space that they are working in. Regarding office space, it is possible that they did not have the space to keep their records safely. It might also be due to staff incompetence, and that staff do not have clarity how important it is to keep the records of their organisations. Quite possibly they will never be able to evaluate their progress properly, even if they wish to, because there are missing records such as internal publications and participants' evaluation forms and registers.

3.5 Strengths of the NGOs

1. They have better understanding of people at grassroots levels
2. They are attempting to close the gap that exists due to government shortfall
3. They focus on empowering, capacitating and educating people, more especially the socially excluded communities in rural and peri-urban areas.
4. They bring stakeholders together for discussions and debate, for constructive decision-making

3.6 The Democracy, Advocacy and Lobbying Project (DALP)

Communities can be seen as apathetic in terms of political participation, whilst at the same time their public participation is crucial in democracy for the advancement of their political knowledge, and for their effective engagement in decision making about issues concerning their well being. This alarming situation in KwaZulu-Natal called for the CPP and DDP to make an effort to close the gap. Thus they considered DALP as their first step towards the consolidation of democracy in South Africa.

The apathetic condition of KZN communities was witnessed in DALP workshops. Mfeka (24/10/2003) stated that, when they reach these districts, they find people who still believe

that they have no voice in terms of influencing policies and legislation processes. People at grassroots levels are reluctant to pay attention to governance and political issues. Instead they direct their priorities towards basic needs such as food, education, electricity and employment. However the CPP's and DDP's intervention seemed able to fight against that syndrome.

The logic of DALP is to provide basic knowledge and information to the communities on how to participate in the accessible processes and structures of government; thereafter, if their issues are not taken seriously, they then develop an advocacy campaign around those issues (Nzama 11/09/2003). DALP falls under the Training and Advocacy Unit and the Youth Desk in the CPP and DDP respectively. The emphasis of DALP is on democracy, government processes, structures of government, and advocacy and lobbying strategies, with the main objective, as already highlighted above, of capacitating people to advocate and lobby for their needs (Nzama 11/09/2003; Mfeka 24/10/ 2003; DDP annual report 2001 & 2002; CPP interventions 2002).

3.6.1 Structure of the Project

This project focusses on rural communities as well as semi-rural communities in ten districts and one metropolitan area throughout KZN.

In 2001 DALP was initiated within the new local government demarcations. This was a four day workshop focusing on understanding structures of government, law making processes at local, provincial and national level, developmental local government, community participation, budgeting processes at local government level, advocacy and lobbying.

In 2002 the same workshops were undertaken, but for people from different municipalities to those of 2001. In each district only one workshop per district ran, though they were mainly localized around the municipalities within that district. The fifth day was allocated for a follow up workshop for those who had received training in 2001.

In 2003 it was the CPP alone which ran the same project. A new set of materials was developed but with more or less the same content, updated. Based on the need, the focus was

shifted to only two district municipalities: those are Sisonke and UMkhanyakude. From the responses of the core personnel it was found that the impact of the training workshop is not satisfactory, in that, even after training community groups are still battling to participate in decision making or to advocate for participation. The solution was then to narrow the project down into two districts, in order to see whether they would be able to achieve the results intended from the DALP project. Nzama expounds:

We have been doing workshops for the past four years so we now want to move more towards the campaigning whereas it was going to be difficult to do when we are working with all the municipalities so we decided to cut down and concentrate on two districts (11/09/2003).

In 2003 workshops were divided into two levels: 1st and 2nd. The first level was educating community as to structures of government, the budget process and the legislative process, and the second focused on monitoring, public participation, and advocacy and lobbying strategies and developing a practical advocacy campaign.

In addition, DALP is backed up by relevant information captured in publications, posters and booklets, produced by both organisations, which are distributed during training workshops. Moreover, after training has been conducted, the Advocacy Network structures are formed. An advocacy network is a structure that consists of different CBOs, NGOs and individual members within that district. The network is formed to remain behind as an organised structure, to disseminate the same knowledge and information that is disseminated by the CPP alone or in partnership with the DDP, and to advocate and lobby for local people's needs.

3.6.2 Democracy, Advocacy and Lobbying project (DALP) trainees

Because DALP was CPP's brainchild, the administrative side was based at CPP; trainees were invited by CPP. All respondents mentioned that the participants are people from ward committees, development forums, youth organizations, CBO's, and NGOs. It was also revealed in the interview that participants were "in some instances councillors and traditional leaders, some officials as well as church organisations and church leaders whom [they] hope

with [their] intervention will take this message back into the bigger structure” (Mfeka, 24/10/2003).

Three channels were used, in order to have participants in place. As Nzama reveals: “In 2003 and late 2002 we worked mainly through municipalities to assist us in identifying CBOs they interact with” (11/09/2003). The reason for adopting this channel was said to be the mechanism of ensuring an increase in interaction between the municipalities and communities. In some instances they worked with traditional leaders to organize workshops and invitations were issued as per the demarcations of the traditional authorities. The other way of finding participants was through the networks, either through previous participants or known NGOs and CBOs (ibid).

From private conversations and the CPP mid term evaluation report (2002) concerning this study, it was found that in any case, all the channels mentioned above manipulate the attendance of participants in some way. For instance, if the CPP interacted with the municipality stakeholders the majority of the participants would be likely to be members of the leading political party in that district.

3.6.3 Project Focus

3.6.3.1 DALP and Capacity Building Programmes in action

It was important to hear the views of the core personnel about these issues. The following explanation of capacity building was given:

It means increasing people's understanding of how government works. It means assisting them to identify issues that impact on their communities. It means assisting them in understanding advocacy and developing appropriate strategies by engaging with government and it means giving them support to do that work (Hicks, 22/08/2003).

Linking to that, Hicks (22/08/2003) also maintains that political knowledge is not common knowledge. In order to engage with government processes, relevant knowledge is needed.

They can engage with government, they can say what their priority issues are, they can say how they want their development needs addressed and they can say how they think should happen but to do that they have got to understand how government works and they have got to be able to come in with confidence and engage with the government process at an appropriate time and in an appropriate manner (Hicks, 22/08/2003).

Therefore, capacity building is centred on human development; on increasing peoples' knowledge for a better understanding of their role in decision making processes, so that they can improve their lives.

Naidu's (10/12/2003) response unpacked the issues around which the capacity building programme centred. He mentions

... access to information, what their rights are, who do they have access to and more importantly now that you have the information- what can you do, how do you access this information, how can you take the step further if something is wrong and you want to have that something right (ibid).

The respondents emphasise the significance of relevant knowledge and the better understanding of how to interact and communicate with government stakeholders, step by step. That allows for a productive engagement in decision-making.

3.6.3.2 Challenges when the DALP is in action

When asked about the challenges they came across during their facilitation, different responses were given. The main aim of asking this question was to relate the competency of staff, their approaches to the level of understanding from the participants, as well as to identify key stumbling blocks to political participation. To summarise: issues seen as threats to project success were firstly, socio economic conditions such as poverty and unemployment. Illiteracy, language difficulties, poor general political knowledge and the domination of minorities with better understanding paralysed the smooth flowing of facilitation exercises.

The long distances travelled by participants delay the starting of workshops, and stop people attending council meetings that need their participation. Moreover, the lack of financial resources is detrimental to the running of effective workshops. Hence, access to resources remains the main issue that contributes to all hiccups in the training process.

The following supporting quotes have been extracted verbatim from the interview transcripts:

Mfeka:

... our target as I've said it's rural communities characterised by lack of education, unemployment, illiteracy level and stuff, so based on that definitely grasping what we come with, it becomes very difficult ...basically in most areas I can say but I may be proved wrong – we have found that basic knowledge is lacking in people in that the workshop tends to become an information packed workshop where people are trying to drain as much as they can... in some areas we find people who are completely blank where we have to change our approach to facilitation and use different facilitation strategies to ensure that those people are accommodated ...probably about 30% of the group will have a basic knowledge and they turn to control the whole process... (24/10/2003)

Nzama:

... there is much lack of information ... it also difficult when it comes to their participation because legislation is hardly ever written in a language that they can understand. ... generally communities attending workshops start by assuming that the workshop is about something where they can get money. So one obviously concludes that poverty comes into the whole thing because if they attended they tell you about transport money; they can't come for four days; all those things ...and ...when you working in rural communities you must get use to the fact that you cannot start workshop early. People reach that workshop place at 11h00 a.m. whilst they left from their homes at 05h00 a.m. They will be in town at 09h00 a.m. and take another transport to the place where the workshop is (11/09/2003).

And to make matters worse, communities have been found to be apathetic concerning politics and public participation. They are interested in receiving basic needs instead of DALP training. The responses reveal that rural communities seemed to be considered the toughest communities. There is a further problem: in most cases, even if they bring a workshop for the second time to the same place, they find new people, and as a result the first group cannot revise what they have been informed about previously. They do not find the same people, because people are emigrating from their home areas to search for jobs in urban areas.

3.7 Effective ways of dealing with the challenges

3.7.1 Visiting the site prior to workshops and changing approaches

Convincing people about democracy and public participation is a hard exercise. It is extremely demanding to go there as a stranger, claiming to bring knowledge and information about structures of government, government processes, public participation and developmental local government in the form of a workshop. Thus, Mfeka (24/10/2003) maintains that it is more rewarding to visit the site like social workers and be part of that particular community for sometime, before entering as a workshop facilitator. Visiting the site before a workshop is one way of breaking the ice, and a better opportunity of identifying the approach that you can use to install that knowledge in those communities. Hence, identifying the relevant approach can be a solution for dealing with people's apathy and misconception.

3.7.2 Language conscious

The issue of language is extremely complicated when it comes to people's engagement with governance and politics. This is not new in this country, as we know that the language used by public officials and political office bearers is full of legal jargon. This thesis argues that language complications impede the people from engaging themselves in decision-making. Even though South Africans acquired rights of freedom of speech, this does not allow them to effectively participate in government processes because lower levels of literacy are still an obstacle, whilst on the other hand the use of legal jargon is frequent. The problem starts from the first step where for example, communities are told that there will be a public hearing or

briefing in a certain place. Firstly many illiterate people will not even understand the concepts ‘public hearing’ or ‘briefing’, secondly even if they happen to understand the concepts and go there they will battle to understand the legal jargon used there. Therefore, consequently, instead of people learning by participating, they rather remain hesitant to engage themselves in discussions and debates that will empower them and lead to a decision that will affect them directly or indirectly.

A suggestion as to how to deal with this, emerged in the interview. Nzama (11/09/2003) suggested that if at least government met the communities’ capacity builders like NGOs halfway, by ensuring that it uses plain language as used in writing the Constitution and translates legislation into the vernacular languages, this might make things easier. Another intriguing possibility is to provide user-friendly key summaries to accompany policies and legislation.

However, the CPP and the DDP have to try to facilitate and translate their material into IsiZulu – the language that people they are dealing with can best understand. This has created some difficulties in the training process. Mfeka (24/10/2003) emphasises that if materials were done in IsiZulu that would make it easier for participants to grasp. Facilitators are compelled to cut down the legal jargon, especially if they are facilitating a legislative process module.

3.7.3 Use of technological teaching aids and training manual dissemination

The use of technology has been identified as one of the most innovative ways to get things done easily, and was also mentioned by the NGO personnel. Audiovisual tools such DVD and Video were mentioned as another possible technique for informing people. DVD can be an alternative to the training manuals that are said to be useless, as people seem not to be reading them, perhaps because of the language (Nzama, 11/09/2003). The advantage of playing DVD is that it can transmit basic knowledge to a number of people within a very short space of time, and people can manage to develop a picture of how policy links to service delivery, through watching these DVDs or videos, followed by discussions. According to Nzama (May 2004) DVDs will show the actual processes of government such as parliamentary

proceedings. Therefore, those who cannot grasp the information and knowledge through the mouth will have an opportunity to understand the processes through moving pictures.

3.7.4 Satellite offices and active networks (logistics)

The CPP and DDP are mainly focussing on KwaZulu-Natal (KZN), although the DDP has some other offices in two other provinces (Western Cape and Limpopo) (Naidu, 10/12/2003) whilst the CPP has one in KZN (Hicks, 22/08/2003) . At this stage, they do not have sustainable mechanisms to sustain their training work. According to all the interviewees from the two organisations, the opening of satellite offices in all districts where would be useful to keep communities informed.

The advocacy networks created after every workshop need offices and resources to be maintained. One interviewee even raised the issue of adopting the same style that is used to monitor the KZN legislature, by having monitors in each municipal district to monitor council meetings and share information with the advocacy networks and the communities in general. The working conditions of those monitors are still not yet finalised, because this remains a proposal stage within the CPP.

However even though the proposal of satellite offices and monitors is exciting, there are always limitations. In this case the limitation is the resources required to provide training on organisational management and development and financial management. And the CPP and DDP cannot provide such services. Alternatively, this situation opens the room for partnerships with the other non-governmental organisations dealing with those issues, to provide training, and that could be the solution.

3.7.5 Provision of financial resources

It was mentioned above in this chapter that the progress of training workshops is hindered by poor attendance due to limitations in financial resources on the side of the participants. In assessing the situation, as an alternative, CPP and DDP have found that the only way to deal with this was to give the participants the transport fee even though the workshop was meant

for their benefit. This started from 2002. By means of this strategy, the level of attendance might be adequate for the impact of the project (DALP) to be measured. However, it is necessary to raise the point that these NGOs are contracting out the task of evaluating themselves. For instance, Hicks (interview, 06/04/2004) mentioned that they employed Olive to do a full scale evaluation of their organisation, with the help of funding from donor organisations such as the Ford Foundation, the Open Society Foundation and the Mott Foundation. Donors rely on feedback reports from organisations, which are based on the criteria explained below.

3.8 Indicators to measure the effectiveness of the capacity building projects

The respondents from both organisations were asked about the indicators they use to measure the effectiveness of their projects. The main aim of asking this question was to determine the strategies that they use to measure their progress. Half (two) of the respondents from one organisation made it clear that there are no adequate indicators used to measure their effectiveness as an NGO. They added that this still remain a challenge for them in the NGO sector. They do rough deductions from follow up workshops, evaluation forms filled in by the trainees after workshops and letters that they receive from the trainees. In addition to that they also rely on quantitative indicators that appear to demonstrate not the quality of work that they are doing but a summary of their progress.

Another respondent maintained:

... it remains one of those grey, grey areas that we are trying as an NGO to work on. It's always very, very, very difficult to measure the effectiveness but on rare occasions you will get people writing back to us expressing appreciation for the information that we are making them realise... (Mfeka, 24/10/2003).

Two of the respondents from another organisation seemed not to stress any difficulties when it came to measuring the success of their projects. However Hicks (22/08/2003) highlighted: "It's difficult because it (indicator) is not tangible staff and we can't simply work it". From the findings it was clear that they also consider quantitative measurements. In addition, they

develop different indicators for each separate project. The second half of these respondents gave some indicators that they use.

General indicators:

1. To what extent does civil society subsequently engage with government?
2. How many more people go to Portfolio Committee meetings?
3. How many more people engage with the municipality?
4. How many community advocacy campaigns are developed,
5. With regard to real outcomes of the interventions: what differences are there and in what way has public participation increased?
6. With regard to government structures and processes: has government improved the way it is working? Has it put late programmes in place? Is it more accessible?

DALP indicators:

The following indicators were developed to measure the effectiveness of training workshops:

1. The use of trainees' evaluation forms,
2. Are people attending briefings?
3. Are they participating fully in the various council processes, particularly in local government?
4. How are they participating in the briefing?
5. Are they able to network together and try and resolve the issues affecting them; for instance through advocacy campaigns? What strategies do they use? How successful are their campaigns? What impact have they had in the municipality? Are there good public participation mechanisms and strategies in place?
6. How is their participation in municipalities?

As interesting as they sound, there are no records that illustrate how indicators have been applied to give actual results depicting successes or failures. Therefore one can only conclude that measuring the effectiveness of the work of NGOs still remains a grey area. There is no clear pattern that they use for that purpose; all is based on assumptions.

3.9 Public Participation

The argument in this thesis is that public participation is not visible enough in government decision making processes, because of a lack of knowledge. For this reason the concept of public participation remains the centre for investigation in this study. Research on why the public seems to be so reluctant to participate has been done by different researchers, including government and non-government organisations. Recommended some mechanisms to deal with that reluctance have been recommended, but there seems to be very slow process in addressing the issue. It was observed that people stricken by extreme poverty tend to be voiceless and feel marginalised and socially excluded. For this reason I decided to look at the role of NGOs in closing the existing gap.

3.10 Challenges/threats

Public participation has become the buzz word in South Africa nowadays, as instance by the several related research projects taking place at all levels of government in the country. However, in spite of these studies, the issue of public participation mechanisms still remains a long process to accomplish. Public participation in government decision making is a constitutional mandate, which makes it difficult to ignore the task of facilitating the process. The present constraints that hinder the smooth facilitation of public participation are said to be the language barrier and the level of literacy, bureaucracy, poor information dissemination mechanisms, poverty, poor political knowledge, public window-dressing, poor policy implementation at local levels and departmental failure in facilitating the process (CPP Report, 2001).

The politics around the aforementioned barriers are that, even though transparency seems to be visible enough in government, this does not ensure valuable public engagement. For instance, the CPP Report (2001) has indicated that there are existing gaps that need to be filled. Poor mechanisms are used by government to disseminate information regarding their

meetings¹¹. Announcing meetings in newspapers, radios and television obstructs the right of some rural, informal settlements and poor communities to participate in government processes. Poverty is a major challenge as people do not have money to spend on buying newspapers, radios and television sets; instead they are interested in satisfying basic needs. However, even those who have the luck to attend meetings are still hesitant to say that they were part of decision-making. The public is given permission to enter parliamentary or meeting premises and to sit in the gallery and listen to parliamentary proceedings, to which in turn nothing is contributed by community members. In most cases whilst they are still listening, they gradually get lost due to the language used by parliamentarians; and the sad part is that translation facilities are there to provide service to other parliamentarians, and not to the public. Moreover working according to an agenda inhibits public participation, because once they start to raise their issues of concern for discussion, they are ruled out of order. This is how bureaucracy contradicts democracy as understood by South Africans. On the other hand, relevant departments such as Communications have been identified as not satisfying the provisions of the Constitution concerning public participation.

At local government level, the Municipal Structures Act provides community participation mechanisms that need to be facilitated by the councillors, but even those councillors have limited information about public participation and legislation as such. Applying proper mechanisms in order to eliminate the confusion around public participation is the only alternative.

3.11 NGO Interventions

Achievements

According to the DALP facilitators, their achievement in 2001 was to see their trainees becoming councillors. In response to their (CPP/DDP) service provision at grass roots levels, they say “the municipalities see the value in the work that they are doing and that they

¹¹ This information has been extracted from the CPP Research Report on Public Participation done and compiled by Thami Ngwenya for the KZN Legislature in 2002.

(municipalities) can see the difference in working with the communities with the interest to work with.” (Nzama, 11/09/2003).

They also regard the advocacy network initiatives in Newcastle (Amajuba District Council) as a success story. When Mfeka was asked about their success stories, this is what he told:

Ok, one example in Osizweni-Newcastle- Amajuba District- there is a lady called Dudu Mbatha who has formed an advocacy structure at community level which tries to ensure that needs of the communities are met and they constantly engage with municipalities trying to share needs of community and different development projects. And the structure tries again to ensure that there is a two way communication process between themselves, officials, local councillors and community. So she has been actively involved in the structure for the past 2 or 3 years to the extent that she has been recognised by the district as one of the local community workers within that particular structure. And as the DDP we recognised her in 2002 in one of our awards evening when we recognised her as one of the community workers in Osizweni (24/10/2003).

3.12 Participatory Democracy- the impact of training

The relevance and the importance of the participatory democracy model have been discussed in the previous chapter. If participatory democracy needs active citizenry to engage in decision making, the impact of training must be in line with the actual purpose of participatory democracy. Participatory democracy is correlated with public participation, which means that education, training and empowerment of previously disadvantaged communities on democracy is also correlated with participatory democracy, because an informed citizenry is crucial to public participation.

3.13 Conclusion

Public Participation and education: Significance

The concept of public participation refers to the involvement of citizens in governmental decision making processes that touch their lives. It can be public participation into integrated development planning at local level, submission of petitions at provincial and national levels or participating in decision making through public hearings at provincial levels. However, in order for the public participation process to succeed, it needs informed citizens who can engage themselves meaningfully in decision making process. Thus education links to the actual process.

South Africa's status regarding democracy and public participation has been discussed in the previous chapter. In particular, South Africa is encouraging this notion of public participation, but her practical realities seem not to be dynamic enough to accommodate effectively the actual process due to the historical effects. It is known that the majority of South Africans have been disempowered and dispossessed of the opportunity of being part of the previous government. Therefore the public still does not have the ability to engage meaningfully in decision making processes. Instead, they are looking forward to receive the basic needs from the new democratic government.

Therefore, it has become crucial to heal the scars of the past and to make South African democracy a promising and successful regime by educating the public as to how to get involved and effectively engaged. Whilst government is steadily trying the process of training and empowering the public to participate, on the other side non-governmental organisations are trying to speed the process. NGOs have seen the importance of educating, training and empowering communities to take part in government decision making.

However, the interviews have shown that public influence on policy and/ or legislation is still rare, even after the CPP and DDP have provided training on those issues. As an alternative, once the public has received training, they use that knowledge and information to advocate for basic needs such as water, electricity, etc. Despite the fact the CPP and DDP's main aim in the workshops is to see people influencing the legislature, they are also happy that people are now able to channel their needs for service delivery to the relevant structures such as

chairpersons of the portfolio committees within their municipalities. After receiving training they are able to coordinate various activities and campaigns to ensure they get what they need.

Even though Nzama (11/09/2003) emphasised that their training concentration was on the process of policy-influencing at all spheres of government, the outcome of the training seems not to serve the actual purpose of the organisation, due to the fact that two thirds of the trainees are rural and have been socially excluded from receiving basic services. They seem to understand the local level of democracy and concentrate there. In response to this, Mfeka holds:

...in terms of political participation I think we still need more interventions in terms of informing people about different entry levels in the legislative process. Still remain a grey area to people. They still believe that they have no voice in terms of influencing policies and legislation processes that take place (24/10/2003).

In addition Mfeka (24/10/2003) indicates that on rare occasions you will find organisations visibly doing something to influence policy from the community, but the gap is still quite big, even though organisations such as the CPP are hopefully progressing in closing that gap.

However, Nzama (11/09/2003) further mentioned that after providing training to the communities, they started to realise that even the elected councillors do not know their job descriptions and the way local government functions. Consequently, the trained people saw the opportunity to apply the knowledge that they received from the CPP and DDP partnership workshops by standing for local government elections of 2000 in areas around Ladysmith, Newcastle and Jozini. According to Nzama (11/09/2003), some of them are in the executive, and they are interacting with them to see how they progress and utilise the knowledge they have received from training workshops.

The training workshops provided by the CPP and DDP in partnership and the CCP alone seem to have had a positive effect, even though there are still grey areas remaining. Communities still do not understand the link of policy to service delivery thus they concentrate on advocating for service delivery because it is their urgent need. Issues of

legislative process seem to remain abstract to them, and they cannot grasp the knowledge as to the actual process whilst they are still lacking basic needs.

CHAPTER 4

4. Participants' perceptions about knowledge of democracy, public participation and decision-making

4.1 Introduction

This section analyses the perceptions of the CPP/DDP trainees about the Democracy, Advocacy and Lobbying training that they received from the two organisations, compared to those who did not attend those training workshops. The data collection technique used to get this information was the questionnaire enclosed in the Appendix. It was both quantitative and qualitative, which resulted in both closed and open-ended responses. The respondents were asked to elaborate on their opinions.

The questionnaire was analysed using SPSS, quantitative analysis software package. Quantitative research methodology allows the measurement, comparison and statistical analysis of general characteristics of a population (Jones, 1997; Neuman, 2000). Thus, it was an appropriate research method for identifying the most informative perceptions of the participants regarding CPP/DDP workshops. In order to evaluate the effectiveness of the training a test/control comparative evaluation method was used.

The questionnaire was divided into two themes. The first theme focused on the respondents' biographical details. The second was to investigate the trainees' knowledge and perceptions about the training workshops that they received from the CPP and DDP as well as to identify the differences between trainees and non-trainees. The main aim of categorising the questionnaire was to determine the kind of respondents regarding their age, level of education and their involvement within their communities, as well as to investigate how they perceived the training that they received, in terms of effectiveness and usefulness. It also sought to determine how much those who did not receive training knew about democracy, public participation and decision-making.

Some of the output percentages of the analysed data did not equal 100 percent. The reasons are as follows: firstly, a questionnaire was developed twice where there was a need to split

some variables, secondly the questionnaire was posted to the trainees, and because the questionnaire was self-completed, participants may have omitted some questions intentionally. Thirdly, it is possible that the trainees omitted some questions because they did not know the answer. Lastly, some responses were irrelevant to the questions.

4.2 Social background

Questions 1 to question 6 asked for respondents' background information. Of a total of 122 respondents, 72 were trainees and 50 were non-trainees. Of that total 64 were males and 58 were females. Their age was categorised into two categories: a range of 17 to 35 as youth, and 36 to 61 as adults. The responses showed that youth (85) is more likely to participate in workshops than adults (37). For instance there were 54 youth and 18 adult trainees. Of the total of 122, 30 did not have matriculation, 54 were matriculated and 38 had reached colleges and other tertiary institutions. In response to question, as to education level, 6 said that they had no standard six, 24 had standard 8, 54 were matriculants, 14 attended colleges and 24 attended tertiary and other institutions. The majority of those who have matriculated and reached college or tertiary level were youth, thus they were more likely to participate because they seemed to have a sense of what *workshop* means.

FIGURE 1

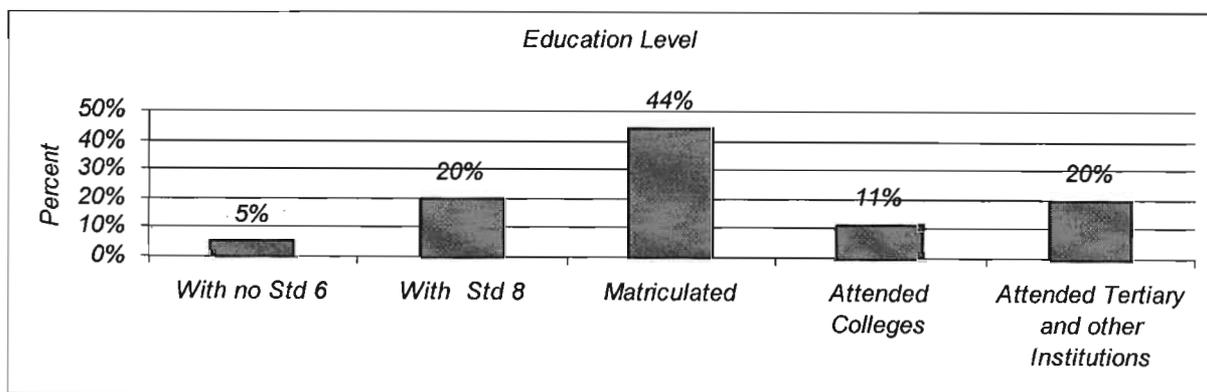
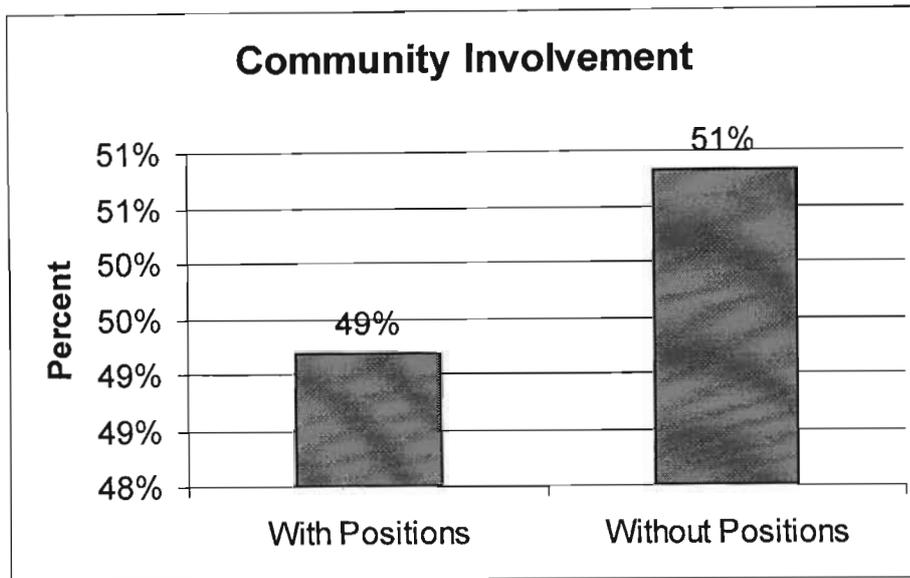


FIGURE 2



Of a total of 122 respondents, more than one fifth had formal employment such as teaching, health workers, as well as NGOs employees. In contrast, two fifths and almost more than one third were informally or self employed, and voluntary or unemployed, respectively. The former refers to those who are running small businesses, such as building blocks, poultry, catering, etc. The latter refers to those who are involved in voluntary projects such as home based care, HIV/Aids awareness, development forums, or who are totally unemployed or not involved in any activity within their communities. There were 6 (8.3 percent) respondents who were students and non-trainees.

The follow up question (Q6 (b)) was posed aimed at identifying the actual kind of their involvement within their communities. In almost a total of 122 respondents, 60 had positions and 62 did not. Among those with positions, 3 were councillors, 1 was a traditional leader, and 11 were involved in youth project leadership positions, while 21 were involved in local community organisations as secretaries, chairpersons and treasurers. In addition, 4 were volunteers on home based care work, while 7 were actively involved in political activities as political party youth and women's leagues leaders. Furthermore, 13 were involved in *organised* community based organisations (CBOs) and development forums. In contrast, the other 62 were merely ordinary members of the public without any positions in their communities.

4.3 Membership

Besides being part of community development forums (ward committees), 58 out of 71 (81.7 %) trainees indicated that they were members of community based organisations (CBOs), partnerships and other local networks. From those who were involved (both trainees and non-trainees), the majority (71.9 %) was participating in voluntary or developmental projects, 22.8 % in youth (development) projects, 3.5 % in advocacy and lobbying projects and 1.8 % in development forum. In contrast the majority (41 out of 50 (82 %)) of non-trainees said they were not involved in such forms of organisations. Those who were not involved mentioned lack of capacity from project leaders, ineffective administration of networks, unsatisfactory outputs from the existing organisations, and the non-existence of organisations in their areas as reasons for their not being members of such forms of local organisation.

4.4 Knowledge of organisations

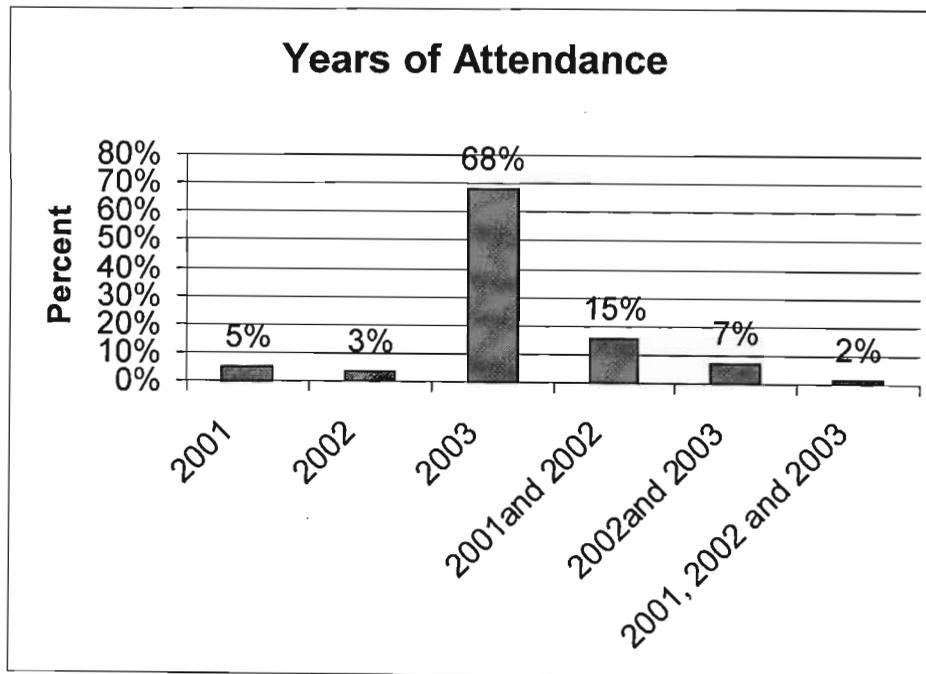
An open question (question 7) was asked to verify whether the trainees still remembered the CPP and DDP and how much they knew about the two organisations. The reason was to identify from the beginning whether the answers are relevant to what had been delivered by the organisations to the community, or whether the participants were confusing organisations, since there are many NGOs that bring services to communities at grassroots level. The same question was also posed to the non-trained.

A total of 122 respondents responded to the question. Of this, 20 % described the CPP and/or DDP as the organisation(s) that open their eyes (enlightened them). In most cases, because the questionnaire was answered in IsiZulu, responses were saying, for example, “u CPP ungikhiphile ehlathini” (translated: “*the CPP has taken me out of the bush*”) or “u CPP no DDP bangembula inkungu” (translated: “*the CPP and DDP had removed the dark mist from my eyes*” [ignorance]). This means the two organisations were effective in delivering democracy education among the participants. The CPP and/or DDP were also described as democracy and good governance organisations by 18 % of respondents, while 14.8 % described these organisations as advocacy and lobbying organisations. The remaining 7.4 %

said that they knew and attended CPP and/ or DDP workshops which started in 1998. 36.1 % of the respondents did not know either of these two organisations.

Question 8 asked about the number of workshops trainees had attended and the year in which they had attended those workshops. In a total of 72 trainees, there were 33.3 % who said they had attended one workshop. Another 36.1 % indicated that they had attended two workshops, and 30.6 % had attended three or more workshops. In addition to that 5.1 % trainees had attended in 2001 while another 3.4 % had attended in 2002. The majority of trainees (67.8 %) said that they had attended the workshops in 2003. 15.3 % of trainees attended in 2001 and 2002, 6.8 % attended in 2002 and 2003 and 1.7 % in 2001, 2002 and 2003.

FIGURE 3



4.5 Perceptions of the trainees about the training

This section investigates the perceptions of the trainees in relation to the actual training that they received. Question 9 explored the information and understanding acquired from the training workshops. Different trainees mentioned democracy, human rights, structures and functions of government, public participation and consultation, advocacy and lobbying strategies, developmental local government role and decision making as the information

package delivered by the CPP and DDP. Very few trainees mentioned the issues of gender and 'batho pele' (people first principle) as being part of information that they had acquired.

In general, most of the trainees stressed that they were totally ignorant about democracy in action, until the two organisations arrived in their communities. However, from the different responses received, in a total of 72 trainees, 13.9 % mentioned that they were taught about democracy while another 13.9 % highlighted developmental local government as part of the information they received. On the other hand 2.8 % mentioned human rights, 4.2 % mentioned decision-making processes, and 6.9 % indicated advocacy and lobbying strategies, while 9.7 % highlighted public participation and consultation as the type of information they were fed. In addition, a high percentage of 19.4 of trainees said that the structures and functions of government formed another module, while 15.3 % mentioned that the workshop was based on all of the above components.

Trainees were then asked about what they had understood from the modules/ information package mentioned above. The intention was to identify if that information had made a significant impact on the participants. Almost one third of trainees indicated that they understood participatory democracy and human rights. The second highest percentage (23.6) indicated that structures and functions of government were clear after the training. The same percentages (11.1) of trainees understood service delivery procedures and the budget process respectively. There were very few trainees (2.8 %) who indicated that they understood portfolio committee functions, while 5.6 % mentioned other sections that they understood. From the above, it is clear that the majority of the respondents are now familiar with democracy and their rights as citizens. They also know the structures and functions of government. However, only a few of them understand the portfolio committee's functions, which is the body that they are supposed to interact with most.

4.5.1 Understanding of government functions

An evaluative question was asked of trainees and non-trainees, to weigh up their level of understanding of government functions. In the results almost 95.7 % of the trainees agreed that the CPP/DDP had improved their understanding of governance and democracy, while 1.4% disagreed and 2.9 % appeared to be unsure. The opinion of the majority was supported

by the qualitative response, whereby a majority of respondents indicated that they know democracy as being a political project and they can advocate and lobby for participation in governance. This extends to the vision of CPP stated in the previous qualitative analysis section.

On the other hand, 30 % of those who did not receive the CPP/DDP training affirmed that they understand governance and democracy, while 46 % and 24 % indicated that they had no understanding, or were uncertain about governance and democracy respectively.

It also appeared that 20 % of trainees said they had knowledge about advocacy and lobbying strategies. 26.8 % about democracy and intergovernmental relations, 19.6 % about public participation and decision-making and 17.9 % about local government functions. Nevertheless, all these themes are interrelated under the name of democracy, therefore we can generalise that the participants of the workshops improved their knowledge of all of the above modules, because these could not be practised in isolation from the other.

Approximately two fifths of non-trainees said they had knowledge about democracy and intergovernmental relations.

Of those who were uncertain, 31.7 % of respondents were not or not sure whether they do understand government functions because of factors such as cultural diversity, a total lack of education in this regard, underestimation by people in authorities which limits their opportunities to assess and familiarise themselves with issues of decision-making and a resistance because of discontentment about government service delivery.

4.5.2 Effective participation

The majority of the trainees agreed that their knowledge had been improved through the training from the CPP/DDP, with 80.6 % indicating that they were enabled to participate effectively in decision-making after receiving such training. In contrast, 16.4 % trainees said that they were not able to participate effectively in governance processes or decision-making. The reasons mentioned for non-effective participation were poor public participation

strategies, a lack of good relationship among stakeholders, and the 'non-existing-development forums in their communities.

Paradoxically, only 71.6 % of trainees were able to articulate how or where they participated. Of those who indicated that they participated effectively, 22 said that they participated in local democracy and development, where this refers to issues of service delivery, public participation and development forums. Otherwise, were 6 participated in the Integrated Development Plan (IDP), only three participated in each of the following: budget processes at local level and advocacy and lobbying activities, whereas 14 participated in other development projects that could bring them income.

On the other hand, only 18 % of non-trainees actively participated in governance processes. Almost 82 % of non-trainees who did not effectively participate in these processes because of the lack of knowledge and exposure, lack of good relationship among stakeholders, lack of interest, poor public consultation strategies and other reasons such as limited time and geographical area. The trainees who did not effectively participate also mentioned all these factors, except lack of interest and exposure, as the stumbling blocks to their effective participation. Therefore, knowledge is important in effective participation. Those who received training from the CPP/DDP workshops are four times more likely to participate in local democracy compared to those who did not receive any form of training.

Therefore, it appeared that trainees are more likely to effectively participate in government processes than non-trainees, even though a large number of the trainees indicated that they were active in employment creation for themselves.

In addition, of those who indicated that the training was effective, 62.5 % trainees played a leading role in different arenas of governance decision-making and development. In a total of all responses, 34.9 % said they became key organisers and chairpersons of the community development organisations that made impact on people's lives, and 18.6 % became the co-founders of development projects where they advocated and lobbied provincial government to fund their projects and local government to deliver basic services. This latter result goes back to the qualitative analysis in the previous section, where the findings depicted the same fact. People are more concerned about ways of getting their basic needs and wants met, rather than participating in governance and legislative processes. Less than five trainees indicated that

they were facilitating or training people on democracy. Only one person raised an issue of one organisation that participated in a budget process and presented a submission on the formulation of the White Paper on Local Government. Other engagements mentioned were related to bringing basic needs such as income, pre-school education, health and food.

4.5.3 Continuous participation

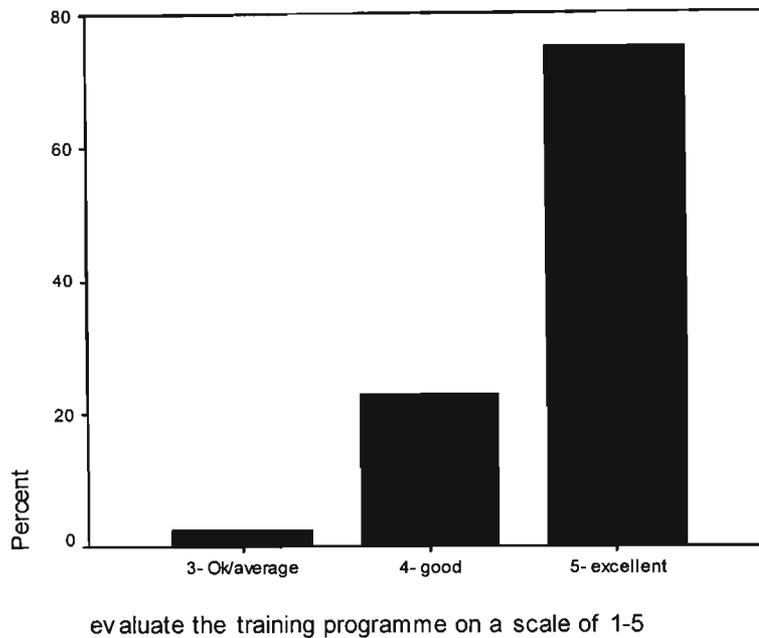
At local government level there are existing forums for participation and community based organisations (CBOs) where community members network. Those kinds of structures enable the public to participate in government processes and decision making in one way or the other. The analysis showed that more trainees (54) were actively involved in those networks/structures when it compared to non-trainees (7). However, the response rate of trainees is still low.

Of the respondents who were not actively involved, the reasons mentioned were issues of political affiliation or limited opportunities for engagement, lack of exposure and limited knowledge. Again, a large number (46.2 %) of the respondents said they were engaged in other development projects that could give them income, instead of participating in (local) government management activities or politically related activities. It was 10 or fewer in each of the following who indicated that they were involved in disseminating democracy knowledge to the non-recipients of training, facilitating community-councillor interaction as ward committee members, whilst others said that they were lobbying community members to participate in decision-making in the local democracy. However, there was also a high percentage (37.5) of respondents who did not respond to the question. The reason may be the fact that the two organisations were mainly training CSOs, therefore some additional members remained unproductive even after training, maybe due to the above mentioned obstacles.

4.5.4.1 Evaluation of the training project by the participants

It was imperative to get the overall perception and feelings of the trainees about the training project (DALP). Of the trainees, over 77 % indicated that the project was excellent, followed by over 23 % who said it was good; less than 3 % found it satisfactory.

FIGURE 4



The trainees were asked to evaluate the training programme in terms of effectiveness and efficiency. They were asked to respond in terms of strongly disagreeing, disagreeing, average, agreeing or strongly agreeing with the statements given. They were then further asked to give their comments and views regarding the same questions. Table 7 below summarises their responses on a three point lickert scale. The percentages given are not equal to 100 % because the main intention was to assess the effectiveness of training. A high percentage of trainees (72) agreed that training was well planned, well structured and well designed (90.1 %), trainers have shown insight (91.7 %), time was enough for explanations and asking questions (88.9 %) and the learning outcome was the one expected (91.7 %).

Table 7: Percentage frequencies of trainees' responses to the effectiveness of training

No	Description of Training Project	Percentages			
		Disagreed	Neutral/ average	Agree	Total %
a.	The training was structured in such a way that the trainers were having logic of what they were saying (design) . In other words: training was well planned, well structured and well designed		2.8%	90.1%	93.1%
b.	The trainers have shown insight/knowledge of what they were talking about (delivery) .		1.4%	91.7%	93.1%
c.	Everything was clear and understandable because there was more time to explain and ask questions if it is not clear (time)	2.8%	2.8%	88.9%	94.5%
d.	I have learnt advocacy and lobbying strategies, budgeting, law making at the provincial level, arms of government at all spheres, IDP (learning outcome)		2.8%	91.7%	94.5%

In a split question, the respondents were asked to indicate their feelings about their level of understanding. In response to question, table 8 below represents the findings where the given percentages of all respondents (trainees and non-trainees) agreed that they clearly understood structures/ arms of government (53.8 %), legislative processes at all spheres (51.5 %), developmental local government (51 %), when to participate in policy making and who are the key stakeholders at all spheres (49.5 percent), the budget process (47.6 %), and advocacy and lobbying strategies (46.2 %).

Table 8: Percentages of the respondents' responses about the knowledge of democracy package

No	Indicators of Knowledge	Percentages		
		Disagree	Agree	Total
e.	I understand Advocacy and Lobbying strategies more clearly		48 46.2%	104 100%
f.	I clearly understand law making (legislative) processes at local, provincial and national levels	50 48.5%	53 51.5%	103 100%
g.	I clearly understand budget process	54 52.4%	49 47.6%	104 100%
h.	I clearly understand the structures/ arms of government	48 46.2%	56 53.8%	104 100%
i.	I clearly understand developmental local government	51 49.0%	53 51.0%	104 100%
j.	I clearly understand when to participate in policy making and who are the key stakeholders at local, provincial and national level.	52 50.5%	51 49.5%	103 100%

Table 9 below indicates the disparities of understanding between the trained and the non-trained. It shows that an average of 90% of non-trainees did not know what budget process, advocacy and lobbying, structures of government, developmental local government, legislative process and key stakeholders in decision making were. An average of 90% of trainees indicated that they, after training, clearly understood all of the above. Most of the trainees were satisfied about the programme itself, however they stressed that the content was a bit difficult to grasp easily, unless time and the number of workshops could both be increased.

Table 9: Comparison of respondents' knowledge of democracy package (frequency)

Indicators of knowledge	Disagree		Agree	
	Trainees	Non-trainees	Trainees	Non-Trainees
I understand Advocacy and Lobbying strategies more clearly	11 20.4%	45 90%	43 79.6%	5 10%
I clearly understand law making (legislative) processes at local, provincial and national levels	4 7.5%	46 92%	49 92.6%	4 8%
I clearly understand budget process	9 16.7%	45 90%	44 83%	5 10%
I clearly understand the structures/ arms of government	5 9.3%	43 86%	49 92.6%	7 14%
I clearly understand developmental local government	5 9.3%	46 92%	49 90.7%	4 8%
I clearly understand when to participate in policy making and who are the key stakeholders at local, provincial and national level.	5 9.4%	47 94%	48 90.6%	3 6%

4.6 Recommendations from Respondents

Both trainees and non-trainees further mentioned the knowledge that needs to be emphasized in future workshops. Among other things they mentioned councillor-traditional leadership training on how to exercise their powers (1.6 %). Enhancement of knowledge of communities on the role of the councillors to make local government management effective was among those things mentioned (12.7 %). Apart from that, councillors' training was also requested (17.5 %). A majority of the trainees (22.2 %) stated that it would be useful if the emphasis could be put on participation and communication channels because they were still not clear on how to participate in legislative process at provincial and national levels. Needs indicated by non-trainees are also illustrated below:

Table 10: Future Needs

Respondents Needs In the next Workshops	N	%
participation and communication channels	14	22.2%
knowledge on the role of councillors within community	8	12.7%
Councillors' training workshop	11	17.5%
traditional/councillor training workshops	1	1.6%
Other (voter education, HIV/AIDS and business plan)	24	38.1%
budget process	5	7.9%
Total	63	100%
Non-trainees expectations in the training workshops of this nature		
Democracy module	28	56%
Structures and functions of government	20	40%
Law-making process module	10	20%
Public participation module	10	20%
Local government management module	8	16%
Good governance module	1	2%

4.7 Extra needs of trainees for future trainings

Trainees raised some issues of concerns and comments about the workshops. Among other things, extra information needs to be added for future workshops. In a total of 72 of all trainees, more than two thirds indicated different material or components that need to be added, while one fifth said that they were satisfied about everything the CPP/DDP gave them. Trainees mentioned a politicians/community leaders' module (19.4 %), user friendly booklets or manuals (2.8 percent), a network sustainability capacity building workshop (5.6 %), and more of the same workshops (12.5 %). In addition, 16.7 % mentioned issues such as voter

education, HIV/Aids education, issuing of certificates of participation and other socio-economic issues that need to be included in training workshop.

In summing up, it appears that trainees' focus is on receiving basic needs. In as much as they are taught about governance, democracy and public participation, they tend to stick to advocacy and lobbying rather than the policy making processes. It has also been revealed that before the CPP/DDP training, most of the trainees were blank about the whole process; they did not know when to participate, but now they do have a knowledge package where they pick what is relevant to the environment around them and apply it. Besides, they even mentioned that such training should be carried out on a continuous basis and be spread all over the province, so that they will not forget the useful information that they received from one or two organisations.

CHAPTER 5

5. Synthesis

5. 1 The significance of education for participatory democracy

In her democratic epoch, South Africa has risen to adopt a new approach to governance. Substantially, public participation has gained momentum in the post apartheid era. Instead of pure representative democracy, a participatory approach became the best option. Thus, citizens are encouraged to participate voluntarily in decision-making processes. Education for democracy is very important in emerging democracies like South Africa, because it encourages citizens to nourish their democracy until it is consolidated. However, even if education can enhance the political knowledge of the citizens, more importantly, the exercise of participation educates the actual process of participation (Deegan, 1999:153, Turner, 1972).

NGOs are project driven organisations. Their survival in terms of financial resources depends on their vibrant sound initiatives. Thus education for democracy forms the focus of some of the NGOs in a new democracy like South Africa where “the majority of South Africans have little experience of political participation” (Khosa, 2001: xi). As mentioned earlier in this study, education for democracy does not necessary referred to formal education (Turner 1972 and Gandal and Finn, Jr 1992). Besides formal training, dissemination of posters, radio and television slots, and the press are other forms of passing knowledge about democracy to the citizens (Ibid).

The CPP/DDP training workshops appeared to be useful in increasing knowledge about decision making processes that form the core of democratic governance. The findings of this study reveal that CPP/DDP workshop trainees are four times likely to participate in local democracy (i.e. local and provincial government). This clearly denotes that educating people about the *fundamentals* of democracy is significantly important for sustaining participatory democracy. “Education for democracy, therefore, must be approached in a conscious and serious manner” (Gandal and Finn, Jr, 1992:2). To a large extent, education for democracy changed the mindsets of the trainees, reduced apathy and ignorance and decreased the frustrations of poor socio-economic conditions.

The results also show that trainees regularly engage in governance and development initiatives after they have received knowledge of democracy, structures and functions of government in particular. Through the training from the CPP/DDP they get to “develop the habits, attitudes and values that make democracy possible, and the commitment and enthusiasm [that is] necessary to nurture and sustain it” (Gandal and Finn, Jr, 1992:1). A few scenarios were mentioned by the core facilitators that show how citizens interacted with their local government authorities after receiving training.

However, in as much as the trainees indicated progress through education, there was an intriguing finding. It seems as if poverty is a striking factor within the system of democracy. Findings have shown that the lack of education is not the only main factor that promotes the syndrome of non-engagement, but that poverty also plays a significant role. This is given substance by the core facilitators during the interviews and by trainees’ responses, where trainees are more likely to engage and be active in development projects that are going to give them basic needs such as the basic income to bring food on the table.

5.2 The perceptions of NGOs – are they achieving their goals?

Hicks asserts: “when you look at the objective of the organisation we want to strengthen public participation in governance” (22/08/2003). However, the NGOs core facilitators stated clearly that they were less likely to achieve their main goal of educating people to engage in decision-making processes. As an alternative, they decided to narrow the focus to a few district municipalities. The reason for that is formulated by Hicks (22/08/2003): “we are just training and training people and yet communities are still battling...”. Thus they reconsidered their focus. However, according to the results, it still seems as if the CPP/DDP were empowering citizens to focus better on advocating for their basic needs (e.g. employment, health, etc.), while the rest of the training modules were less important to the trainees. This was given substance by the trainees (some from the few focus districts) themselves, where the majority is more likely to lobby local structures, advocate for resources and participate in development initiatives that are going to give them basic needs in return. Only a few said that they participated in actual policy making. Some respondents could not hide the fact that they need business skills instead of pure political knowledge. In as much as CPP/DDP assess that

there is still a lot of work to be done in order to install political knowledge, they also acknowledge that South Africa is still poverty stricken, more especially in rural and peri-urban areas. These conditions of poverty and inequality hinder their progress in terms of achieving their organisational goal. And NGO's reliance on handouts may not make the situation better, because it is there to fulfil the terms of its projects.

Considering the rural and peri-urban communities' conditions in the pre-training era, the legal jargon used in the material and the difficulty of understanding and translating the English language, the facilitators performed well. They managed to find a way to leave those people educated, because more than ninety five percent said they understood functions and structures of government and democracy.

A lack of resources and facilities to sustain networks that will keep operations and monitoring constant appeared to be the other reason for the CPP/DDP not to achieve their core objectives. I concur with Deegan (1999) and Turner (1972) that acquiring knowledge is a starting point, but the core solution to political participation is participation in practise. It is, however, important to add that once off trainings result in passiveness, as trainees are less likely to apply the given knowledge in practise.

However, not achieving the expected goal is not something unknown in the NGO world, since they survive through donor funding and government recognition. They work hard to impress government, only to find when assessments are done, that indications show that changes made are not impressive enough (Hillhorst 2003).

5.3 Trainees' perceptions about the training

Trainees stated clearly that the CPP/DDP training workshops brought very important and useful knowledge to them. The fact that 95.7 % of the trainees said that as a result of CPP/DDP training workshops they understand government functions, is an indication of the usefulness of training to them. Some indicated clearly that the training brought to their attention the importance of their participation in the elections of 2004. This is subject to their understanding what government is, how it operates, who are the key stakeholders, how and why they become the stakeholders in governance. They said that they learnt that government

cannot be just government out of the blue, but that for government to come into place, their participation is vital, whether in elections or beyond. This confirms Turner's point of view that "through education an individual can develop both psychological and interpersonal skills in a situation of co-operation with" relevant structures (Turner, 1972:39).

To a large extent some of the trainees managed to find development opportunities for themselves by forming cooperatives and other small development projects where they are able to interact with provincial and local government structures by negotiating for resources and support. Other trainees are requesting more training workshops that could incorporate entrepreneurship modules. They stated clearly that, but for the CPP/ DDP training workshops, they would not know which direction to take in terms of government communication channels. The findings show that the trainees' focus is on local economic issues. If they apply the knowledge given, they advocate for basic needs and do not necessarily participate in a policy making process.

Although 90 % of the trainees classified the training workshops as excellent, it is apparent that there is still a long way to go in order to enforce the culture of political participation. It can further be argued that workshop participants have not significantly increased their level of participation in the legislative process, even though 92.6 % indicated that the training workshops increased their level of understanding of the legislative process. In relation to this, only one person indicated that her organisation made a submission at a public hearing as a result of CPP/DDP training. As many as 90.7 % trainees indicated that they clearly understood developmental local government, but once again only 6 % indicated that they participated at IDP forums. Therefore local authorities must maximise participation of communities in decision making and development initiatives (ANC cited in Maharaj and Jaggernath, 1996:265) so as to increase their levels of participation.

It has been found that trainees focus on advocacy and lobbying for basic needs. However, only 79.6 % indicated that they understood that training module. Furthermore, 83 % felt that training increased their knowledge of the budget process. With its focus on development initiatives, it could be useful for local government to enforce "negotiated development planning" that would encourage public participation and "accountability into development" (Maharaj and Jaggernath 1996:264-265).

Moreover, trainees need to be motivated like any other individual who has attended some beneficial forum or workshop. Approximately half of the trainees were still waiting for their attendance certificates and other additional workshops; the CPP/DDP had promised these but did not fulfil the promise. This goes back to the question of accountability and the effectiveness of the NGOs, because in as much as their trainees appreciate their projects, on the other hand they themselves can ruin their reputation. It can be argued that the project was not well planned and truly consolidated because of the aforementioned issues. NGOs are unable to “give enough attention to sustainability in project planning” and “they have weak administrative, managerial and organisational skills” (Maharaj and Jaggernath 1996:262). This is an indication of how the trainees see their trainers on the other side of their performance (logistics).

5.4 The role of NGOs

The role of NGOs in educating people for political participation is not fully effective because they still have not fulfilled the vision of the organisation: advocating for participation in governance. At least they have managed to install some level of knowledge and understanding, in that the quantitative results show that there is a huge gap of knowledge between the trainees and the non-trainees. Their objective is to increase civil society participation in the government process, but the results are not yet convincing, as they themselves have indicated. Their clients are focussing at monitoring service delivery by local authorities instead of becoming part and parcel of the service delivery planning processes. They are not really empowered to write a submission or a petition to the relevant portfolio committee; instead they use toyi-toyi or marches as their communication strategy. At least the organisations managed to enforce the culture of advocacy initiatives, which is the popular way communities use to hold government responsible, hence very few scenarios of this nature were mentioned. Although the findings indicate these scenarios, there is no confirmation as to whether they were successful or not, except that some members of the community ended up in jail because they did not follow the proper channels. As educators for participatory democracy they picked up very few instances where, as a result of their training, some trainees stood for by-elections and won, as in the sustainable network in Amajuba district.

In the context of NGOs-government relationship, CPP and DDP are still partners, as consultants in the projects of the same interest. This could be associated with the notion of multi-actors in development, and with the fact that “civil society’s involvement is the prerequisite for local urban structuring” (Hymens 1995, McDonald, 1997 cited in Donaldson, 2000:26). The DDP is involved in a schools democracy education project, whilst the CPP seems not to be very active in running DALP as its brainchild.

In conclusion the CPP and DDP training workshops empowered people with knowledge but to a lesser extent enabled them to participate in the more political agendas; instead trainees concentrated on receiving basic services and micro-economic enlistment.

CHAPTER 6

6. Conclusions and Recommendations

In this section I am going to present the conclusions based on the five research questions raised in the introductory chapter of this study. These were: Do the CPP/DDP enable greater participation in democracy? How important is education for participatory democracy? How do the CPP and the DDP perceive their role? How do the trainees or participants perceive and evaluate the training provided by the CPP and the DDP? How effective are the CPP and DDP capacity building programs in educating people for political participation? Are they capacitating them with the purpose of being watchdogs, partners to government or consultants? The main aim of asking all these questions was to identify the effectiveness of the Non-governmental organisations (NGOs) in educating people for participatory democracy.

According to the results of the quantitative analysis, NGOs seemed to be partially effective in terms of their service delivery. Their objectives are partially achieved. They educate the public to engage in governance, although public engagement is not always optimal. Therefore, it is important to do a SWOT analysis for each and every project planning, so as to incorporate all the elements that will be useful in fulfilling the goal of the organisation. Good project planning needs competent managerial personnel.

It was found from the results that the two organisations target civil society organisations, traditional leaders, councillors and individuals. They negotiate their entry with authorities in district and local municipalities. In as much as they wish to achieve their objective: to increase participation by NGOs and CBOs in government processes, up to this stage very little has been achieved. The results of the study show that this CPP brainchild needs to be evaluated, so as to allow it to contribute to achieving its organisational goal of increasing participation by civil society organisations.

The four modules intended to educate people about democracy, concentrate on local government and service delivery, and not on effective participation in policy making. This suggests that CPP/DDP training and dissemination of information is not adequately enabling greater participation in democracy in KwaZulu-Natal. The outcome of the training is contrary to what is expected. Another reason may be that trainees could not make use of the posters, training manuals and booklets that are distributed in the workshops. Furthermore, if the CPP sends action alert notices to its beneficiaries, it means this is not satisfying the needs of the organisation because the response rate in terms of participation by their trainees/ beneficiaries is still in imbalance, as the results have shown. Again, if the annual symposia for trainees were effective enough, the level of participation by their trainees in policy making should have increased. These findings suggest that justification and reworking of the organisational approach to project planning needs to be done. This may be done for the better effectiveness of the project. The NGOs should avoid, first, concentrating on input and output for funding purposes, second, ignoring the outcomes and last but not least, counting how many projects have been implemented as their evaluation approaches. In other words, quality is better than quantity. They need to go back to their trainees to do research on how much they changed trainees' mindsets.

Limited financial resources cannot always be an excuse where projects are not sustained and consolidated. They need to emphasise project management from the beginning. They should be encouraged to have focus. Motala and Husy (2001:30) note that “[t]he sector is often accused of lacking focus due to the diversity of its approaches and interests. But the costs to NGOs themselves are often hidden, and include staff burn-out, the disruption of programmes, and the diversion of resources intended for other work”. If they are looking to accomplish their stated goals, they should narrow down the scope of their projects. Nevertheless, they have completed more than four training sessions between 2001 and 2004 with the CSOs and individuals from uMkhanyakude and Sisonke. When I checked their attendance registers, there were people who attended more than two workshops; however they were only able to demonstrate their knowledge at the local level. As the findings show, the majority of the respondents indicated that they are effectively participating at the lowest level. They are basically not gearing themselves up to participate in broader spectrums such as at provincial and national levels. A fascinating issue is that, if the participants attended training workshops more than twice, they would have the necessary information and knowledge to participate in various levels or spheres. What is worth asking is why participants were not in a position to

indicate that had they, for example, made a submission, on their own without the help of CPP or DDP, to the provincial or national legislature for a particular proposed Bill or white paper. Less than two percent of the participants have managed to accomplish that. This suggests that the NGOs need to find ways of installing a culture of participation into the trainees. They should either start an intensive interaction and partnership project with local municipal districts to facilitate public participation, or they should advise them about the way forward soon after training. Indeed, the problem of keeping political participation a grey area needs to be addressed. An intriguing question is: after how long is this going to be achieved, considering the five and ten years of the CPP and DDP existence respectively?

It was found from the analysis that education for participatory democracy is considered important, but it cannot be said to be extremely important without adequate skills, competence and habits. Education alone cannot help, people need to practice and gain skills of engaging. Contrary to my assumptions, the results illustrate that: basic needs provision come first, then education for participatory democracy second. However, regardless of these drawbacks, it could be stated that at least the CPP and DDP achieved their goal of empowering civil society for democracy (this was confirmed by the trainees themselves). This has even been shown by the gap of knowledge between trainees and non-trainees that was identified from the analysis. The lack of knowledge may now no longer be the main issue for the trainees. The only thing left is for the trainees to practically engage in the political processes of their interest, since there is a difference between knowing how to participate and participating. As Turner (1972) and Rousseau in Pateman (1970) rightly suggest, individuals learn to be competent participants by participating at least at the local level.

Indeed, it is noted that the NGOs try their best to engage in the process of consolidating South African democracy. Actually, they change the political life of their trainees and networks by inculcating that knowledge. They even play a crucial role in provincial government institutions where they interact as advisors or partners and even as monitors of the public policy processes. For instance the CPP engaged in different programmes with the KwaZulu Natal (KZN) Legislature. This was substantiated by Nxumalo, the Director of the KZN Legislature Communications Unit (08/06/2004), who indicated that their relationship with CPP was good. He asserts:

“We have engaged the CPP to do our community workshops across the province in 2000. Workshops were mainly focussing on women participation. The CPP provides training to participants for Youth Parliament and Young Women Parliament. The CPP has made a huge contribution as far as assisting CBOs in terms of accessing Parliament/ Legislature. It is outstanding work. Their CBOs networks on the ground mobilise the public to attend workshops or events of governance in relation to capacity building” (Ibid).

This shows that NGOs are playing an important role at grassroot levels. The appreciation from outside explicitly denotes success to NGOs, it indicate that they are doing a good job even though there are some drawbacks.

Worth noting is that, although trainees indicated great satisfaction about the training, they had additional needs and recommendations for effectiveness in terms of increasing knowledge and engaging in decision making. This aspect was confirmed in the previous chapter. It was found that participation in politically dominating issues is still a rare occasion. This goes back to the question of challenges, weaknesses and threats to NGOs in this study. Issues that emerged include poverty, complicated jargon and limited resources (human, physical and financial). In some instances these conditions can hinder the work of NGOs. It could be a good idea if a sector could work with government to emphasise the knowledge of policy making by using technological means. However, this approach cannot be applicable in some of the rural areas where facilities are still limited. Other available structures such as local traditional institutions can be used by both sectors, regarding instilling the same gospel and culture of participation.

Both the NGO sector and Government have some ways of information dissemination that they can make use of. This includes action alert notices, media and newspaper notices; however, there will still be people who feel marginalised. There are rural citizens who cannot use their knowledge, because they were not informed about the processes taking place where they can apply their knowledge, until they even forget what has been taught by the NGOs. Other ways of reaching those citizens should be found. In some instances street poles may be used to plug notices of public hearings and the likes. Schools can be used to announce government-public meetings of particular importance and bills on the table. They might use a

whistle blow device, where *iziqonga*¹² could stand on top of the hills, within the jurisdiction of a certain tribe, and blow the whistle for attention and announce that, for example, a particular portfolio committee will be having a public hearing.¹³ The use of traditional structures and ways could also be useful in encouraging participation.

It was found from the results that after training, trainees are able to monitor their local councillors and identify if they understand their work or not. In that situation they are able to hold councillors responsible, and if councillors fail to account to the people, the public can mobilise to challenge the system. They may use advocacy strategies such as marches. One case of eDumbe was described in the qualitative results. Those who gained clear understanding disseminate information to the local CSOs and to individuals who attended workshops and those who did not. An example of that from the results is the case of AMajuba Advocacy Network, which was considered successful in terms of promoting public participation in different arenas of governance. Some trainees indicated that training helped them to sustain cooperatives. This indicates that NGOs also educate people to be government watchdogs, educators, consultants and partners to government.

¹² *Iziqonga* refers to the rank below izinduna in the traditional leadership ranks. They work as izigijimi zenkosi (urgent information disseminators).

¹³ NGOs can provide preliminary training for iziqonga since most of the processes entail technical stuff and terminologies.

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APPENDIX A: Trainees' Questionnaire

Dear Respondent,

RE: EVALUATION OF WORKSHOP PARTICIPANTS' PERCEPTIONS ON CPP/DDP TRAINING WORKSHOPS AND THE LEVELS OF PUBLIC PARTICIPATION AFTER WORKSHOPS

You have been selected to take part in the above-described study because you are in the targeted study group that have attended CPP/DDP Democracy and Advocacy and Lobbying workshops. This letter is to kindly request you to participate.

The research is for my dissertation in partial fulfilment for Master of Arts degree. The aim of the study is to evaluate workshops' participants' perceptions to the training they have received from CPP/DDP in order to devise ways of improving existing services.

I acknowledge that the questionnaire is long and complex and I would appreciate if you would respond to all the questions, as all comprise of important aspects of the study. This research is solely for academic purpose and all answers to the questionnaire will remain confidential.

Your name and identity will not be used or referred to in the subsequent literature. You are urged to say as much as possible on the questions requires open-ended answers.

If you would like to have a copy of the final paper, do not hesitate to contact me through my correspondence options below.

Please return the completed questionnaire to this email address: 202523601@nu.ac.za Or fax it to 031 260 1061 or post it to University of KwaZulu-Natal, Political Science Department, Dalbridge, 4041

Participant, you are urged to send back this questionnaire as soon as you finish filling it. The input of your views will contribute to the success of this study and is highly appreciated.

Thanking you in advance.

Yours sincerely,
Nomagugu Ndlela

Ngiyakubingelela lungu Lomphakathi

Ungomunye wabantu abatonyuliwe ukuba babambe iqhaza kucwaningo mayelana ne projekthi yokufundisa nge demokrasi kanye nokumayelana nakho. Igama lakho linikezelwe ngabakwa CPP no DPP ukuba ngixhumane nawe mathupha. Ngakhoke ngibhala lencwadi ukukunxusa ukuba ubambe iqhaza kulolucwaningo ngokuphendula imibuzo esemakhasini alandelayo.

Mina ngingumfundi e Nyuvesi yakwaZulu-Natal ebeyaziwa ngokuthi iNyuvesi yase Natali phambilini, Kuyisicelo sami ukuthi sibambisane ekubhaleni lelibhuku locwaningo ngokuthi ungiphendulele imibuzo esemakhasini alandelayo. Lokhu kuzosiza mina ezifundweni zami nawe kanjalo ukuba ube nesithombe esiphelele ngomsebenzi ka CPP no DPP njengoba lelibhuku lizogcinwa kumtapo wolwazi enyuvesi.

Ngiqonda kahle ukuthi imibuzo mide kodwa ngizamile ukuyichaza ngendlela elula ozoyizwa ngoba inhloso yakho konke lokhu ukuthola umbono wakho, owakuzusa, nokwenzile ngenxa yo qeqesho luka CPP behlanganyela no DPP kusukela ngo 2001.

Okubalulekile nokufanele ukwazi ukuthi igama lakho angeke lishicilelwe kodwa liyogodlwa ukuvikela isithunzi sakho. Uyanxuswa ukuba wenabe unikeze lonke ulwazi nombono wakho nge wekushophu noma uqeqesho luka CPP no DPP.

Uma ufuna lelibhuku lalolucwaningo maseluphuthuliwe ungaxhumana nami ngalezi zindlela ezilandelayo: e-mail address: 202523601@nu.ac.za, noma fax: 031 260 1061 noma ungibhalele kuleli kheli: University of KwaZulu-Natal Durban, Department of Political Science, Dalbridge, 4041

Lungu Lomphakathi ngiyakucela ukuba ungibuyisele lemibuzo ngokukhulu ukushesha iyaphuthuma kakhulu!! Ucwano ngolwazi lujabeke ngendlela emangalisayo. Ungasebenzisa imvelophu enikeziwe ukwabuyisa kimina

Ukuphendula kwakho lemibuzo ngokunikezela kwakho ngemibono yakho ngoqeqesho owaluthola kubaluleke kakhulu ukuze nabanye abangazi ngalo bathole usizo

Ngibonga Kakhulu.

Yimina Ozithobayo
U Nomagugu Ndlela

Questionnaire – Imibuzo

Notes and Instructions – Okufanele ukwazi nokufanele ukwenze

1. All these questions are based on CPP/DDP Democracy Advocacy and lobbying workshops [Yonke lemibuzo imayelana noqeqesho owaluthola Kwa CPP no DDP ngokuhlanganyela.]
2. Answer in English or Zulu [Phendula ngesiNgisi noma ngeSiZulu= noma ngabe yiluphi ulimi kulezi zombili.]
3. If your answer is longer than the space given, you can use the separate page. [uma impendulo yakho iyinde ukudlula izikhala ozinikeziwe ungalisebenzisa elinye iphepha ngaphezu kwalawa.]
4. **NB.:** CPP is formerly known as PPP [Provincial Parliamentary Programme [u CPP ubaziwa ngo PPP phambilini]

A. Trainee's/ Participant's demographic information

1. Name [Igama]: _____
2. Age [Iminyaka yakho]: _____
3. Sex [Ubulili]: Male [owesilisa]
4. Female [Owesifazane]
5. Occupation [Umsebenzi owenzayo] _____
6. Position in the community [Isikhundla onaso emphakathini] _____

7. Level of Education [Izinga lemfundo onayo]:

No std 6 with Std 8 Matric College Tertiary Other
(specify) _____

B. Knowledge and Perceptions

8. Do you know of any organisations called DDP or CPP? If yes how much do you know them? When did you start to know them? [Ingabe uyamazi u CPP noma u DDP? Uma ubazi, ubazi kanjani? Kusukelanini ubazi?]

9. How many training programmes run by CPP/DDP did you attend? [Mangaki ama Wekushophu osewake wawahambela enziwa u CPP noma uDDP?]

- a. One [Yinye]
- b. Two [Mabili]

c. Three and above [Mathathu noma ngaphezulu]

2001

2002

2003

10. If at all, how did CPP/ DDP training help you? [Ingabe akusize kuphi lamawekhushophu]

- a. Information on [Ngithole ulwazi ku:]

- b. Understanding (what? explain) [Sengiqondisisa kangcono nge:]

- c. Other (specify) [Yisho okunye okuzuzile kuWekushophu]

- d. None [Angifundanga lutho]

11. Did the training programme improve your understanding of government functions? [Kungabe loluhlelo lokufundisa lulwenyusile izinga lokuqondisisa ngomsebenzi kahulumeni?]

- a. Yes [Yebo]

- b. No [Cha]

- c. Not sure [angazi noma lungisizile yini]

Please explain how? And why? [Mangabe lukusizile, lukusize kanjani? Mangabe lungakusizanga kungabe yini isizathu] **Uyacelwa ukuba uChaze Kabanzi**

12. After receiving training were you able to participate effectively in any government processes such as IDP, law-making processes, or on advocating and lobbying for any issue touching your lives? **[Emva kokufundiswa u CPP noma uDDP ukwazile yini ukubamba iqhaza ezinhlelweni zikahulumeni ezifana no IDP nokwakhiwa komthetho , kanye nokunye-ke nje okufana nokunxenxa nokukhankasa ?]**

a. Yes, if yes, How? **[Uma uthi Yebo, ulibambephi iqhaza? Kanjani?]**

b. No, If no, Why? **[Uma uthi Cha yini ndaba? Bala izinto ocabanga ukuthi yizon zingqinamba.]**

c. Not sure, why? **[Angazi kahle hle noma ngilibambile yini? Yini ekwenza ungabi nasiqiniseko?]**

13. Do you still participate in democratic governance processes in your community? **[Likhona iqhaza osalibambile namanje kuhulumeni wentando yeningi ngenxa yolwazi owaluthola kwa CPP no DDP)**

a. No, if not, Why? **[Cha, Kungani ungalibambile?]**

b. Yes, if yes, in what way? **[Yebo, yiliphi lona olibambile? Futhi kanjani?]**

14. Are you involved in any development network, partnership or community based organisation in your community? **[Kungabe ikhona inhlango yomphakathi oyilunga layo?]**

16.1. a. to d.

1-strongly disagree [Angivumelani kwasampela mpela nje nalokho],

2- disagree, [Angivumi]

3- neutral/ average, [angivumi angiphiki]

4- agree, [Ngiyavuma]

5- strongly agree [Ngivumelana nalokho kakhulu]

(Please tick or ring the appropriate rating) [thikha okuyikona ngezansi ezikweleni]

16.1. e. to j.

1- strongly disagree- *total waste of time*, (angifundanga lutho)

2- disagree- *I did not learn or understand most of the things touched on that*, [kucishe kufane nokuthi angifundanga lutho kule kulokho]

3- Neutral/ average- *I've learnt that but still can't apply it*, [kona ngikuzwile nje kodwa angikuqondisisanga]

4- Agree- *yes I understand it up to a minimum level*, [yebo sengiyakuqonda kahle manje]

5-Strongly agree- *have learnt very new and useful information* [ngikuqondisise kahle futhi okwenziwayo sengingakwenza]

a. The training was structured in such a way that the trainers were having logic of what they were saying (design). In other words: training was well planned [I wekushophu beyihleleke ngendlela egculisayo nenomqondo]	1	2	3	4	5
b. The trainers have shown insight/knowledge of what they were talking about (delivery) .[Abakwa CPP noma DDP batshengisa ukuba nolwazi oluphelele ngabakushoyo]	1	2	3	4	5
c. Everything was clear and understandable because there was more time to explain and asks questions if it is not clear (time) [konke ebenfundiswa ngakho bekucacile kuqondisiseka, futhi kunesikhathi esanele sokuchaza nokubuza imibuzo]	1	2	3	4	5
d. I have learnt advocacy and lobbying strategies, budgeting, law making at the provincial level, arms of government at all spheres, IDP (learning outcome) [ngifunde izindlela zokubamba iqhaza nokunxenxa uhulumeni, ukuthi wenziwa kanjani umthetho, izinhlaka zikahulumeni, nokuthi yenziwa kanjani I bhajethi]	1	2	3	4	5
e. I have understood Advocacy and Lobbying strategies more clearly [ngifunde ngaqondisisa kahle hle ukukhankasa no kunxenxa uhulumeni nabasebenzi bakhe]	1	2	3	4	5
f. I have clearly understood law making (legislative) processes at local, provincial and national levels. [ngifunde ngaqondisisa kahle hle ukuthi wenziwa kanjani umthetho emazingeni wonke kahulumeni, ikakhulukazi kuhulumeni omkhulu nowasekhaya]	1	2	3	4	5
g. I have clearly understood budget process [ngiluzwisise kahle uhlelo lokwabiwa kwezimali]	1	2	3	4	5
h. I have clearly understood the structures/ arms of government [ngifunde ngaqondisisa ngezinhlaka zikahulumeni nokusebenzisana kwazo]	1	2	3	4	5
i. I have clearly understood developmental local government [ngifunde ngaqondisisa ngentuthuko yohulumeni basekhaya neqhaza labo]	1	2	3	4	5
j. I have clearly understood when to participate in policy making and who are key stakeholders at local, provincial and national level [ngifunde ngaqondisisa ngokuthi kumele ngilibambe kanjani iqhaza nokuthi obani abasemagunyeni okumele ngisebenzisane nabo]	1	2	3	4	5

16. 2. Then give comments on how did you see it regarding a. to d.? [**Awuphawule kabanzi ngezansi mayelana no nombolo a. kuya ku d. ongenhla.**]

a. Design [**ngohlelo nje lonke**]

b. Delivery [**ngendlela abachaza ngayo**]

c. Time
[**ngesikhathi**]

d. Outcome [**Ngokuzuzile**]

16.3. Any other comments/ emphasis regarding number e. to j. from the table above [**Uma kukhona ofuna ukucacisa nge zimpendulo kusuka kunamba e. kuya ku j. ezikweleni ezingenhla ungakubhala kulesisikhala esilandelayo.**]

Ngo nombolo e.

Ngo nombolo f.

Ngo nombolo g.

Ngo nombolo h.

Ngo nombolo i.

Ngo nombolo j.

17. What do you want to see more on the workshops? [**Yini ofuna ukuba igcizelelwe kakhulu kulezizinhlelo zokufundisa**]

Please explain [**Chaza kabanzi**]

18. Is there any extra information that you think might be necessary for the training programme and manual? [**Ingabe lukhona ulwazi ofuna lwengezwe kuloluhlelo lokufundisa?**]

a. No, if not, why not? [Uma uthi Cha kungani?]

b. Yes, if yes, what is it? [Uma uthi yebo, yikuphi ofuna kwengezwe]

19. In your own view do you see the need for these training workshops? Explain?
[Ngokubona kwakho sikhona yini isidingo saloluhlelo lokufundisa olwenziwa u CPP no DDP? Chaza]

THANK YOU VERY MUCH FOR YOUR PARTICIPATION

APPENDIX B: Non-Trainees Questionnaire

Dear Respondent,

RE: EVALUATION OF PARTICIPANTS' PERCEPTIONS ON THE LEVELS OF PUBLIC PARTICIPATION WITHOUT RECEIVING ANY EDUCATION

You have been selected to take part in the above-described study because you are in the targeted study group on Democracy, Advocacy and Lobbying workshops. This letter is to kindly request you to participate.

The research is for my dissertation in partial fulfilment for Master of Arts degree. The aim of the study is to evaluate participants' perceptions on democracy and public participation in order to devise ways of improving existing services.

I acknowledge that the questionnaire is long and complex and I would appreciate if you would respond to all the questions, as all comprise of important aspects of the study. This research is solely for academic purpose and all answers to the questionnaire will remain confidential.

Your name and identity will not be used or referred to in the subsequent literature. You are urged to say as much as possible on the questions requires open-ended answers.

If you would like to have a copy of the final paper, do not hesitate to contact me through my correspondence options below.

e-mail address: 202523601@nu.ac.za, noma fax: 031 260 1061 noma ungibhalele kuleli kheli: University of KwaZulu-Natal Durban, Department of Political Science, Dalbridge, 4041

Participant, you are urged to send back this questionnaire as soon as you finish filling it. The input of your views will contribute to the success of this study and is highly appreciated.

Thanking you in advance.

Yours Sincerely,
Nomagugu Ndlela

Ngiyakubingelela lunga Lomphakathi

Ungomunye wabantu abatonyuliwe ukuba babambe iqhaza kucwaningo mayelana nolwazi nge demokrasi kanye nokumayelana nakho. Ngakhoke ngibhala lencwadi ukukunxusa ukuba ubambe iqhaza kulolucwaningo ngokuphendula imibuzo esemakhasini alandelayo.

Mina ngingumfundi e Nyuvesi yakwaZulu-Natal ebeyaziwa ngokuthi iNyuvesi yase Natali phambilini, Kuyisicelo sami ukuthi sibambisane ekubhaleni lelibhuku locwaningo ngokuthi ungiphendulele imibuzo esemakhasini alandelayo. Lokhu kuzosiza mina ezifundweni zami nawe kanjalo ukuba ube nesithombe esiphelele nge demokrasi nokubanjwa kweqhaza njengoba leleibhuku lizogcinwa kumtapo wolwazi enyuvesi.

Ngiqonda kahle ukuthi imibuzo mide kodwa ngizamile ukuyichaza ngendlela elula ozoyizwa ngoba inhloso yakho konke lokhu ukuthola umbono wakho.

Okubalulekile nokufanele ukwazi ukuthi igama lakho angeke lishicilelwe kodwa liyogodlwa ukuvikela isithunzi sakho. Uyanxuswa ukuba wenabe unikeze lonke ulwazi nombono wakho nge demokrasi nokubanjwa kweqhaza.

Uma ufuna lelibhuku lalolucwaningo maseluphuthuliwe ungaxhumana nami ngalezi zindlela ezilandelayo: e-mail address: 202523601@nu.ac.za, noma fax: 031 260 1061 noma ungibhalele kuleli kheli: University of KwaZulu-Natal Durban, Department of Political Science, Dalbridge, 4041

Ukuphendula kwakho lemibuzo ngokunikezela kwakho ngemibono yakho kubaluleke kakhulu ukuze kwenziwe isimo sibengecono.

Ngibonga Kakhulu.

Yimina Ozithobayo
U Nomagugu Ndlela

Questionnaire — Imibuzo

Notes and Instructions – Okufanele ukwazi nokufanele ukwenze

1. All these questions are based on Democracy, Advocacy and lobbying education [Yonke lemibuzo imayelana noqeqesho lwe demokrasi, nokukhankasa nokunxenxa]
2. Answer in English or Zulu [Phendula ngesiNgisi noma ngeSiZulu= noma ngabe yiluphi ulimi kulezi zombili.]
3. If your answer is longer than the space given, you can use the separate page! [uma impendulo yakho iyinde ukudlula izikhala ozinikeziwe ungalisebenzisa elinye iphepha ngaphezu kwalawa.]
4. **NB:** CPP is formerly known as PPP [Provincial Parliamentary Programme [u CPP ubaziwa ngo PPP phambilini]

A. Trainee's/ Participant's demographic information

1. Name [Igama]: _____
 2. Municipal District: _____
 3. Age [Iminyaka yakhö]: _____
 4. Gender [Ubulili]: Male [owesilisa] Female [Owesifazane]
 5. Occupation [Umsebenzi owenzayo] _____
 6. Position in the community [Isikhundla onaso emphakathini] _____
-
-

7. Level of Education [Izinga lemfundo onayo]:

No std 6 with Std 8 Matric College Tertiary
Other (specify) _____

B. Knowledge and Perceptions

8. Do you know of any organisations called DDP or CPP? If yes how much do you know them? When did you start to know them? [Ingabe uyamazi u CPP noma u DDP? Uma ubazi, ubazi kanjani? Kusukelanini ubazi?]

9. Do you understand government functions? [**Kungabe uqondisisa kahle ngomsebenzi kahulumeni?**]

- a. Yes [**Yebo**]
- b. No [**Cha**]
- c. Not sure [angazi noma ngiyaqondisisa yini]

Please explain how? And why? [**Mangabe uqondisisa awuchaze ukuthi yini oyiqondayo mangabe ungaqondisisi kungabe yini imbangela?**]

10. Do you able to participate effectively in any government processes such as IDP, law-making processes, or on advocating and lobbying for any issue touching your lives even if you did not receive CPP/DDP training? [**Noma engakufundisanga u CPP noma u DDP uyalibamba yini iqhaza ezinhlelweni zikahulumeni ezifana no IDP nokwakhiwa komthetho , kanye nokunye-ke nje okufana nokunxenxa nokukhankasa ?**]

- a. Yes, if yes, How? [**Uma uthi Yebo, ulibambephi iqhaza? Kanjani?**]

- b. No, If no, Why? [**Uma uthi Cha yini ndaba? Bala izinto ocabanga ukuthi yizona zingqinamba.**]

- c. Not sure, why? [**Angazi kahle hle noma ngilibambile yini? Yini ekwenza ungabi nasiqiniseko?**]

11. Are you still participating in democratic governance processes? [**Likhona iqhaza osalibambile namanje kuhulumeni wentando yeningi ?**]

- a. No, if not, Why? [**Cha, Kungani ungalibambile?**]

b. Yes, if yes, in what way? [**Yebo, yiliphi lona olibambile? Futhi kanjani?**]

12. Are you involved in any development network, partnership or community based organisation in your community? [**Kungabe ikhona inhlangotho yomphakathi oyilungayo?**]

a. No [**Cha**]

b. Yes [**Yebo**]

c. If yes, what is the name of the organisation? [**Uma uyilungayo, yini igama lenhlangotho?**]

d. What is it doing? [**Yini umsebenzi wayo emphakathini?**]

e. And how did you get involved? [**Wena ubambe qhaza lini kuyona?**]

f. If no, why not? [**Uma ungelungayo lenhlangotho, kungani? Chaza?**]

13. Please indicate your knowledge and feeling about the following statements. [**Khetha izinga okuyilungayo mayelana nolwazi lwakho kulezizinto ezilandelayo.**]

13.1. **a. to f.**

1-**strongly disagree** [Angivumelani kwasampela mpela nje nalokho],

2- **disagree**, [Angivumi]

3- **neutral/ averarge**, [angivumi angiphiki]

4- **agree**, [Ngiyavuma]

5- **strongly agree** [Ngivumelana nalokho kakhulu]

(Please tick or ring the appropriate rating) [thikha okuyikona ngezansi ezikweleni]

a. I understand Advocacy and Lobbying strategies more clearly [ngiqondisisa kahle hle ngokukhankasa no kunxena uhulumeni nabasebenzi bakhe]	1	2	3	4	5
b. I clearly understand law making (legislative) processes at local, provincial and national levels. [ngiqondisisa kahle hle ukuthi wenziwa kanjani umthetho emazingeni wonke kahulumeni, ikakhulukazi kuhulumeni omkhulu nowasekhaya]	1	2	3	4	5
c. I clearly understand budget process [ngiluqondisisa kahle uhlelo lokwabiwa kwezimali]	1	2	3	4	5
d. I understand the structures/ arms of government [ngiqondisisa ngezinhlaka zikahulumeni nokusebenzisana kwazo]	1	2	3	4	5
e. I clearly understand developmental local government [ngiqondisisa kahle ngentuthuko yohulumeni basekhaya neqhaza labo]	1	2	3	4	5
f. I clearly understand when to participate in policy making and who are the key stakeholders at local, provincial and national spheres [ngiqondisisa kahle ngokuthi kuhulumeni ngilibamba nini futhi kanjani iqhaza nokuthi obani abasemagunyeni okumele ngisebenzisane nabo]	1	2	3	4	5

13.2. Any other comments/ emphasis regarding number a. to f. from the table above [Uma kukhona ofuna ukucacisa nge zimpendulo kusuka kunamba e. kuya ku j. ezikweleni ezingenhla ungakubhala kulesisikhala esilandelayo.]

Ngo nombolo a.

Ngo nombolo b.

Ngo nombolo c.

Ngo nombolo d.

Ngo nombolo e.

Ngo nombolo f.

14. In your own view do you see the need for training workshops on democracy, advocacy and lobbying? Explain? [Ngokubona kwakho sikhona yini isidingo sohlelo lokufundisa olwenziwa u CPP no DDP kwezedemokrasi ? Chaza]

15. What do you want to see more on the workshops?[Yini ofuna ukuba igcizelelwe kakhulu kulezizinhlelo zokufundisa]
Please explain [Chaza kabanzi]

THANK YOU VERY MUCH FOR YOUR PARTICIPATION!

APPENDIX C

Interviews Guiding Questions

CPP and DDP: Advocacy and Training Managers

1. Can you tell me more about the training workshops you are running in KwaZulu Natal? How were they structured for 2001, 2002 and 2003? Who are exactly the participants?
2. How do you identify/ select the participants?
3. How do you measure the effectiveness of your training and development of the participants?
4. What challenges are you coming across with when you are facilitating? Do trainees show the lack of knowledge on political participation?
5. How far have you gone about addressing the challenges of public participation?
6. What is an easy way you think can be adopted to develop ordinary people when it comes to public political participation?
7. Does the intervention establish popular organisation that will persist beyond participation in governance processes?
8. Can the experiences and approaches of the initiative be applicable elsewhere?
9. What are your long-term objectives in regard to the training projects?

Organisations' Directors: DDP and CPP

1. Briefly tell me about the CPP/ DDP, What are objective of the organisations?
2. What kind of NGO is CPP/ DDP?
3. Do you rely on expertise staff?
4. How did you come into a decision that CPP / DDP will deliver capacity building service? How do you know that public need this?
5. Can you elaborate what is capacity building according to your organisation context?
6. How do you measure impact of your projects?
7. Can successes of your capacity building programme be reproduced for the same issue in the other provinces?
8. Do you have any relationship with KZN Legislature/ Provincial Government?
9. According to your (CPP) 2002 interventions such as working with district council to establish public participation mechanisms, how far have you gone? Why there was a need? What are the mechanisms that are already developed? How do you measure impact?
10. Another (CPP) intervention was to become a resource to government to facilitate public participation on its behalf, where did the idea come from? How far have you gone?

APPENDIX D

Tel No.: 031 260 2627 University of KwaZulu-Natal Political Science Department
King George v Avenue
DURBAN
4041

The Head: Communications and Public Participation
KZN Legislature
PIETERMARITZBURG
3200

Dear Mr Nxumalo

RE: EVALUATION OF THE ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN EDUCATING PEOPLE ABOUT PARTICIPATION IN DEMOCRACY: THE CASE STUDY OF CPP AND DDP

My name is Nomagugu Ndlela from University of KwaZulu Natal- Howard College. I would like to request you to help in answering the attached Questionnaire particularly based on CPP-KZN legislature interaction or relationship.

The research is for my dissertation in partial fulfilment for Master of Arts- Public Policy degree. The aim of the study is to evaluate the effectiveness of the above NGOs, in this particular CPP with regard to the work that they are claiming to do in KwaZulu Natal.

I acknowledge that the questionnaire is long and complex and I would appreciate if you would respond to all the questions, as all comprise of important aspects of the study. This research is solely for academic purpose and all answers to the questionnaire will remain confidential.

Your name and identity will not be used or referred to in the subsequent literature **unless if you allow me to do so, based on research ethics**. You are urged to say as much as possible on the questions requires open-ended answers.

If you would like to have a copy of the final paper, do not hesitate to contact me through my correspondence options below.

Please return the completed questionnaire to this email address: 202523601@nu.ac.za Or fax it to 031 260 1061 or post it to University of KwaZulu-Natal, Political Science Department, King George v Avenue, Durban, 4041

Participant, you are urged to send back this questionnaire as soon as you finish filling it. The input of your views will contribute to the success of this study and is highly appreciated.

Thanking you in advance.

Yours sincerely,

Nomagugu Ndlela

QUESTIONNAIRE TO KZN LEGISLATURE: Public Participation Unit

NB: Tick The Appropriate Answer And Give Details Where Required!

If The Space Given Is Insufficient, Please Use The Separate Page!

Interviewee: Mr S Nxumalo; Head: Communications Unit (10/06/2004)

1. Do you have a unit of public participation?

Yes

No

2. Is it independent or falls under Communications unit/ department?

Yes, it is independent

No, it is part of Communications

3. If it is either of the answers, what are the objectives of the Unit?

4. Do you have sufficient resources (human, financial, physical) in terms of your service (public participation in government processes) delivery?

5. In which office within the KZN Legislature/ KZN Government are you reporting to?

6. Do you have community education programme about public participation?

Yes

No

Substantiate your option (what does it entail?):

7. Can you agree that the (Ukhozi) radio slot you had in the recent previous years was as a result of the CPP recommendations from the research that they did in 2001/2002?

Yes

No

Do you want to elaborate your answer?

8. How do you publicise your structure (PP unit) and functions?

9. Do you arrange any other community outreach programmes?

Yes
No
10. If yes, how? With which structures of the community?
11. What are the responses during your interaction with those structures?
12. Do the portfolio committees hold their meetings in [rural] community venues such as tribal courts or community halls?
Yes
No
If not, why?
13. If yes give 'extreme' example(s) of those meetings held? Full explanation/scenario
14. What structures do you use to disseminate information to communities?
Traditional
Civil Society Organisations
Schools
Local Councils
Ward Committees
Steering Committees
15. After any decision taken by committees/ parliament/ legislature/, how do you distribute feedback to the communities?
16. If you give feedback do you use plain language and/ or local language?
Yes
No
Substantiate your option:

17. Do you have any team to <u>facilitate</u> (to make sure that people are informed) the information disseminated?
Yes
No
18. If yes, what kind of people forms that team, in terms of capacity, advancement, competency, qualifications and skills?
19. How is your relationship with Constituency Offices?
20. How do you make use of them regarding the process of public participation and section 118 of the Constitution?
21. What role do they (constituency offices) play in facilitating public participation?
22. How do you deal with the issue of biasness from the Constituency Offices?
23. How can you rate the role of the Centre for Public Participation in relation to KZN Legislature
a. Good
b. Bad
c. Average
24. How can you define the role of the Centre for Public Participation in relation to KZN Legislature? More than one answer is expected.
a. Watchdog/ Monitors Substantiate:

b. Partner/ Collaborationist
Substantiate:

c. Consultant
Substantiate:

THANK YOU FOR YOUR PARTICIPATION!