PUBLIC PARTICIPATION IN LOCAL GOVERNMENT IN SOUTH AFRICA: A CASE STUDY ON DECISION MAKING IN STREET NAMING IN KWAMASHU TOWNSHIP OF THE ETHEKWENI MUNICIPALITY

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DECLARATION

I, <u>Lelokoana Eric Lesia</u>, declare that this dissertation is my own unaided work. All citations, references and borrowed ideas have been duly acknowledged. None of the present work has been submitted previously for any degree or examination in any other University.

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ABSTRACT

This research is aimed at investigating public participation in street naming in the KwaMashu Township of the eThekwini municipality in South Africa. Public participation in policy decision-making in post-apartheid South Africa has been characterised by conflict and contestation. Authentic public participation in local governance has been the subject of considerable research and the concept is often regarded as an ideal because of the numerous challenges associated with the practical implementation of authentic public participation in post-apartheid South Africa. Decision making in local governance is meant to be grounded on public participation. However, the realisation of authentic public participation in decision-making in local governance remains a challenge for local government in South Africa.

In this study, I examine the process of public participation in street naming in the KwaMashu Township. I employed public participation as my theoretical framework. I adopted a qualitative research methodology which comprises of semi-structured interviews and documents analysis. Four key questions are explored in the study are as follows: firstly, what is the contextualization and understanding of public participation in the eThekwini municipality? Secondly, what is the extent of public participation in street naming, in the KwaMashu Township of the eThekwini municipality? Thirdly, how does public participation in street naming in the KwaMashu Township, influence decision making within the eThekwini municipality? Fourthly, how does political party affiliation impact on public participation in KwaMashu Township?

Results of the research study indicate that community members in the KwaMashu Township do not share common perceptions of the extent of their participation in the street naming process. The study further reveals that community participation in issues of local governance in KwaMashu, are influenced by political affiliation of community members. These findings indicate that public participation should be detached from party politics for the development of communities in South Africa.

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ABBREVIATIONS

ANC   : African National Congress
CDW   : Community Development Workers
CLO   : Community Liaison Officer
CSO   : Civil Society Organisations
DA   : Democratic Alliance
EM   : eThekwini Municipality
FF+   : Freedom Front Plus
IDP   : Integrated Development Plan
IFP   : Inkatha Freedom Party
GIUO   : Geographical Information Unit Officers
KM   : Kwa Mashu
NGO   : Non-government Organisation
PSC   : Project Steering Committee
RSA   : Republic of South Africa
SAGNC   : South African Geographical Names Council
SAIRR   : South African Institute of Race Relations

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<center>**CHAPTER ONE**</center>

1.0 Introduction

1.1 Background of the Study

This study seeks to investigate public participation in street naming in the KwaMashu Township of the eThekwini municipality in South Africa. The modern history of South Africa has been characterized by the apartheid regime. KwaMashu Township was one of the first townships to be established during the apartheid era, and is one of Durban's first townships. It was established in 1959 as a result of the Group Areas Act No 41 of 1950 (hereafter referred to as The Group Areas Act). The majority of the people who live within the borders of the KwaMashu Township originate from *Umkhumbane* (Cato Manor). Inhabitants were removed from *Umkhumbane* during the apartheid regime in the 1950's, as a consequence of the Group Areas Act. The Group Areas Act was a system used by the apartheid government to separate Indians, Coloureds and Africans who lived together in places such as *Umkhumbane* in Durban, Sophia Town in Johannesburg, and District Six in Cape Town. Prior to the establishment of the KwaMashu Township the area was a sugar cane plantation owned by Marshall Campbell whom the township was named after.

The apartheid regime was detrimental to the majority of South African citizens, and gave preference to minority rule. Apartheid is characterized by its central policy of 'divide and rule'. The apartheid policy was aimed at ensuring white survival and hegemony by dividing the non-white population along racial and ethnic lines (Kashula & Anthonissen 1995: 98; Bennett 1995: 7). During this apartheid era, a minority wielded power and control over the majority of South Africans. The apartheid era was predated by the period of colonialism where roads, streets and buildings were named after heroes and warriors of minority groups to reflect their history. Political protagonists of the majority groups were powerless and were suppressed by the apartheid regime. This advancement of minority culture, and subsequent suppression and exclusion of the majority of the population in South Africa was reflected in the naming of streets, roads and public buildings in the country. The names of public entities such as these mentioned, do not reflect the history of the majority of the people living in South Africa. Streets and public

buildings in South Africa were generally named to reflect pioneers of the previous colonial and apartheid regimes.

Henrard stated that political negotiations between the apartheid government in South Africa and the ANC, leading up to the 1993 interim Constitution, dealt with the question of human rights violations of the apartheid government. Several factors necessitated political compromise by the newly instated ANC government in 1994, in the creation of a "new" South Africa. Negotiation between political parties resulted in the remarkable post-amble entitled National Unity and Reconciliation Act, providing amnesty for politically motivated offences along the lines set out in the Constitution of South Africa. Public participation by the masses in issues of governance was virtually non-existent under both the apartheid and the colonialist regimes in South Africa. Nyalunga (2006) asserts that under apartheid in South Africa, the bulk of power resided at the centre with local government being the lowest tier within a strict hierarchical structure. Consequently, there was only minimal space for meaningful public participation in decision making processes. For Naude (2001) the local government system was structured to advance the agenda of racial segregation and exclusion.

It was in 1994 when South Africa first held democratic elections that the political environment began to transform. "Under apartheid the policy regarding the African population, was constructed in such a way as to promote ethnic identity while hampering proficiency in the official languages in order to limit access to employment" (Henrard, 2002:21). Policies were revised and some were reformulated due to the fact that the democratic government assumed power, causing the apartheid regime to cease to exist. The policies regarding the naming of the roads, streets and buildings were also revised, as these public spaces play a vital role in the history and culture of the country and its citizens.

1.2 Problem Statement

The majority of non-white South Africans (Africans, Indians and Coloureds) have been considered voiceless during both the apartheid and colonialist periods in South Africa. The policies regarding the naming of public spaces and buildings were controlled by the minority white racial group, who wielded power over the masses of black South Africans. The naming of

public entities such as roads, streets and buildings in the country reflected the history and cultures of the minority of South Africans. This dominance of the minority was also evident in areas which were occupied by Africans, Indians and Coloureds in accordance with the Group Areas Act. The political dominance by the white minority was regarded as a violation of the dignity of the majority of South Africans in the country.

The post 1994 South Africa is said to be the era of Unity and Reconciliation whereby every South African citizen has the right to be treated as an equal. Public participation in policy decision making and governance was provided for in the Constitution of South Africa. Public participation in policy decision making and local governance is regarded as a key principle of constitutional democracy in the "new" democratic South Africa post 1994. This participatory ideology has been given effect by the enactment of numerous policies and prescripts in South Africa, post 1994. Notwithstanding the sanctioning of participatory governance in South Africa, the challenges for authentic public participation in policy decision making are extensive. Public participation in decision making and local governance in South Africa is characterised by the legacies of apartheid. Mass poverty, unemployment, illiteracy and mistrust between political groups provide the background in which participatory local governance is expected to take place in South Africa. This context provides obstacles for authentic public participation in decision making and democratic governance in South Africa.

 This study aims to investigate public participation in street naming in the KwaMashu Township of the eThekwini Municipality. The study will explore the extent to which public participation influences decision making within the eThekwini Municipality, and the impact of public participation in decision making for street naming in the Kwa Mashu Township. It is hoped that the study will contribute towards the body of knowledge on the concept of public participation in South Africa, and will also provide insight into the complexities and challenges associated with authentic public participation in a democratic South Africa.

1.3 Aims and Objectives of the Study

- To investigate how public participation is contextualized and understood in the eThekwini municipality.

- To investigate the extent to which there is public participation in the naming of streets within the KwaMashu Township of the eThekwini municipality.

- To explore how public participation in the naming of streets in KwaMashu Township influences decision making within the eThekwini municipality.

- To examine the influence of party politics on public participation in street naming in KwaMashu Township.

1.4 Key Questions

- What is the contextualization and understanding of public participation within the eThekwini municipality?

- What is the extent of public participation in street naming, in the KwaMashu Township of the eThekwini municipality?

- How does public participation in street naming in the KwaMashu Township influence decision making within the eThekwini municipality?

- How does political party affiliation/make up impact on public participation street naming in KwaMashu Township?

1.5 Limitations of this Study

This research project is limited to public participation in street naming in KwaMashu Township. KwaMashu was chosen as it is among those Townships which suffered under the apartheid regime. The methodology employed was qualitative approach with semi-structured interviews to understand how research participants feel about their participation in policy decision-making within the eThekwini Municipality. . This approach answers the 'why questions of the research' rather than looking at absolute numbers as quantitative methodology entails. Data collection was done from two wards (ward 37 and 45) in KwaMashu Township whereby the process of street naming is currently taking place in two different phases. The first phase (which has been completed) was based on the renaming of existing streets which have names that do not reflect the history of the community. The second phase (which is currently taking place) is concerned with the naming of the streets of the newly built areas.

1.6 Research Methodology and Methods

A qualitative research approach was used in this study. Holloway & Wheeler (1996) cited in (Nieuwenhuis, 2007:51) stated that "qualitative research as a research methodology is concerned with understanding the processes and the social and the cultural contexts which underlie various behavioural patterns and is mostly concerned with exploring the 'why' questions of research." The qualitative measurement tells us how people feel about a situation or about how things are done or how people behave. It is unlike quantitative measurement which tells us how many or how much, and this is always expressed in absolute numbers. Qualitative research typically studies people or systems by interacting with and observing the participants in their natural environment (*in situ*) and focusing on their meanings and interpretations. Ndlela (2005:38) cited (Blaikie, 2000, Bless and Higson-Smith, 1995) argued that "the qualitative approach to social research is about researching human behaviour, looking for facts, opinions, experiences and preferences of the subjects. The method allows for an in-depth approach in terms of information gathering." This approach becomes relevant for this study because the aim is to archive these facts, opinions, experiences and their behaviour towards the subject which is been investigated.

This allows the researcher to get primary information rather than the secondary information which might not be substantially rooted.

1.6.1 Data Collection and Analysis

Data collection methods were based on documents analysis and semi-structured interviews with open-ended questions. Nieuwenhuis (2007:82) presents that "when one uses documents as a data gathering technique one will focus on all types of written communications that may shed light on the phenomenon that one is investigating." Written data sources include published and unpublished documents around the issue. These were municipal reports, memoranda, agendas, administrative documents, letters, reports, e-mail messages, faxes, newspaper articles and any other documents that were relevant to the investigation.

The semi-structured interview is commonly used in research projects to corroborate data emerging from other data sources. It seldom spans a long time period and usually requires the participant to answer a set of predetermined questions. It does allow for the probing and clarification of answers. Semi-structured interview schedules basically define the line of inquiry. Open-ended questions will be employed in this study whereby "an open-ended interview often takes the form of a conversation with the intention that the researcher explores with the participant her or his views, ideas, beliefs and attitudes about certain events or phenomena" (Nieuwenhuis, 2007:86-87). The research population for this study has three categories namely; two municipal officials from Corporate Geographical Information Unit and a member of Masakhane committee, five ward committee members and thirteen ordinary community members, constituting a total of twenty one respondents.

With permission from interviewees, the interviews were recorded using a cell phone and notes were taken during interviews. Follow up questions were asked where the information was not clear during the interviews. Two respondents appeared to be mindful of the recording device at the commencement of the interview. However, as the interviews progressed respondents became less guarded and more spontaneous, and were able to express their opinions freely. In some cases the interviews were conducted in a noisy environment and the follow up questions became necessary as the given information was not clear due to the noise which was coming from the

background. This interviewing method has been used to determine the respondents' perceptions, beliefs, feelings, experiences and views about public participation in decision making on street naming. The data from the interviews was corroborated with the data from the written documents which are published and unpublished. The combination of documents analysis and semi-structured interviews provided information for the analysis of the subject matter of this study.

1.6.2 Sampling

The sampling methods employed in this study are purposive sampling and simple random sampling. Purposive sampling "simply means that participants are selected because of some defining characteristics that make them the holders of the data needed for the study. Purposive sampling decisions are not only restricted to the selection of participants but also involve the settings, incidents events and activities to be included for data collection" (Nieuwenhuis, 2007:79). 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.

Purposive sampling method was used to gather information from the Corporate Policy and Geographical Information Unit Officers (GIUO) who are overseeing and directing the process of street renaming and naming of the unnamed streets within the eThekwini municipality. The data collection was based on self-administrated questionnaires as direct access to the respondents could not be gained. Purposive sampling was employed to gather information from two ward councillors and five ward committee members from the two wards in KwaMashu Township, as street naming has as yet, only been carried out in two wards which are ward 45 and ward 37. There was also an interview which was undertaken with the member of Masakhane committee within the eThekwini municipality. The Masakhane committee is the committee which approves the street names which are sent by the ward councillors from their community for street names. This committee chooses street names from the three names which are proposed by the communities for each particular street to be named. The committee also sends the approved street names to the Full Council within the municipality after the approved street names have been confirmed relevant communities.

Simple random sampling was focused mainly on accessing the community members. According to Sturgis (2008:174) simple random sampling gives every unit in the population an equal probability of selection. To draw a simple random sample, every population unit must be assigned a unique identification number ranging from 1 to N. In this study, simple random sampling was utilized to select participants from the number of households per road until the representative sample was achieved. Every individual in different households was given an equal opportunity to participate. This simple random sample method was utilized to get access to fifteen ordinary community members to be interviewed from the two wards where street naming had taken place.

1.6.3 Ethical Aspect

In this study anonymity of my interviewees was ensured. Coding was employed to each interviewee by a system of numbers so that their identities were not revealed and in the dissemination of my research these interviewees remained coded. Data was analyzed using constant comparative method where the respondents' interview transcripts were coded and categorized into themes in order to present findings (Maykut and Morehouse, 1994). The research participants were also asked to complete the consent forms.

In these consent forms participants were informed that their participation was voluntary and that they were free to withdraw from participation at any stage for any reason whatsoever. They were also advised that if they chose to withdraw at any stage, there would be no adverse consequences to them. Likewise there were no objective benefits to them if they chose to participate. I encountered some participants who asked about the benefits which they would receive in answering the interview questions. I advised participants that there were no direct benefits to themselves in participating in the process.

I also advised participants that the research was for academic reasons, and that the research may be published for the utilisation of the public including public institutions like eThekwini Municipality. Participants voiced their opinions that their participation would not change anything especially where they were not satisfied as the process had been completed and could

not be reversed. These participants were the business people in the community who expressed that they do not engage in political issues as it is 'just the waste of time'.

The informed consent form was used to address issues of trust and suspicion. It was often necessary for me to verbalize and discuss the informed consent due to respondent lack of understanding and suspicion of the process. After verbalisation of the informed consent form which specifically outlines expectations of respondent's participation, and the form that the interview will take. Respondents were reminded that their participation was voluntary.

Two research participants were of the opinion that I was sent by the eThekwini municipality to conduct interviews in order to ascertain whether community members were in opposition to the mandate of the municipality. These suspicions were again allayed by verbalizing the informed consent. The language barrier was not a problem because all the participants were able to express themselves in English.   Interviews were conducted with research participants who gave verbal consent to participate in the process. As such, all University ethical procedures were adhered to. There are two referencing styles employed in this study. The first style which used is referencing within the context and the second style is the footnote referencing. This footnote referencing is used to ensure anonymity of the participants.

1.7 Chapter Outline

The first chapter comprises of the introduction of the study. This chapter provides the background and outline of the research problem, aims and objectives, key questions, the problem statement, limitations and research methodology and methods are being explored in this chapter. The second chapter comprises the literature review, and a discussion on public participation and rational decision making as the theoretical framework for this study. Two types of public participation, namely induced and indicative participation are explored in detail. The research methodology and methods adopted a qualitative approach where semi-structured interviews and open-ended questions were used for data collection. Purposive and random samplings were used to identify the participants to be interviewed.

In the third chapter, I will discuss and analyse the contextualization and understanding of public participation in the eThekwini municipality and the extent of public participation in street naming, in the KwaMashu Township.

In the fourth chapter, I will discuss and analyse how public participation in the naming of streets in KwaMashu Township, influences decision making within the eThekwini municipality and also the influence of party politics on public participation in decision making in KwaMashu Township.

The conclusion is where the main objectives of the study are re-considered with the fieldwork data, and relevant recommendations are made with regard to the findings from the fieldwork.

CHAPTER TWO

2. Literature Review

2.0 Introduction

In this chapter the aim is to explore the literature around participation. This will be done by conceptualizing and theorising public participation. The first section will be on the conceptualization and theorization of public participation and in this section the main focus will be on how public participation has been conceptualized and theorised by different scholars, different institutions and how the concept is understood in South African context. Rational decision making theory will also be discussed. In the second section of this chapter, there will be a discussion on the history of street naming and renaming in South Africa, and the third section is on the literature review around public participation which forms the basis for this study.

The fourth section discusses the mechanisms for public participation and this will encompass both the mechanisms and channels for public participation existing in South Africa and in other parts of the world. The fifth section of this chapter will elaborate more on the legislative aspect on public participation in South Africa. It is in this section that public participation has been grounded in South Africa with regard to how it should take place within different Local Governments in the country. The sixth section presents the challenges which hinder this public participation and the literature is viewed not only in South African context but holistically because there exist similar challenges to the concept of public participation.

The seventh section is about public participation and democracy as these two concepts are considered to be complementary. The two models of democracy are representative or liberal and participatory or direct democracy discussed with the aim of showing how democracy and public participation are inseparable. Public participation is taken to be aligned with participatory or direct democracy of the two models of democracy. The eighth section in this chapter present the research methodology employed in this study and this follows from the qualitative approach with semi-structured interviews and open-ended questions as the means of data collection. The

sampling methods for this study comprises of purposive sampling and simple random sampling to get access to the research population.

2.1 Conceptualization and Theorization of Public Participation

This study is informed by theory of public participation and this theory of public participation is viewed in the context of decision making processes. The conceptualization and theorization of public participation will drive the discussions around the literature on participation and they will be link between public participation as a theory and concept in relation to the case study on decision making in street naming process in KwaMashu Township of eThekwini municipality. The review of this literature on public participation will form the basis for the analysis of the research findings of this study.

The *Draft National Policy Framework on Public Participation* (2007) defines participation "as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes. It is further defined as a democratic process of engaging people, deciding, planning and playing an active part in the development and operation of services that affect their lives". According Madlala (2005:45) cited in (Draai and Taylor, 2009:114), "public participation is the creation of opportunities and avenues for communities to express their views and opinions in matters of governance either directly or indirectly." This has been acknowledged by Moodley (undated) stating that the involvement of the stakeholders in planning breaks down the artificial barriers and creates the mutual respect and spirit of working together. It is in this respect that the existence of "us and them" ceases and there is creation of partnership which aims at addressing the socio-political needs of the citizens.

Reynolds (1969) argued on participation as the important aspect to be taken into consideration by the government when planning or deciding on matters that affect the public. This implies that the public are given a chance to voice their concerns through the proper mechanisms provided by the government and their decisions are put forward in the government agenda. The author presents two types of participation which are induced and indicative participation. Induced participation

covers those situations in which the public is being encouraged to accept a plan already drawn up and settled except for details. The relative probability that the public can deliberately influence events in accordance with their interest is low.

Indicative participation covers those situations in which the public is relied on to provide indicators and directives, which are used in establishing the basic aims and assumptions of a planned procedure. The relative probability that the public can influence events is higher in this case (ibid, 135). Mafusa & Xaba (2008:455) have also shown that there are three types of participation of local communities and individuals. The first type of participation is physical participation which entails being present, using one's skills and efforts. The second type is mental participation whereby individuals participate in conceptualization of activities, decision making, organization and management. The third type is emotional participation which implies that people are assuming responsibility, power and authority.

In eThekwini municipality context, Participation is understood as a powerful tool to help people understand the complexity of development problems and the need for devising integrated responses to difficult challenges. Moodley (undated: 4) provides an example on how public participation has helped in bringing about change and addressing of problems. This example is taken from the incident which took place at the iTrump Project in the Warwick Triangle area of the Inner City. When the problem of fat (from cooking bovine heads) was being poured into the City's storm-water drains became serious, it was necessary to engage the informal traders and ensure they understood why this was a problem.

As the traders began understanding how this blocked up the storm-water system when it hardens – thereby threatening their business site – officials also developed greater understanding for their need of a fat-disposal system that is not onerous for them as entrepreneurs. After a shared understanding was developed between the stakeholders and the problem defined, a solution quickly emerged. Through the use of specially designed strainers on buckets which collect the melted fat for easy disposal once it hardens, an integrated solution that dealt with the cause of a problem through a participative approach was reached. This has been achieved through the stakeholder's participation in different forums such as the "Big Mama" workshop. This

workshop is normally meant for the councillors, officials and the public and it is considered to be the appropriate place for them to jointly discuss all the development issues which affect them.

Arnstein (1969: 216-217) asserted that "citizen participation is a categorical term for citizen power." This citizen power is actually the power for the public to put forward their needs and problems which are meant to be addressed by the government. Arnstein has been known for his analogy of the ladder of citizen's participation whereby he presented the eight rungs of a ladder for levels of participation. These eight rungs are manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control. Ile and Mapuva (2010) have grouped these eight rungs of the ladder into three levels of participation whereby manipulation and therapy are considered to be nonparticipation. Informing, consultation and placation are labelled degrees of tokenism and delegated power and citizen control are considered to be the degrees of citizen power. This analogy has been used to portray what different governments embark on during the planning processes and decision making processes.

Ile and Mapuva (2010) considered this non participation level as the stage whereby governments decide or plan to implement a programme without facilitating authentic participation of citizens but only requiring their endorsement of goals already planned and decided upon. Yadav (1980 in Davids, Theron and Maphunge, 2005:19) stated that public participation should be understood as participation in decision-making, implementation, monitoring and evaluation of development programmes and projects and the sharing of the benefits of development by the stakeholders.

Tokenism, amongst other definitions, refers to a practice where people are advised of government's goals and objectives, and are asked to forward their suggestions on policy matters This invitation by government for citizens to provide feedback on policy intentions is still not considered as authentic participation in the sense that often the final decisions taken by government on policy matters often do not reflect the opinions of citizens. This type of policy implementation is referred to as a "top-down" model, and entails "the idea that implementation is about getting people to do what they are told, and keeping control over a sequence of stages in a system; and about the development of a programme of control which minimizes conflict and deviation from the goals set by the initial policy hypothesis" (Parsons, 1995:466)

The level of citizen power is regarded to be the stage to present public participation because in this level, the government delegates power to the citizens to initiate and decide on any programme at their domain. This is where people decide independently and their decisions are reflected in the government agenda especially with the matters which affect them directly or indirectly. This degree of citizen power follows from the bottom-up approach of policy or project implementation because the decisions carried by people reflected the problems they experienced. This bottom-up approach sees the process as involving negotiation and consensus-building (ibid). Public participation entails this negotiation and consensus-building unlike the one-sidedness presented by the level of non-participation and degree of tokenism whereby there are no consensus and negotiation between the government and citizens.

Mafusana & Xaba (2008:455) argued that participation is important to make sure that the government addresses the real needs of communities in the most appropriate way. It also contributes to building an informed and responsible citizenry with a sense of ownership of government developments and projects. "Participation becomes an attractive strategy not just for policy improvements, but for drawing disaffected citizens back to the political mainstream" (Bishop & Davis, 2002:15). Public participation is understood by these scholars from the perspective of policy making whereby they argued that "participation is expectation that citizens have a voice in policy choices. Such participation takes many forms, from community meetings to citizens advisory committees, administrative law and, more recently, the idea of citizens as customers' (ibid, 14). "Participation involves a measure of citizen involvement in decisions that might otherwise be the sole prerogative of government. This implies the sharing of authority, in which government acknowledges the right of people to voice in issues likely to affect their interest" (ibid, 16).

2.1.1 Rational Decision Making Theory

According to Oliveira (2007) rational decision making theory is the model whereby decision makers analyze a number of possible alternatives from different scenarios before selecting a choice. These scenarios are weight by probabilities and decision makers can determine the expected scenario for each alternative. The final choice would be the one presenting the best

expected scenario and with the highest probability of outcome. Rubinstein (1998) also stated that rational decision making methodology in economic perspective leads to the selection of an alternative after a simple three-step process of analysing the feasibility of the alternative, then of pondering the desirability of the alternative and finally choosing the best alternative by combining both the desirability and feasibility. This rational decision making theory entails that people are central element as decision makers or as the ones who are affected by decisions. Meneghetti & Seel (2001) expressed that decision making process is influenced by beliefs, values and behaviour of people in that particular community. Rational decision making theory is related to public participation theory because public participation is participation in decision making.

2.2 History of Street Naming and Renaming

The South African Geographical Names Council (hereafter referred to as "the council"), was formed with the aim of addressing the issue of road, street and building names. In as far as the South African Geographical Names Council Act of 1998 (Act 118 of 1998), is concerned, the Minister of Arts, Culture, Science and Technology with the powers and authority invested upon him has to appoint the members of the council. Appointment of members of the council should be in the following prescribed manner. Members of the council referred to in Section3 (2) of the Act must be identified for selection and appointed through a process of public nomination in which the Director General must through the media and by notice of in the Government Gazette, invite the public to nominate, within 30 days, persons who have knowledge, experience or interest in the area of geographical names for the appointment as such members.

In Section 2 of the *South African Geographical Names Council Bill,* this council amongst many other things is to set standards and guidelines for local and provincial authorities in their respective areas of jurisdiction, receive proposed geographical names submitted by state departments, statutory bodies, provincial governments, municipalities and other bodies or individuals, ensure the implementation of standardized geographical names in South Africa, and facilitate the transformation process for geographical names. It also has to promote awareness of the economic and social benefits of the standardisation of geographical names.

The naming of streets within the eThekwini municipality was expected to follow from the national policy set by the South African Geographical Names Council. Power was delegated to municipalities in regard to the naming process to reflect the local history of the people. The e*Thekwini Municipality Street Naming and Addressing Policy* on naming streets states that; "…no streets in future be named after living people or after other countries, except in exceptional circumstances as the Council may agree, it being accepted that the national heroes should only be linked to objects, streets and other matters of significance. The proposals relating to the names of streets shall be accompanied by a brief explanation of the reason for the street name selection…"[1] The law regarding place name changes provides that any citizen, property owner or developer, organized body, government department, municipality as well as The South African post office is eligible to have place name changed or re-confirmed. The use of the term geographical name as provided by law under the criteria for determining whether a geographical name is a national or local competence stipulates that geographical names of local concern include streets amongst many other things. (*South African Geographical Names Council Act,* 1998*).*

The eThekwini Municipality acknowledges the fact that the changing of road names is of paramount importance to all concerned, hence the formulation of *the eThekwini Municipality Street Naming and Addressing policy*. With regard to jurisdiction and application the policy is only applicable to roads within the jurisdiction of the eThekwini municipality excluding district roads and national roads. In its guidelines for submission of road[2] names the policy (paragraph 1.2) states that:

- The community, through their ward councillor can submit suggested road names to the municipality. All community structures including, but not limited to Ward Committees, development forums, rate payers associations and youth organizations must be consulted in the process.

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[1] Ethekwini Municipality *Street Naming and Addressing Policy*,
http://www.durban.gov.za/durban/government/planning/downloads/pofor

[2] The words road and street will be used interchangeably as this is been done in the e*Thekwini Municipality Street Naming and Addressing Policy,* "for the purpose of this policy, the term 'road' incorporates the common meaning of the term 'street' and all other motor way types or suffixes as outlined in appendix 1. Hence the term 'road' will be used to include all these types."

- Where a single road straddles more than one ward boundary, all affected councillors must endorse the submission to the Municipality. Affected communities and/or residents must be consulted in the choice of the road name.
- In case of a single road in the community, a representative of the affected residents can submit a proposed road name to the Municipality via the respective ward councilor.
- In case of private roads, the developer or the body corporate must submit proposed names directly to the municipality.
- If deemed to be in the public interest, the municipality can propose road names for a particular area, community or individual road. In such cases, the affected residents shall be given a twenty one (21) day period to comment on the proposed road names.
- Proposed road names in all new major development projects shall be recommended by the developer to the municipality for consideration in the prescribed manner, prior to or simultaneously with any request for services.

The selection of names are outlined by the e*Thekwini Municipality Street Naming and Addressing Policy* (paragraph 1.3) as follows; names shall be chosen, as far as is practical, with the history of the area in mind and, in particular, local history shall be highly regarded. Applicants and/or communities are encouraged to adopt names that reflect the history and cultural diversity of the city. A name should not be given in recognition of any living person or other country except in exceptional circumstances as the Council may agree. Where people's names are used, these shall be prominent and worthy citizens who have contributed to the betterment of the community. Every effort must be made to use names of people who are from KwaZulu-Natal to reflect the history of the place.

The names of national heroes and whose achievements have made their names significant throughout the country shall not be used for minor and private roads. Names should have a reasonably pleasant sound and be easy to pronounce as much as possible and names should not be numerical or alphabetical letters. Because this may be considered frivolous or in poor taste, names that are complicated or have unconventional spelling, including words or syllables that might be confused with prefix designations (such as Circle Drive and Avenue Road), and names containing punctuation including hyphens, apostrophes or symbols.

The *Street Naming and Addressing* policy continues to say that residents and communities are encouraged to establish or maintain an established theme when naming their roads. The duplication of a name in the future should not occur within the municipality or within an adjoining suburb outside the municipality. Duplication also means names of a similar sound notwithstanding different spelling. National and Local heroes should only be used for the naming of roads of significance in the City. Proposals relating to the names of roads shall be accompanied by a brief explanation of the reason for the street name selection. Full road extents must be considered in the naming process. Road names shall not be divided by ward or any other administrative boundaries. The length of the street name chosen should not exceed 20 characters for signage purposes. Long street names should not be allocated to short roads as the inclusion of such names on street directories and other maps can result in name crowding.

The South African National Government has delegated powers to different municipalities to continue with the process of street naming and e*Thekwini Municipality Street Naming and Addressing Policy* serves as an example of how different municipalities have formulated their own policies. According to this policy, "the municipality will allocate all unnamed roads a six digit code. This temporary code will be used as the road identifier, and shall become null and void immediately after the approval of official road names." This stipulation will be tested by this research project. The focus of the research will be on the naming of streets that did not have names previously and the naming of new streets within the KwaMashu Township. These pertain to the low cost housing developments which have recently been built by the eThekwini municipality.

2.3 Literature Review around Public Participation

Xaba (2009) researched on public participation with regard to the name changing of the St. Lucia Wetland Park to Isimangaliso Wetland Park and his study was located within the sub-discipline of implementation theory as a central theory of public policy. The author examined in detail the perceptions of the community and office-bearers responsible for the area about the process of public participation in the name changing process. Xaba discusses the impact and the

implications of the process of public participation in decision-making in his case study for the process of name-changing in South Africa and for theories of public policy implementation. The working definition of public participation in Xaba's study is taken from the perspective of administrative rule-making whereby the concept "refers to the process by which proposed rules are subject to public comment for a specified period of time" (Cloete & Wissink, 2000).

The interviews were done with all the interested and affected parties to investigate their participation in the process of renaming of the park. Consultation as the ingredient of participation was debated in the study and it was "claimed by a representative from the park authority in a personal interview that in changing the name of the park, there was an extensive process of consultation with all interested and affected parties, both locally and internationally" (Xaba, 2009:50). The representative of the park authority and the mayor were the key players in the process of consultation and they claimed that there was consultation in the process. "A representative from the Isimangaliso Wetland Park Authority (who is also mayor) further claims that there was a positive response from the community to a process of consultation. He said that the enthusiasm of the community was demonstrated by their active participation in such a way that they ended up with many suggestions for a new name from the community" (ibid, 53). This process of consultation has been debated with regard to the decisions made to the choosing of the name Isimangaliso Wetland Park among others.

> The representative claims that the name proposed by the park authority was not the one which was chosen. Instead, a decision was made by the National Department of Environmental Affairs and Tourism on the proposed name and the suggestion that was made by the authority was not the one that was selected…… a representative of the park authority (and mayor) does not know how the decision was made to choose the particular name Isimangaliso Wetland Park. This suggests that there is no direct link between the process of consultation and the decision that was made to re-name the park with specific name. Certainly, it is also apparent that no mechanism to report back to the park authority, involved in the consultation process, about how the name was chosen was established. Despite this, the same representative when asked whether there were objections from any other parties to the consultation process replied that the process 'was a smooth one' and also said, 'no, no! In fact we have all come to love the name Isimangaliso. It has a history to it… (ibid, 53-54).

Xaba, in his analysis, argued that this process was flawed in choosing this name. He presented counter argument from the stakeholders from Mtubatuba Local municipality; it is in this that these stakeholders, for example, said that they were not involved in any consultative process of any nature with regards to the re-naming of the park. They were amazed by the fact that a

process of consultation had apparently taken place. "According to the councillor the park authority does not involve the community in any decision-making processes about the park and, in effect, ignores the community. If this is so, it would appear that the community is not able to identify with the park or to define themselves as a people that are a part of the park" (ibid, 56). In emphasizing this point, he said that "this might be a key reason why there was a public outcry at the re-naming of the park from the communities in this area. If people do not feel that they are a part of something, they might not feel any animosity if decisions are made about it" (ibid, 56). It is in the same argument that the notion of power came in whereby "the representative of the community also indicated that he/she felt that his/her own role as a representative of the community was frequently undermined by the park authority" (ibid, 56).

The communities around the park, which was the subject of study, were divided on the issue of consultation. Half of the community members who were interviewed stated "that there was not a process of consultation. They disputed any claim that the community participated in any kind of consultative discussions with the park authorities or with government officials. Community members stated that they did not recollect any *izimbiso* where they were invited to discuss and debate the new name put forth for the park or to offer their suggestions for a name. (Xaba, 2009:60). It was also found that, "representatives from uMkhanyakude district municipality were involved, they also felt dissatisfied about the process. Such representatives believe that the process of consultation was not properly fulfilled and that the district municipality should have had a greater role in the consultative process" (ibid, 61). But the "interviewee from Mtubatuba Local Municipality indicated that he was not consulted about the re-naming of the park" (ibid, 61) and "in fact, he claims that that the park authorities are very inclusive towards the municipality. This balanced response by the representative seems to indicate that the consultation process for the changing of the name was far narrower than claimed by the park authority" (ibid, 62).

Xaba (2009:86-87) said that there was no kind of consultation with the community of Khula Village concerning the name change, yet they accepted the outcome. Therefore, it can be concluded that the community didn't participate in the implementation decision-making process. In assessing the processes and procedures followed during the re-naming, there is no evidence that the community was involved at

any stage of the process of implementation decision-making, except that they were informed during the final event where the name was officially announced to the public at large. The findings of the study indicated, initially, that there were people or institutions that were informed rather than consulted. However, as the fieldwork continued it became clear that other parties and institutions, such as the local councillor and local municipalities, were neither consulted nor informed.

This kind of consultation led to the conclusion that "there was a severe lack of public participation in the decision to change the name of the park. The authority failed to consult the communities living and working in the area. At no time were the communities provided with the opportunity to make any input into the process of re-naming the park" (Xaba, 2009:87). This conclusion is drawn from the interviewees perceptions, as one of the local councillor felt that "the lack of inclusion of the community, over time, by the park authority seems to have created an 'us and them' scenario. This is a perception that is rooted in a history of non-consultation and participation in the decisions that have been made and affect the lives of the community" (ibid, 57). The argument further asserted that "this 'us and them' perception did not originate with the name-changing process, but rather has been built over through a history of non-inclusion" (ibid, 57).

Innes & Booher (2004:422) argued that "participation must be collaborative and it should incorporate not only citizens, but also organized interests, profit-making and non-profit organizations, planners and public administrators in a common framework where all are interacting and influencing one another and all are acting independently in the world as well. This is not one-way communication from citizens to government or government to citizens. It is a multi-dimensional model where communication, learning and action are joined together and where the polity, interests and citizenry co-evolve." These two scholars were not only arguing from the United States perspective but from the general conception of participation around the world which is only limited to government and citizens. What they are advocating for is the new conceptualization of participation which encompasses all interests groups or stakeholders such as these organized interests, profit-making and non-profit organizations, planners and public administrators. It is in this respect that participation is not limited between the government and citizens. This is because all the decisions carried out by different governments in different

countries affect not only the citizens but also these interests groups in one way or another and these groups are eligible to participate in all the issues that affect them.

Innes & Booher (2003) asserted that the central contention for effective participatory methods involve collaboration, dialogue and interaction. They are not reactive but focused on anticipating and defining future actions. They are self-organizing both in content and membership. They challenge the status quo and ask hard questions about things otherwise taken for granted. They seek agreement or at least build shared knowledge and heuristics for collaborative action. "This framework is not based on the mechanistic imagery of citizens pushing on government, but on the complex systems imagery of a fluid network of interacting agents, gathering information from each other and the environment and acting autonomously based on their needs, understandings, and shared heuristics" (Axelrod & Cohen, 1999; Kelly, 1997).

Innes & Booher (2004:422-423) identified five purposes of public participation in policy decision-making as follows:

- Participation is for decision makers to find out what the public's preferences are so these can play a part in their decisions.
- It is to improve decisions by incorporating citizens' local knowledge into the calculus. Both purposes are increasingly important as government gets larger and more distant from its constituencies.
- Participation is meant to advance fairness and justice. There are systematic reasons why the needs and preferences of many groups, particularly the least advantaged, are not recognized through the normal information sources and analytic procedures. These needs may only come onto the radar screen during an open participation process.
- Public participation is about getting legitimacy for public decisions. If a planner can say "we held a dozen public hearings and reviewed hundreds of comments and everyone who wanted to had a chance to say his piece", then whatever is decided is, at least in theory, democratic and legitimate.
- Participation is something planners and public officials do because the law requires it.

These purposes, in United States, are said to be achieved through the practice of collaborative participation. In collaborative participation, "participants—public agencies, powerful private interests, and disadvantaged citizens—are treated equally within the discussions. In these collaborative processes, learning takes place, and often conflicts are resolved, and innovations emerge (Connick & Innes, 2003; Healey, 1997). Innes (1996) also said that in collaborative participation, interdependencies are uncovered and participants can discover how all may benefit from improving a resource. These interdependencies are between the social, political and economic realities and these play a vital role in the formation and upbringing of the community. Rittel & Webber (1973) suggested the sixth and the seventh purposes of participation which says;

- Participation can be to build civil society
- It creates an adaptive, self-organizing polity capable of addressing wicked problems in an informed and effective way.

These are the two purposes which Rittel & Webber felt that they were left out by Innes & Booher in their study on participation. The subject of this study which is public participation in decision making of the street naming in KwaMashu Township has a link to these purposes of public participation and the examination of public participation in the renaming of the St Lucia Park. They all review the manner in which public participation has been practiced in different places and the purposes of embarking on it.

2.4 Mechanisms and Channels for Public Participation

Scholars have argued in their works about the different mechanisms or channels for public participation and how the effectiveness of these mechanisms can involve the citizens in decision makings with regard to matters that affect their lives. These mechanisms are said to be participatory mechanisms whereby Fung (2006: 70−74) argued that "they are used to enhance the legitimacy of public action, justice in public governance, and effectiveness in the implementation of public decisions." By involving citizens in the greater process of governing, there might be less resistance to proposed policies and greater legitimacy of the policy process (Haus and Sweeting 2006). Nyalunga (2006) outlined mechanisms for public participation in

Local government which are direct advice and support, ward committees, traditional authorities and civil society organizations.

2.4.1 Direct advice and support

Direct advice and support entails that "councillors are the most direct form of access people have to government. Usually people will turn to a councillor for direct advice and support" (Nyalunga 2006). Carrim[3] argues that "elected representatives are faced with a major challenge in promoting and enhancing participatory governance, especially in rural areas where local government structures and systems are still evolving. It is important for councillors to serve as representatives of the people immaterial of their political affiliations."

2.4.2 Ward Committees

Nyalunga (2006) argued that "ward committees are a vehicle for engaging communities in municipal decision-making. The Constitution creates space for public participation in local governance through specific mechanisms such as Ward Committees and Integrated Development Planning and demand that local government promotes public participation." It is against this constitutional perspective that he continued to say "the role of ward committees is to make sure that voters are involved and informed about council decisions that affect their lives. The ward committees' main tasks are to communicate and consult with the community in respect of development and service plans" (ibid). The *Department of Provincial and Local Government[4]* presented that the term "ward committees" is specifically used within the context of local government systems. The reasoning in this regard suggests that ward committees are regarded as a mechanism to allow for greater interaction with the municipality by communities.

With regard to the role of ward committees, it was stated that the central role of ward committees is the facilitation of local community participation in decisions which affect the local community, the articulation of local community interests and the representation of these interests within the government system. Ward committees thus bring about communication between

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[3] www.anc.org.za/show.php?doc=/ancdocs/pubs/umrabulo/, [Accessed on 07 September 2010].
[4] Department of Provincial and Local Government is also known or referred to as Department of Cooperate Governance and Traditional Affairs

communities and their political representatives. Ward committees that work well will give every resident a say in municipal government and will make ward councillors accountable to local residents. *The Local Government: Municipal Structures Act, 1998*, establishes the rules for ward committees. Section 72(3) provides us with some guidance of what the role of ward committees is: *"The object of a ward committee is to enhance participatory democracy in local government"*.

Janine Hicks cited in (Nyalunga, 2006) states that whilst ward committees are a key component of community-based involvement, many municipalities still do not have formal or functional ward committees in place. She further reiterates that in municipalities where ward committees are operational, these are marked by uncertainty and in some instances, chaos. This largely stems from the fact that there appears to be no clear cut understanding of the role that ward committees are supposed to perform. Community members have certain expectations of what they expect of their ward committee representatives, yet councillors have different expectations. Furthermore, as Janine argues there is no clarity on the roles of ward councillors as opposed to proportional representation (PR) councillors, there are tensions between ward committees members and ward councillors, and limited resources available to enable ward committees to function better and improve efficiency. This is perhaps the most widespread challenge facing ward committees in their quest to involve communities in matters of local government. The lack of understanding of roles leads to greater misconceptions about the performance of ward committees and other local government stakeholders in general.

2.4.3 Traditional Authorities

Traditional authorities are said to be the mechanism for public participation in the Local government in South Africa and there is also a Constitutional Act which supports this claim. Nyalunga (2006) said that "traditional leaders also play a role in participation and are an important component of a councillor's constituency." He further presented the Act which outlines the responsibilities of the traditional authorities whereby this *Traditional Leadership and Governance Framework Act of 2003* (hereafter referred to as the Traditional Leadership Act), recognizes tribal authorities as traditional councils with important functions linked to local government. The function of traditional councils is to facilitate involvement of the traditional community in the development of a local government's integrated development plan.

This traditional system of leadership is still faced with challenges which deter community participation. It remains a daunting task to forge coexistence of two diverse and conflicting systems of governance (Modern democracy vs. traditional authority).The party politicization of tribal structures invariably compromise the credibility and autonomy of the institution and its leadership. Traditional leaders who are partisans bar the efforts to spearhead community participation. The traditional leadership of 'Amakhosi' is flawed by a lack of a clear cut roles and functions. Lack of capacity on the part of traditional leaders is also a problem. The Traditional Leadership and Governance Framework Act-2003 which was enacted to redeem these problems had been lambasted by Amakhosi for being Westernized in its provision and consultation. This has exacerbated the mistrust that exists between traditional and democratic authorities. There is also an ongoing dispute over traditional authority boundaries and the merger of tribes (Nyalunga, 2006).

2.4.4 Civil Society Organizations

Civil society organizations are acknowledged to be a key agent of participation and Friedman (2004) argued that participation by civil society remains an important check on government which helps ensure that it accounts to citizens. The new democratic Constitution of South Africa gives providence to these civil society organizations and there is a platform created for them to participate in local governance. These civil society organizations include; political parties, cultural groups, civic forums, business, youth organization, women's organizations, and NGOs. Section 152 of the Constitution states that the function of local government is to encourage the involvement of communities and community organizations in local government. The *Municipal Structures Act* (No117 of 1998) also requires municipalities to engage in consultation with civil society in meeting needs of local communities. *The White paper on Local Government* (1998 sec B par1.33) stipulates that municipal councillors should promote the involvement of community groups in the design and delivery of municipal programmes. These legislative frameworks legitimate the promotion of public participation by the civil society organizations between government and citizens.

Bezuidenhout and Mautjane (cited in Nyalunga, 2006) argued that from 1994, Civil Society Organizations (CSOs) played an important role in assisting government in raising awareness of the implications of the new dispensation, while the period from 2000 to date has seen CSOs not only assisting with service delivery, but also playing an increasingly vocal advocacy and monitoring role. The local political environment is however, not always conducive for CSOs to articulate their mandates. It is sometimes a hassle for CSOs to participate in local governance due to political nature of consultations. Participatory mechanisms at local level are normally structured along Ward lines and a few CSOs are ward or constituency-based, this invariably bars their participation. Similarly, most municipalities use Ward committees as their IDP participatory structures, inevitable the roles of CSOs are rendered insignificant. Some problems however, related to their own lack of capacity and inability to deliver on their mandate. Legitimacy is another controversial issue faced by CSOs. Some civil society organizations are deemed illegitimate because they are not democratically elected and eventually are accorded a mediocre status.

Kabemba (2004) asserted that in many instances civil society has been left out of major political and economic decisions on matters concerning the people. He further presented the ways of participating in the local government and three different types were catalogued for citizen/government interaction:

- Citizen's action, by means of lobbying bodies like parliamentary committees, public demonstrations and protests.
- Citizen involvement, by means of public hearings, consultation with advisory committees and attitudinal surveys
- Electoral participations, by means of casting votes and electing representatives.

According to Nyalunga (2006), these have been regarded to be the ways in which people can take part in decision making within the local government and they also serve as a yard stick to measure the level of democratic development and political maturity in our country.

Fourie (2001:224) also presented the government mechanisms for citizen's participation but he argued that his "paper looks beyond the traditional mechanisms whereby the citizen would be actively involved and also accept responsibility." Thornhill & Hanekom (1995: 43) asserted that

"accepting responsibility means that there should co-operation between public administrators and citizens, so that there can be joint action and joint responsibility." The mechanisms are as follows; the first is facilitating citizen participation which comprises of project steering committees, scope of social and development compacts, appointment of facilitator and community liaison officer, the second is improving citizen education, thirdly, improving administrative capacity by training officials, fourthly, providing a valuable service to be close to citizens, fifth, building partnerships and trust with citizen which involve top-down strategy and bottom-up strategy and the sixth is maintaining citizen enthusiasm to participate. These are the government mechanisms for citizen's participation which are outlined by Fourie (2001:224-230).

Facilitating citizen participation implies that "in order to facilitate community involvement, a number of options may be followed to enhance citizen participation. Responsibility for implementing a project may lie with a community, a local, provincial or national authority. Wherever it lies, the beneficiary community must be involved in all stages of project identification and development" (Fourie 2001:224). It is within this facilitating of the citizen participation that he further said "the aim of the project steering committee (PSC) will be to look after the interests of the community. Social and development compacts are required to enable agreement to be reached at the level of the municipality, where its structure does not have the capability to co-ordinate development. The appointment of a facilitator should take place as soon as the client organisation (funding institution) is committed to a project. The employment of a community liaison officer (CLO) to act as go-between for the work force (project participants), the contractor and the PSC has been found to be of benefit in avoiding potential conflict" (ibid, 224-225).

The second mechanism is improving citizen education entails that "to enable citizens to participate and communicate intelligibly, frankly, legitimately and in a truthful manner, they should have a basic knowledge of and skills in the citizen participation process" (Thomhill & Hanekom, 1995: 41). Fourie (2001:226) argued that "active and knowledgeable citizenship is not something that develops without conscious effort to encourage it. Citizens need certain stimuli to encourage participation in specific programmes and activities. Education is one of the most

useful means of deliberate action to equalise divergent approaches, for example, by affluent areas or disadvantaged groups."

The third mechanism is improving administrative capacity by training officials and the officials will have to be trained on a regular basis to facilitate a behavioural change and sensitise them to the changing needs and aspirations of the citizens. It is also true that officials may feel threatened or insecure about citizen participation in the administration (Fourie 2001:227). Ball (1995: 85-86) also said that "training programmes should therefore also be provided to officials to eliminate fear and misunderstanding." A trained official should be able to perform the following functions designed to encourage citizen participation:

- Assist the community organisations in carrying out skills and resource audits.
- Communicate on a regular basis with the citizens involved, to determine needs and aspirations.
- Identify possible issues, which could disrupt relationships and trust between the community and the administration as soon as possible.
- Ensure that citizens are informed about their rights and privileges (Fourie 2001:227).

The fourth mechanism providing a valuable service in order to be close to citizens entails that for a service to be of value to them it must be wanted by the citizens and be of an acceptable quality. Getting closer to the citizen can only do and this is of importance for all public services, it should be borne in mind that this is the only way to enable public service providers to respond to the changing needs of the citizens (*Constitution of the Republic of South Africa, 1996*). "As public administration seeks to form closer relationships, it could utilise a number of options to be close to the citizen in assessing the value of the service provided" (Atkinson & Boyle, 1996: 22). "This may include surveys, focus groups, consumer panels and general discussions. It is important to choose a method that is understandable at the level of education of the citizen" (Fourie 2001:227).

The fifth mechanism is building partnerships with citizen and comprises of two strategies which are top-down and bottom-up. In the top-down strategy the public administration remains firmly in control. This means it will:

- set up a one-way process;

- pass down information to citizens and interest groups about what the administration is doing;

- set the agenda and control it during the participation process;

- choose the policy to be followed and its priorities;

- dominate the participation process itself; and

- manipulate the process of participation to ensure that there is no real scope for change to its position after it has been completed (Young, 1996: 26).

"The top-down strategy usually occurs where the administration intends to publicise what it has been doing and what it plans to do in future". This form of participation helps the administration to legitimise its activities, according to Swanepoel (1992: 108-109). Fourie (2001:229), argues that it should be kept in mind that although the process of public participation is widely criticised for not allowing real input from citizens it could be used as a point of departure where the citizens have no wish to participate. This mechanism should then be used with great care and only if necessary.

The second strategy of bottom-up is contrary to the first one where the *White Paper on Transforming Public Service Delivery,* 1997 argues that the administration should;

- conceive participation as a genuine two-way dialogue based on the sharing of information and knowledge;

- aim to reach out beyond the groups that are usually involved in participation, to give people a genuine role in shaping the decisions of the administration;

- follow a hands-off approach, listening stance and aim to empower people;

- leave the agenda open, which will then set by the citizens;

- leave the direction of policy and the choice of the priorities open to discussion;

- share power with the participants: the participation process will then became part of day-to-day administration; and

- ensure that it has wide scope to change its position once the participation process is over.

Young (1996: 29-30), argues that a number of principles are to be kept in mind by the administration in this bottom-up strategy. According to Young, the administration should develop a culture of listening, both at meeting and afterwards in internal discussions to encourage trust because it is important the administration brings in outsiders as convenors, chairs

and facilitators. Outsiders are regarded as stakeholders external to government, and are normally seen as unbiased; administrations should provide support for officials with daily tasks. In the process of empowerment it is important that the citizens should also take over some work between the meetings; that a blank agenda should always be a starting point where the citizens set out their needs and aspirations; and that responsibilities are shared between the administration and the citizens in meeting these needs and aspirations. Co-operative responsibility is then required.

Fourie (2001:230) states that "in building trust and partnership between the citizens and the administration, the latter should prevent a hands-on approach and rather adopt a more open-minded attitude than in the past, when citizens were merely seen as the receivers of services." The sixth mechanism is maintaining citizen enthusiasm to participate and Swanepoel (1992: 9-10) provided the ways in which this enthusiasm can be maintained. He argued that the collective objective should be reachable in a short period. Programme planning should make provision for regular milestones which could be used as a measurement tool to encourage the participants to follow the objectives. Programme planning should make provision for the unexpected failure and these failures should be communicated to participants who could assist in drawing up of alternative programmes. Participants should be given credit for accomplishments on achievements.

The *eThekwini Municipality Community Participation Policy* (2006) provides the channels and mechanisms for active participation. These mechanisms and channels include structures at ward, zone, region and citywide levels. At the ward level there are ward committees which are independent advisory bodies and must be impartial and perform their functions without fear, favour or prejudice. There is also ward sector forums which are composed of individuals and organizations with common interests and they shall be Integrated Development Planning outcomes and social interest based. The ward forums which shall be advisors to the Ward Committees and Councillors on matters pertaining to support required to enabling end-user groupings to work through self-mobilization.

The community level comprises of district stakeholders forums which shall provide Ward Forums and end user groups an opportunity to meet and tackle problems relating to a specific area. In the regional level there is regional network whereby this shall be convened as and when necessary. The aim of this structure is to create a space for neighbouring areas to network and share experiences. Furthermore, it aims at helping the Municipality to convey information or consult in a broad manner.

The citywide level is made up of stakeholder forums that are consultative forums that engage in issues pertaining to policy development and strategic issues impacting on the city. There are also citywide sectoral networks and these are loosely structured, inclusive networks of multiple stakeholders responsible for citywide partnerships, dialogue, debates and community action. These mechanisms and channels for public participation help in understanding the kind of public participation in decision making of the street naming process in KwaMashu Township and street naming process in KwaMashu will be studied based on these defined mechanisms and channels to assess those which exist in KwaMashu context.

2.5 Legislation on Public Participation

The *Constitution of the Republic of South Africa*, 1996, Section 152 and 195 of the Constitution provide that municipalities are obliged to encourage the involvement of communities and community organizations in municipal affairs; that people's needs must be responded to; and the public must be encouraged to participate in policy making. The *White Paper on Local Government*, 1998 describes developmental local government as "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives". In this *White Paper on Local Government – 1998*, the object of community participation are embedded in the following four principles:

- To ensure political leaders remain accountable and work within their mandate;
- To allow citizens (as individuals or interest groups) to have continuous input into local politics;
- To allow service consumers to have input on the way services are delivered;
- To afford organized civil society the opportunity to enter into partnerships and contracts with local government in order to mobilize additional resources

The *Local Government: Municipal Structures Act* (1998), gives metropolitan and local municipalities the option to establish ward committees as one of the specialised structures to enhance participatory democracy in local government. Municipalities must give effect to the provisions of the Act when establishing ward committees. The municipalities are required to annually report on the involvement of communities and community organizations in the affairs of the municipality. The Act stipulates that a municipality's executive mayor or executive committee has to give an annual report on the extent to which the public had participated in municipal affairs. Chapter 6 of the South African Constitution (Act 108 of 1996) denotes that Ward Committees and their members can participate in local government in the following ways:

- Assessing and approving the budget
- Planning and developing the Integrated Development Plan -Ward committees should work closely with councillors and other community organizations to identify priority needs and make sure these needs are included in the budget proposals and plans.

The *Local Government: Municipal Systems Act* (2000, chapter 4) says that a municipal council must develop a culture of participatory government and must for this purpose encourage and create conditions for residents, communities and other stakeholders in the municipality to participate in local affairs. The *eThekwini Municipality Community Participation Policy* (2006) participation entails that all stakeholders, citizens and communities are involved in decision making. These stakeholders within the municipality are to comply voluntarily and commit themselves to the agreement, instead of the Local government forcing their compliance. The Municipality also promise the public to be part of formulating solutions especially for those matters that affect them directly.

The *White paper on Arts, Culture and Heritage* sets out government policy for establishment of optimum institutional frameworks and the policy document has amongst many the following underlying values access to, participation in, and enjoyment of the arts, cultural expression, and the preservation of one's heritage are basic human rights. Under chapter 3 the policy says it is the role and objective of the ministry to ensure that in adherence to Article 27 of the universal Declaration of Human Rights which in summary states that everyone shall have the right to

freely participate in the cultural life of the community. These policy documents also state the right of all to freely practice and satisfy artistic and cultural expression, and enjoy protection and development of their heritage, is realized.

The *White paper on Local Government* provide the pragmatic directives through which new insights into local government could be envisioned and this also include public participation in decision making in their different municipalities. This also implies the facilitation of developmental issues or processes which includes the exercising of municipal powers and functions in a manner that maximizes their impact on social development and economic growth. There has to be playing of integration and coordination roles to ensure alignment between public and private investment within the municipal area whereby democratizing of development, empowerment of the poor and redistribution of income are in favour with the poor and build social conditions for favourable development. Parnell, *et al.,* (2002) also emphasized that through the White paper, municipalities are empowered to employ integrated development planning, performance management and local economic development as strategic approaches to democratize development while at the same time creating an environment conducive for people and communities to address their needs.

2.6 Challenges for Public Participation

There are challenges for public participation and some of these have been identified in relation to the mechanisms for this participation whereby participation is viewed as a once-off process instead of being an ongoing process that includes the multiplicity of stakeholders, more especially the disadvantaged groups in matters of the local governments. Williams (2007) also found that community participation is hampered by the lack of sufficient community organisations. The *Department of Provincial and Local Government, 2007c* argued from the viewpoint of government officials whereby mechanisms of public participation, such as Community Development Workers (CDWs) and *izimbizo*, revealed a lack of procedural clarity, internal politicking between role-players, and a lack of officials to conduct consultation. In addition, Tapscott (2006) argues that expectations of local government were too great and officials lacked the capacity to cope with participatory demands. Reddy and Sikhakane

(2008:683) also argued that "inadequate capacity, organizational guidance and resourcing can hinder meaningful participation, resulting in internal conflicts and even the collapse of the participatory structures."

Nyalunga (2006) argued that the transformation of the local government system has taken place within a framework that endeavours to spearhead public participation as a cornerstone of local democracy and development. As a new phenomenon, public participation is still faced with numerous challenges. Participatory structures must be delinked from party politics. The roles and responsibilities of the various stakeholders involved in the quest for development and participation must be defined. There is a need for clear communication channels between municipalities and community based structures, to transform the relationship of mistrust that currently exists between all participatory agents, to facilitate a flow of information and encourage municipality outreach programmes. This is for capacitating of municipalities and stakeholders working on issues of community consultation, to make IDP representatives forums proactive and accessible to people, to educate communities and address apathy and to build networks with stakeholders and practitioners.

Fourie (2001:221-223) presented what he calls the pitfalls and problems that hinders citizen participation in the government and the identified pitfalls and problems are literacy levels of the citizens, logistical problems which include transport and communications, inexperienced officials to deal with needs and demand of citizens and problems which exist among the communities such as customs and traditions, dependency and apathy. In literacy levels of the citizens, education has been outlined as the critical factor whereby according to Anderson (1984: 100) it is one of the most important means of fostering citizen participation. This has also been acknowledged in the *Reconstruction and Development Programme,* (1995: 23) whereby it says that the education level in especially the rural areas is low due to the fact that many rural schools are poorly endowed with buildings, equipment and books, and without electricity and running water. This brings about high dropout and repetition rates, and long distances to travel to school means that many children find it difficult to attend school. Furthermore, especially in rural areas, opportunities for secondary and adult education are scarce, and adult illiteracy is therefore much higher in rural than urban areas. Reddy and Sikhakane (2008:683) acknowledge that low literacy

levels have meant that the local population cannot comprehend some of the issues and technical aspects of decisions taken and also cannot make meaningful contributions.

The logistical problems are also said to hinder citizen participation in the sense that in expecting citizens to participate in various forums and meetings, it is important that they should in fact be present there, but in developing countries this is a problem due to logistical difficulties especially for people living in remote areas. For example the backlog in the roads network in the rural areas of South Africa is between 30 per cent and 50 per cent (*Rural Development Strategy*, 1995). This has been caused by what Fourie (2001) calls it "lack of adequate public transport which has resulted in struggles for monopoly of taxi ranks and routes, leading to what are now called "taxi wars". People who have vested interests in taxis and those who wish to destabilise communities through fear, intimidation and violence exacerbate conflict." Taylor, (1995: 173) said that "such destabilisation could result in the undermining of the democratic process and also prevent citizens from participating in actions the government wants to take to reduce the influence of "taxi lords". Communication is also the logistical problem due to the fact that the *South African Institution of Race Relations* (SAIRR) (1997: 778) also showed that "there are 9.5 telephone lines per 100 people overall in South Africa. It is estimated that there are 60 lines per 100 people in White areas, whereas there is only one line per 100 people in Black areas."

Fourie (2001:223) argued for the inexperienced officials whereby he said that "most governments train their staff to be professionals. While professional training is very important and necessary, it nonetheless poses a serious problem for citizen participation." Swanepoel, (1992: 112) said that "officials are not trained in the basic theories of democratic practice, the practice of development and have not been trained to understand sociological phenomena that influence their work. They also lack psychosocial skills, with the result that they find it very difficult to work with people and to understand people's sentiments and actions."

Swanepoel further argued on those problems which exist in communities and hampering participation as he said;

- Customs and traditions: People are obligated to follow customs and traditions even if they are involve in the administration. The submissiveness to traditional leaders (in South

Africa approximately 18 million people are under the rule of traditional leaders) and the inferior position of women are examples of this. This does not mean that customs and traditions are obstacles *per se,* on the contrary, they can be valuable resources. Customs and traditions are not static; they have the tendency to adapt to suit modern times. However, where people keep them static for some reason, they can indeed become obstacles in the way of citizen participation.

- Dependency: People may become so used to being dependent on the administration and other agencies, that receiving handouts becomes the norm. They are then loath to do anything for themselves and come to expect to be paid for any part of an effort to get them involved in the administration of the government.

- Apathy: Yet another issue that should be noted of in this context, is that of apathy where people have become so used to being poor and suffering all the consequences of poverty, that they have no real wish to participate but only to survive. Unfortunately they truly sustain their poverty and misery by accepting it as fate, and may be fearful to participate in initiatives undertaken by the administration because it could lead to even further suffering (ibid, 112)

"The problems mentioned above cannot be ignored, and citizen participation should be to remove them. Every government agency should take note of them (to ignore them will not make them to go away), address them and must, to a certain extent, also accommodate them" (Fourie, 2001:223). It is also in the case of the street naming process in KwaMashu Township that there will an examination of the challenges or pitfalls which exist in this Township and how these challenges are address by the community and the stakeholders concerned.

2.7 Public Participation and Democracy

Public participation and democracy are inseparable link and Nsigo & Kuye (2005:749) "there can be no reference to democracy without reference to participation. The two are intricately intertwined, as a measure of freeing people and allowing them to determine their development process." Offor (2006: 268) defines democracy as "a system of government in which every individual participates in the process of government maximally or minimally." Beetham (1992:40) also defined democracy as "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 take part in such decision-making directly- one that is to say, which realizes to the greatest conceivable degree the principles of popular control and equality in its exercise." It is in this context that Young (2002: 17) cautioned that "it is only in a democratic political system, do all members of a society in principle have the opportunity to try to influence public policy." This orientation is reflected in the observation by Fung (2006: 66) that when in contemporary democratic contexts "there is no canonical form or institution of direct public participation."

Mafunisa (2004) argued that participation in democracy is more a process in social learning and engagement than a means to an end, as it encourages a reflection of views, deliberation and the consideration of other viewpoints, and generally supports a platform for the development of political and social strategies. "Democracy is a philosophy of life not only limited to governmental activity but that which guides humans and their relationship with others in the social, economic and political realms of life. It is an ideal which invokes tolerance of one another's ideas, acceptance of the capacity of individuals and groups to develop initiatives and to be innovative" (Nsigo & Kuye (2005:747). Then the *Community Participation Policy* (2006:2) also asserted that democracy is about ensuring that citizens' involvement is not only limited to electing a government but rather participating in governance to ensure a better life for all.

Maier (2001) asserted that participation is very crucial in societies undergoing the democratization process and this participation sustains growth in segments such as public services and governmental policies. In this respect, participation and democracy entails that governmental decisions and planning processes are driven by the citizens as they are mostly affected. This understanding of participation and democracy differs from participation in other regime types such as totalitarian whereby the citizen's participation is regarded as a creation of the loop hole to challenge the central control.   There are two models of democracy which are representative or liberal democracy and direct or participatory democracy. Public participation is considered to be in line with participatory or direct democracy rather than representative or liberal democracy as Van Dijk (2000:13) argued that "the support citizenship is the central aim in the model of participatory democracy."

Cohen and Fung in their paper *Radical Democracy*, remarked that representative democracy is "a very limited tool for ensuring official accountability" (Undated: 4). Representative democracy has been criticized by scholars and in the concept paper, *Exploring deliberative Policy-making in KwaZulu-Natal* (Undated), it has been stated that "in inequitable societies representative systems will inevitably reproduce social, economic and political inequities in terms of who can engage with and influence decision-making". They claim that representative democracy differs from participatory democracy in the sense that participatory democracy is a term denoting citizens' participation in decision-making processes outside the structures of elected government institutions. It also provides an opportunity to break this mould and offers scope for "fundamentally redressing these inequities through the participatory and deliberative process itself" (McGee et al 2003: 9-10). Magstadt (2006:91) also argued that "deprived of opportunities to participate in meaningful ways, people will naturally tune out or get turned off. The key to a vibrant citizenry - and therefore to a healthy democracy – is active participation on a large scale across a wide spectrum of issues." The implication is that people are not only to actively take part in politics when given a chance but that their participation is a right awarded to them. Public participation is therefore regarded as an obligation within the context of a constitutional democracy.

Bishop and Davis (2002) argued that the idea of direct democracy proposes a more continuous, active role for the citizens. Theorists who call for the implementation of such an idea are proposing much more significant levels of participation that prevail in a representative democracy, through such institutional mechanisms as direct local assemblies or the extensive use of referenda. Roelofs (1998: 25) noted that "participatory democracy is [used with reference to] a community in which every citizen is recognized as … both enabled and encouraged … to participate directly and actively in the dialogues and practices which define, build, and sustain the common life, the general will". Fung (2006:66) adds that deliberation involves participants taking positions, exchanging information, and possibly changing their minds. According to Roger Southall, cited in (Nyalunga, 2006), "participatory democracy entails a high level of public participation in the political process through a wide variety of institutional channels." Ababio (2007: 615), states that participatory democracy means the provision of services based on

the existence of a legislative framework that facilitates consultation, involvement and mobilization of civil society in the formal processes of policy making and implementation.

These two models of democracy (representative and participatory) are also considered to overlap as Cohen and Fung (Undated), argued that participatory democracy can provide chance to the public in policy-decision making and the representative democracy can also be transformed to reach this objective by its connection to participatory democracy in solving problems. This overlap between these two models of democracy is also explained by their different focuses as representative is about electing the political representatives for the people. Participatory democracy creates those mechanisms for the people to part take in government's decision-making processes. This overlap has been viewed as "working both sides of the equation – strengthening the processes of citizen participation, while at the same time strengthening the accountability and responsiveness of state institutions and policies" (Gaventa 2003: 3-4).

CHAPTER THREE

The Contextualization and Understanding of Public Participation in the eThekwini Municipality and the Extent of Public Participation in Street Naming, in the KwaMashu Township.

3.0 Introduction

In this chapter I present the findings of the empirical research, and give an analysis of public participation in the street naming process in the KwaMashu Township. These findings and analysis will be done through the exploration of different themes which have emerged in the study. Chapter three will be structured according to these particular themes, and will be discussed in relation to the themes identified. The themes to be dealt with in this chapter three are the contextualization and understanding of public participation in the eThekwini municipality in the context of the street naming and renaming process in the KwaMashu Township. In this contextualization and understanding of public participation the focus will be on how this concept is understood by officials within the eThekwini municipality as an institution. The framing of the concept of "public participation" is based on how the concept is generally understood within the Constitution of South Africa.

The second theme in this chapter will explore the extent of public participation in street naming in the KwaMashu Township of the eThekwini municipality. The discussion will explore the extent of public participation in street naming, and how public participation has been facilitated in KwaMashu Township. In defining what public participation is, attention will be paid to how the public understands and interprets the street naming process, and will explore their perceptions about their role in the street naming process. The The main focus of the study is to investigate the extent to which there is public participation in decision making of the street naming process in KwaMashu Township.

3.1 The Contextualization and Understanding of Public Participation in eThekwini Municipality as an Institution

Public participation in the eThekwini municipality as an institution emanates from the Constitution of the South African government. The Constitution of the RSA serves as the basis for the common understanding and contextualization of public participation. There is discretion given to different municipalities to contextualise the concept depending on their own boundaries, and to derive policies based on their understanding of the Constitution. This interpretation of the Constitution has to be guided by the South African legislation on public participation. The *Draft National Policy Framework on Public Participation* (2007) has framed the concept of public participation "as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes." The *Community Participation Policy* of the eThekwini municipality, under the guidance of the country's legislation serves as the policy framework for understanding how public participation is being contextualized and understood within the jurisdiction of the Municipality and its stakeholders.

The eThekwini *Community Participation Policy (2006)* stipulates matters which evolve around the engagement of the community on issues that are related to them. These issues that are mentioned in the policy include the practical principles for community participation, citizen participation levels, and process of community participation, channels and mechanisms for community participation, rights and responsibilities of stakeholders. The mission statement of the Municipality states that the Municipality is working on "creating an enabling environment for citizen' involvement in the matters of the eThekwini Municipality."[5] This policy gives details on how the citizens within the eThekwini municipality are being provided with the opportunity to participate in the matters which affect them. It also sets terms of participation that the Municipality is obliged to operate within. It has been acknowledged that the adoption of the community participation policy is a significant milestone for eThekwini municipality in honouring the Freedom Charter which highlights that people should participate in governance, as they are considered stakeholders.

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[5] EThekwini Municipality. *Community Participation Policy*. Adopted by the Council by 29 June 2006.

Public participation was defined by one of the research participants from the eThekwini municipality as "an engagement of the communities, ward committees and councillors in decisions that affect them."[6] This view expressed by the research participant implies that the concept of public participation is understood as the involvement of stakeholders of the eThekwini municipality in issues that concern them such as street naming or re-naming. This has been also stated in the eThekwini Municipality's *Community Participation Policy* (2006:2) whereby it says "…in essence, community participation is an open and accountable process through which individuals and groups within selected communities can exchange views and influence decision-making."

This understanding of public participation within the eThekwini municipality is built on the country's conceptualization of the term as it has been stated in the *Draft National Policy Framework on Public Participation* (2007). Ferguson (2005) also acknowledges that public participation is a democratic process of engaging people in thinking, deciding, planning, and playing an active part in the development and operation of services that affect their lives. It is within these boundaries that public participation in the process of street naming was also understood because the decisions carried out about street names affect people as stakeholders within the municipality.

The manner in which the eThekwini municipality contextualizes public participation can be compared to what Arnstein (1969) defined as a "ladder of participation". These "ladders of participation" have also been adopted by the South African government as it appears on the *Draft National Policy Framework for Public Participation*. It has been shown that communities are given an opportunity to decide on matters that involve them and participate in different structures available to them. In this case, the eThekwini municipality has provided the KwaMashu community the opportunity to decide on issues pertaining to the street naming process. Structures to facilitate participation by the community were established by the municipality in which the public participated. Community participation in policy decision-making is what Arnstein (1969) refers to as delegation of power to the public, by the government. The *Draft National Policy Framework for Public Participation* (2005:2) also

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[6] Personal Interview with interviewee GIPU 1, November 2010.

endorses this participation by the community in policy decision-making. The delegation of power to the public, by government obliges that government co-ordinates the decision-making process and funds it, but that communities are given some delegated powers to make decisions. The research respondent stated that the communities are given the opportunity to name and decide upon the streets in their areas and that the eThekwini municipality capacitates the process by training of community development workers who facilitate and disseminate the information about street naming in different communities. A research participant from the community acknowledged that both the councillor and community members propose names for each street. Community members participate in the different mass community meetings where they suggest potential names for their streets. These different names which are suggested in different community mass meetings are reduced to three names for each street or road by the ward committee and are sent to the Masakhane Committee of the eThekwini Municipality, to choose/identify one name amongst the three names that were agreed upon by the people from the particular ward.[7] Although the final decision on the choice of names for streets naming, is made by the eThekwini's Masakhane Committee, community members feel that their contribution in proposing names does constitute genuine participation of the community in the street naming process.

The delegation of power, as stated in the eThekwini Municipality policy document, implies that the public participate in joint analysis, development of actions plans and formation or strengthening of local institutions. The *Community Participation Policy* of the eThekwini Municipality outlines the practical principles for community participation as citizen participation levels in terms of numbers, the process of community participation, the channels and mechanisms for community participation, and rights and responsibilities of stakeholders. Empirical research findings indicate that the eThekwini Municipality's facilitation of public participation in street naming in KwaMashu is an endorsement of the principles as mentioned in the eThekwini Municipality's policy on public participation. The municipality's efforts atpublic participation does reflect the endeavours to delegate power to the community. The policy also encompasses the municipality's attempts to seek multiple perspectives, and to make use of

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[7] Personal interview with interviewee WCM2, October 2010.

systemic and structured learning processes through developmental plans and local institutions such as Ward committees. .

This joint analysis of development plans and local institutions existed in KwaMashu Township during the process of street naming and included youth leagues, development forums, youth desk, and soccer teams around the areas. According to research participants, representatives of these local institutions were capacitated by the eThekwini municipality to involve the community members in decision making on the street naming in their areas. These local institutions also meet with the ward committees to participate and establish the joint analysis for the issue at stake. The two research participants (a development worker and a youth member) said that the representative of the Municipality who also co-ordinated the process of street naming mandated the organisations to engage all the members in street naming process and all other matters related to development in their community. The two research participants from the eThekwini municipality also confirmed that the local institutions (youth league, development forums, youth desk and soccer teams) are always invited to participate in matters which concern them as the *Community Participation Policy* of the eThekwini municipality entailed.

3.2 The Extent of Public Participation in the KwaMashu Township's Street Naming Process

In this section I will discuss the extent of public participation in the street naming process in KwaMashu of the eThekwini Municipality. The exploration is undertaken in the context of the community's understanding and contextualisation of the concept of public participation, as discussed in the previous theme The *Draft National Policy Framework on Public Participation* (2007) which serves as the framework for understanding public participation in South Africa has defined participation "as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes". It is further defined as a democratic process of engaging people, deciding, planning and playing an active part in the development and operation of services that affect their lives". Public participation is also conceptualized by Madlala (2005:45) cited in (Draai and Taylor, 2009:114) "as the creation of opportunities and avenues for communities to express their views and

opinions in matters of governance either directly or indirectly." Community members are encouraged and facilitated to participate in   decisions that affect their communities. This research reveals that community members in KwaMashu generally understood the concept of public participation in street naming as the involvement of the community in the process of suggesting street names through the existing mechanisms and channels which are in place. Community members participated in various community mass meetings held within their respective wards. Community members were encouraged in these meetings, by Ward Councillors and eThekwini officials to propose names for the naming and re-naming of the streets within their wards. Community members were also requested to submit proposals for the naming and renaming of their streets to the councillor's offices in their respective wards. These proposals as put forth by the larger community of Kwa Mashu were then reduced to three names by the ward committee members in the respective wards, and are then submitted to the eThekwini Municipality's Geographical Information Unit for submission to the eThekwini Municipality's Masakhane Committee for final selection and approval.

Once the proposed names are finalized by the eThekwini Municipality's Masakhane Committee, the decision taken, and final names selected are reported back to the community of KwaMashu through the Ward Committee and the respective Councillors within the wards. The Ward committee, and in particular, the Ward councillor, thereafter assumes responsibility for notifying the community of the final approval of names in respect of streets within their wards. This again is conducted by way of information sessions at mass meetings in the various wards. [8] According to research participant from the eThekwini Municipality, this process of public participation and decision-making entails "an engagement of the communities, ward committees and councillors in regard to the decision making process which affects them, particularly in regard to the street renaming process."[9] According to the Constitution of the Republic of South Africa, Section 152 and 195, municipalities are obliged to encourage the involvement of communities and community organizations in municipal affairs; and in policy making and policy implementation. The *White Paper on Local Government*, 1998 describes developmental local government as "local government committed to working with citizens and groups within the community to find

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[8] Personal interview with interviewee WCM2, October 2010
[9] Personal interview with interviewee CM10, November 2010.

sustainable ways to meet their social, economic and material needs and improve the quality of their lives". In facilitating community participation in street naming and renaming in KwaMashu, the eThekwini Municipality demonstrates an attempt at fulfilling the obligations of municipalities to encourage community participation in their municipalities.

Mafusa & Xaba (2008:180) distinguishes three types of participation of local communities and individuals. The first type of participation, according to the authors, is physical participation. Physical participation entails being present, using one's skills and efforts. This physical participation by the community was evident in the street naming process in KwaMashu, particularly where community members were playing more than one role such as that of community member, development worker, facilitator and youth coordinator around the street naming and renaming process. This physical engagement of community members indicates that they were physically engaged in the street naming process and that they were able to employ their different skills and efforts to making the process of street renaming in KwaMashu a successful one.

The second type of public participation as expounded by Mafusa & Xaba (ibid) is mental participation whereby individuals participate in conceptualization of activities, decision making, organization and management. This type of participation by community members in the naming of their streets is evident to some degree. In the process of proposing street names, community members were able to conceptualize the activities and take part during the decision making process. The names as suggested by the community for the naming of their streets were the names finally approved by the eThekwini Municipality. The endorsement by the eThekwini Municipality of names proposed by the community is to some degree evidence of the community's ability to conceptualize the street naming activities, and take part in the street naming decision making processes of the eThekwini Municipality. However, the extent of authentic public participation in the street naming process can be questioned at this point. The question that arises is to what extent does the proposal of names by the community actually constitute authentic public participation? Authentic public participation implies more than just the community's ratification and/or endorsement of decisions already taken by those in authority. Authentic public participation requires a genuine involvement of the public in matters that affect

them, and therefore necessitates a participative and collaborative relationship between the community and policy makers and implementers.

The third type of participation identified by Mafusa & Xaba (2008) is emotional participation which implies that people are assuming responsibility, power and authority. The research study indicates that emotional participation in the street naming process in KwaMashu is evident to some degree. Emotional participation influences the manner in which physical and mental participation take place because public participation is overshadowed by the manner in which people assume power, responsibility and authority. According to research participant CM1, the issue of power, responsibility and authority has caused confusion and divisions among the community members in ward 45. The respondent stated that in the process of assuming power and responsibility, some community members felt that the inclusion of political parties in the process was necessary. However, the inclusion of political parties gave way to contestations and conflicts between community members of opposing political parties. . Emotional participation in the street naming process is supported by statements made by research participants such as:

> Since I love my organization and believe in it, in our ward there is a portion which is occupied by the IFP members but because the ward councillor is the ANC, we try to mobilize them to understand our organization and our intentions. We cannot give them a chance to name streets after their heroes because this ward is dominated by ANC.[10]

In the above quotation, it implies that power, responsibility and authority were assumed by community members to fulfil political agendas and mandates during the street naming process. The statement also indicates that only those community members who were members of the powerful political groups had the opportunity to participate in the street naming process. It is against this background that emotional participation is regarded in this study as the dominant type of participation, influencing both mental and physical participation of community members in the street naming process.

Mechanisms and channels for the process of public participation in street naming in KwaMashu included ward committees. Community mass meetings were called upon by the councillor as the

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[10] Personal interview with interviewee CM8, October 2010.

chairperson of the ward committee.[11] Nyalunga (2006) argues that involvement of the councillor provides direct advice and support to the community because "councillors are the most direct form of access that people have to government. Usually people will turn to a councillor for direct advice and support." According to Nyalunga, councillors are considered to be one of the channels or mechanisms through which public participation can be encouraged within the community, as he calls them direct advice and support. Research respondents acknowledged that with regards to the process of street naming in their communities, councillors were regarded as the most direct form of access to government, and in particular, to the eThekwini Municipality. The reason for this perception, according to research participants, was that councillors were stationed within the community, and therefore access to the councillors was often less cumbersome than accessing other municipal officials within the eThekwini Municipality.

Community members who participated in the street naming stated that the street naming process in KwaMashu was initiated by the Geography and Information Unit in the eThekwini Municipality, who initially consulted with local councillors on behalf of the respective communities. One of the local councillors interviewed for the study expressed that he was approached by officials from the Geography and Information Unit within the eThekwini Municipality who advised him about the process of street naming which needed to be carried out within his ward. The officials from this department informed him of the procedures in respect of how the process of street naming was to be carried out. The eThekwini Municipality *Street Naming and Addressing Policy* was used as the framework to guide the process. According to the councillor interviewed, the eThekwini Municipality's Street naming policy would serve as a guideline for the proposal of street names by the community. The EM policy on street naming states that "no streets in the future are to be named after living people or after other countries, except in exceptional circumstances as the Council may agree, it being accepted that the national heroes should only be linked to objects, streets and other matters of significance. …"[12] These procedures emanate from the South African Geographical Names Council Act of 1998, (Act 118 of 1998) which serves as the benchmark on how the street naming process should be carried out in South Africa.

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[11] Personal interview with interviewee WCM2, October 2010.
[12] Personal interview with interviewee WCM1, October 2010.

The councillors do not engage alone in these processes, nor do they take decisions independently as they are part of the ward committees. Ward committees were intrinsically involved in the street naming process, as evidenced in the under-mentioned statement by the local councillor interviewed in the research:,

> After we [ward committee] were consulted by the municipality, we [ward committee] call the community mass meetings in the community together as the ward committee and ask the people to suggest names that they want to associate their street with and also tell them to give the reasons why they propose those particular names. We tell them how the selection of names should go about as per municipal policy such as avoiding the use of the names of those people who are still living. [13]

Nyalunga (2006), Fung, Hicks, Haus and Sweeting (2006) state that ward committees are a vehicle for engaging communities in municipal decision-making. The *Department of Provincial and Local Government* also presented that the term "*ward committees*" is specifically used within the context of local government systems. The reasoning in this regard suggests that ward committees are regarded as a mechanism to allow for greater interaction with the municipality by communities. According to Nyalunga et al (2006), the central role of ward committees is the facilitation of local community participation in decisions that affect the local community, the articulation of local community interests and the representation of these interests within the government system. Ward committees thus bring about communication between communities and their political representatives. There is also the legislative aspect of the ward committees whereby the *Local Government: Municipal Structures Act, 1998*, outlines that the object of a ward committee is to enhance participatory democracy in local government. The *eThekwini Municipality Community Participation Policy* (2006) provides that these ward committees which are independent advisory bodies, must be impartial and perform their functions without fear, favour or prejudice.

According to research respondents, the ward committees have been playing an important role in the street naming process in the KwaMashu Township. Community members stated that section committees consisting of 10 members each, were formed within the various wards, by ward

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[13] Personal interview with interviewee WCM1, October 2010.

committees, whereby people could participate in the street naming process. [14] According to the local councillor interviewed in the study, section committee meetings constituted an additional forum where community members were provided the opportunity to voice their opinions regarding street naming in their communities, before the community mass meetings were held. Section committee meetings are held monthly, and all community members are invited to attend. Community mass meetings are generally called every three months by the ward committee of the respective wards. However, before a mass community meeting is called, a meeting of the ward committee and section committee members usually takes place.[15] In the *eThekwini Municipality Community Participation Policy* (2006) these section committees are called ward sector forums which are composed of individuals and organizations with common interests around issues regarding the municipality's Integrated Development Plan.

Research participants confirmed that section committees in their communities are regarded as forums where they are able to raise their concerns, and have these forwarded to the ward committee before the community mass meeting are held. A research participant stated that community participation in section committees is more effective than in the community mass meetings because some people find it more comfortable to voice their concerns in these smaller section committees rather than in the mass meetings where people end up attacking each other and consensus is more difficult to attain. .[16]

Civil society organizations which were involved in the street naming process in KwaMashu included development organizations, the youth league and youth desk. These organisations served as the forums for people to participate in the process of street naming. These forums became influential in the process as one of the development workers within the community stated that,

> "I am a community development worker who is also facilitating all kinds of developments within the KwaMashu communities. I was coordinating and facilitating meetings, consultations and also worked as the mediator between the government/municipality and the community during the

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[14] Personal interview with interviewee WCM2, October 2010.
[15] Personal interview with interviewee WCM1, October 2010.
[16] Personal interview with interviewee CM2, October 2010.

process of street naming. I was involved in disseminating any kind of information from the municipality to the community."[17]

The youth league facilitator also engaged the youth in the community in the street naming process. He stated that "I am working with the ANC youth league in matters that are related to development within the community and I am encouraging the youth to participate in the process of street naming."[18] These statements indicate that these forums were utilised to encourage public participation within the KwaMashu Township during the process of street naming. Friedman (2004) asserts that participation by a civil society remains an important check on government, and helps to ensure that governments are held accountable to their citizens. The new democratic Constitution of South Africa sanctions civil society organizations, by providing a platform for them to participate in local governance. The *Municipal Structures Act* (No117 of 1998) requires municipalities to engage in consultation with civil societies in meeting the needs of local communities. The *White Paper on Local Government* (1998 sec B par1.33) stipulates that municipal councillors should promote the involvement of community groups in the design and delivery of municipal programmes.

Nyalunga (2006) states that from 1994 to present, Civil Society Organizations (CSOs) played an important role in assisting government in raising awareness of the implications of the new democratic dispensation. The period 2000 to date has seen CSOs not only assisting with service delivery, but also playing an increasingly vocal advocacy and monitoring role. Civil Society Organisations in KwaMashu are playing a vital role in the street naming process but are being overwhelmed by political parties because they are not as influential as they ought to be. Nyalunga observed that the local political environment is not always conducive for CSOs to articulate their mandates. The political environment often constitutes a challenge for CSOs to participate in local governance due to the political nature of consultations within the community. A number of research participants expressed that political influences over CSO's is evident in the street naming process within the KwaMashu Township, as CSOs often endeavour to push the mandate of the current ruling party with regard to the process of street naming.

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[17] Personal interview with interviewee CM2 , October 2010.
[18] Personal interview with interviewee CM8, October 2010.

Nyalunga (2006) puts forth that participatory structures such as Civil Society Organisations, must be de-linked from party politics. The roles and responsibilities of the various stakeholders involved in the quest for development and participation must be defined. The research results show that this is not evident in KwaMashu. The research findings indicate that party politics overshadows all aspects of life in Kwa Mashu. As a result stakeholders within the community struggle to define their goals independently of party political affiliations. Members of prominent civil society organizations in KwaMashu are mostly from the ruling party (ANC). This creates conflict between Civil Society Organisations and the community and leads to feelings of mistrust by the community towards CSO's. Political affiliation and allegiances by community stakeholders has resulted in poor communication between all participatory agents, and has had a negative effect on the flow of information between stakeholders, and subsequently on municipal outreach programmes.

Low literacy levels amongst community members are regarded as a challenge for authentic public participation in policy decision-making. .The research findings in this study indicate that in the case of KwaMashu, this challenge has not been evident due to the fact that the language used by stakeholders in the process is understood by everyone in the community. The eThekwini Municipality has helped by training people such as development workers to facilitate the development programme in the community. These development workers were helpful to the community as they were disseminating information with regard to the street naming process. However, community development workers may often hinder the process of public participation. The *Department of Provincial and Local Government, 2007c* argues that often mechanisms utilised to facilitate public participation, including Community Development Workers (CDWs) and *izimbizo's*, often lack procedural clarity and are characterised by internal politicking between role-players. A number of research participants were of the opinion that development workers in the community were often unable to prioritize their mandates, as they were caught up in party political conflict in the street naming process. This conflict of interest by community development workers impacted negatively on public participation by the community in the street naming process in KwaMashu.

Fourie (2001:223) states that most governments train their staff to be professionals. The author elaborates that while professional training is very important and necessary, it nonetheless poses a serious problem for citizen participation when it does not address matters of democracy and governance.Research participants expressed that community development workers in KwaMashu who are regarded as professionals in facilitating development programmes, were often unaware of the role and impact of party politics in the street naming process in the KwaMashu township. According to Swanepoel (1992: 112), [government] officials are not trained in the basic theories of democratic practice, and have not been trained to understand sociological phenomena that influence their work. They therefore find it very difficult to understand people's sentiments and actions in relation to democracy and democratic governance. According to research participants interviewed in this study, development workers in KwaMashu often experienced difficulty in working with community members and "…were often caught up in siding with those who were pursuing their political interests and agendas…"

Research results indicate that the influence of party politics has been regarded as a challenge for public participation in the process of street naming in KwaMashu. This aspect will be discussed in further detail under the following section regarding party political composition, and its influence on public participation in street naming in the KwaMashu Township.

CHAPTER FOUR

How Public Participation in the Naming of Streets in KwaMashu Township, influences Decision Making within the eThekwini Municipality, and the influence of party Politics in KwaMashu Township.

4.0 Introduction

This chapter is a continuation of presenting the findings and analysis of the street naming process in the KwaMashu Township. In this chapter the discussion will be based on the two themes which are: 1) how public participation in the street naming process in KwaMashu influences decision making within the eThekwini Municipality, and 2) the influence of party politics on public participation in decision making in KwaMashu township. As the KwaMashu Township falls under the jurisdiction of the eThekwini Municipality, the channels and mechanisms for community participation in decision-making by the eThekwini Municipality will be discussed in this chapter. The chapter will also consider the pitfalls and challenges that are encountered in the implementation of these mechanisms and channels for public participation, by the eThekwini Municipality.

The second theme in this chapter will focus on the influence of party politics in public participation in decision making in KwaMashu Township. In exploring this theme, the aim is to investigate how party politics have influenced public participation in the street naming process. The chapter will also explore how party politics shapes and influences decision making in the eThekwini Municipality.

4.1 How Public Participation in the Naming of Streets in KwaMashu Township influences Decision Making within the eThekwini Municipality

Street naming and renaming is a process which was adopted by the South African government after the apartheid regime ceased to rule as the African National Congress (ANC) government took over the country's governance. This process of street naming in South Africa is regulated by the United Nations Resolution 4 of the first United Nations conference on the standardization of

Geographical Names[19]. The Minister of Art and Culture Dr. Pallo Jordan, commenting of the street naming and renaming in South Africa asserted that,

> "...naming places derived from the South African Constitution which recognizes and affirms the heritage, culture and languages of all South Africans... The transformation of our heritage sector is integral to the healing, transformation and nation-building process... By working at this process consistently and with perseverance, we will create a South Africa at peace with itself, at peace with its neighbours and capable of contributing to a better future in a better world."[20]

This process of street naming and renaming within the eThekwini municipality was also adopted in many municipalities within South Africa and the process was implemented following from the international standards of the United Nations through the South African Geographical Names Council (SAGNC). This SAGNC was established by the South African Geographical Names Council Act, 1998 (Act No.118 of 1998), as the body responsible for standardising geographical names in South Africa. It is constituted by the Minister of Arts and Culture.[21] Thus, when the eThekwini municipality formulated the Street Naming and Addressing Policy to guide the process of street naming within the jurisdictions and boundaries of its municipality, the policy was framed in terms of the South African Geographical Names Council Act, 1998 (Act No.118 of 1998).

During the implementation of the street naming process within the eThekwini municipality opposition parties such as Inkatha Freedom Party (IFP), Freedom Front Plus (FF+) and Democratic Alliance (DA) were unhappy about the manner in which the process was implemented because the African Congress Party (ANC) which is the ruling party, was said to be carrying out the process in its own interest. The supporters of these opposition parties marched in to the city of Durban on the 01 May 2007 and said they are not satisfied about the way the street naming process was carried out.[22] This process of street naming has been referred to court

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[19] United Nations Department of Economic and Social Affairs, *United Nations Conference on the Standardization of Geographical Name,* Geneva, 4 - 2 2 September 1967 (New York, 1968) Vol. 1

[20] Speech by Dr Pallo Jordan at the National Heritage Council, South Africa, accessed online at http://www.nhc.org.za/?linklD=49&cid=34 Accessed on 30 June 2010.

[21] Handbook on Geographical Names, South African Geographical Names Council, Second Edition, 2002, p.1http://www.buanews.gov.za/view.php?ID=07110615451004&coll=buanew07

[22] The Mail and Guardian, May 2007 online at http://www.ma.co.za/article/2007-05-06-angrv-words-over-new-nairiesin-south-africa. accessed on 12/03/2010

between these dissatisfied opposition parties, and the ANC. Xaba (2009:39), argues that "such conflict over re-naming has been politically, rather than racially defined." Opposition parties were of the opinion that street re-naming was an attempt by the ruling ANC party to exclude them from the process, whilst renaming streets after ANC apartheid struggle heroes and leaders within the ruling party. The concern expressed by the political opposition was not whether the renaming process was only considering black African heroes but whether names proposed by the ANC ruling party were a reflection of their commitment to naming streets after ANC struggle heroes only.

A research respondent expressed that the in this respect, this struggle for participation in street naming, was unlike the racial struggle which was a collective struggle. The respondent stated that:

> People were proposing names of those people whom they were thinking that they are heroes for them. The ANC heroes were dominating this process but I believe that the country was built by different kind of people not only Africans and what happens in this process of street naming is that the names are only for the Africans, more especially from ANC as they are the ruling party. There are white and Indian people who helped in the struggle but they are not considered in this process.[23]

This statement implies that there are conflicts in terms of the political definition of the process of street naming in KwaMashu Township. Research respondents expressed that it was difficult for community members from political opposition parties to engage in marches against the ruling ANC party. Research respondents generally felt that community members are hindered from protesting against the manner in which the street naming process is being carried out in KwaMashu because the ANC is the dominant political party in the KwaMashu township. The feeling expressed by participants was that community members from opposition parties felt intimidated by members of the ruling ANC; hence they choose not to participate in the street naming process. One research participant stated "I did not take part because I saw it unnecessary to do that. As a business man, I cannot change the minds of the politicians and whatever they want to do; they will do no matter how people can be dissatisfied with it."[24] This expression holds the sign of apathy from this person.

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[23] Personal interview with interviewee CM1, October 2010.
[24] Personal interview with interviewee CM5, October 2010

Swanepoel (1992:112) stated that apathy is where people have become so used to the sufferings of situation and all the consequences that they have no real wish to participate but only to survive. The people truly sustain their suffering by accepting it as fate and may be fearful to participate in initiatives undertaken by the administration because it could lead to even further suffering. In this situation community members (business people) suffered this apathy in the process of street naming in KwaMashu Township. A research participant from the KM community stated that he had already lost hope that his input can make any difference in improving the situation. The research participant asked me "what difference will your research make to address the current situation? He further stated that "….whether I participate or do not participate in these interviews, there will be no change because this people who are ruling the country will still carry on with their mandate."[25]

According to the research participant CM2, the process of street naming in KwaMashu Township has created the "us and them" situation whereby there are two parties existing within the community, the ANC members (as they are the ruling party) and members of other political affiliations along with those who are not politically active. The "us and them" situation has been acknowledged by Xaba (2009) in his research on the name changing of St Lucia to Isimangaliso and the similar situation exists in KwaMashu Township with regard to the street naming process. This has been generated by the history of non-inclusion during the apartheid era when the local government was centralized and there was no public participation in decision making. The ANC is practicing this non-inclusion of public participation by community members and this kind of non-inclusion is based on political affiliation rather than racial segregation as it was during the apartheid system.

Even though two research participants expressed their discontent about the street naming process, the majority of the research participants in KwaMashu felt that the street naming was needed in their areas because "…our area did not have street names and people's letters used to be lost as they were no house numbers and street names for addresses. We were under pressure to name our streets and names which were proposed by the community included names for

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[25] Personal interview with interviewee CM4, October 2010

animals and trees"[26] Other reasons given by community members in favour of street naming is that it made it easier for police and ambulance attendants to locate addresses when responding to emergencies in the community. "It becomes difficult when the streets do not have street names especially in giving out directions but when the streets have names it becomes easy".[27] Research participants all indicated that the naming of streets in areas that did not have names previously was a positive, as previously, when a member of the community was sick, it was difficult for community members to give directions to emergency personnel as streets were unnamed. .[28] Although community members expressed their support for the naming of streets in their communities, most community members felt ambivalent regarding their involvement in the street naming process. According to research participants, the process was often characterised by disagreement between community members, conflict and opposition by political parties.

The street naming and renaming in KwaMashu Township was carried out in terms of the eThekwini Municipalitys Street Naming Policy,as the KwaMashu Township is located within the boundaries of the eThekwini municiplaity. KwaMashu is regarded as one of the Townships in Durban that is dominated by members of the ANC political party. The KwaMashu Township is made up of two locations which is the location that existed from the time of resettlement under the Segregation Act (Act Number), and the more recently established location within the township.

Even though, there exist two areas in the KwaMashu Township, the practice of street naming and renaming is still embraced by the communities despite the fact that there is a slight difference in the manner in which it has been executed within the two locations. The street renaming process was concerned with renaming those streets which did not reflect the history of the people in the particular place. The street naming process was done in those streets which did not have street names but only identified by number digits or nothing and street names for the newly built areas within the township. Research participants generally acknowledged that the street naming process was introduced with the aim of redressing the imbalances of the apartheid system by

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[26] Personal interview with interviewee WCM3, October 2010
[27] Personal interview with interviewee WCM1, October 2010
[28] Personal interview with interviewee CM3, October 2010

reflecting the current history or dispensation of the new South Africa. Respondents accept that the street renaming process was a way of honouring struggle heroes and all citizens who participated in the struggle for democracy. [29] However, the majority of respondents felt that the street renaming process was also an attempt by the ruling ANC political party to enforce their political dominance in the township.

The research participants interviewed believe that the process of street naming should be the same in respect of both the new locations, as well as previously established locations in the Kwamashu Township, despite the fact that some streets were being renamed and others were being given new names. Research participants expressed that the association of street names with people who contributed to democracy in South Africa, was not the case in the street naming process in KwaMashu Township. The research participants felt that the ANC political party were only considering the names of ANC struggle heroes for the naming of streets, and were excluding people from other political affiliations who contributed during the apartheid struggle in South Africa. There was an objection from one research participant stating that the exclusion of the names of struggle heroes and warriors of other political affiliations, would not accurately reflect the current dispensation of the country, because the KwaMashu township was not only made up of ANC followers, but of members of various political parties.

The research findings reveal that the process of street naming and renaming in KwaMashu Township was carried out by utilising the systems and mechanisms existing within the eThekwini Municipality. According to eThekwini Municipality's *Street Naming and Addressing Policy,* the department of Geography and Information Unit in the municipality consults the KwaMashu ward councillor to suggest names for the streets/roads in the township. The councillor and community members propose three names for each street or road within the KwaMashu area. The community participate in various mass community meetings, chaired by local councillors where they suggest names for their roads or streets. The various names which are suggested in different community mass meetings are reduced to three names for each street, by the KwaMashu ward committee, and are then forwarded to the eThekwini Municipality's Masakhane committee to choose one name amongst the three names that were agreed upon by

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[29] Personal interview with interviewee WCM4, October 2010

community members from the respective wards.[30] The Masakhane Committee, within the eThekwini Municipality, is responsible for the final approval of street names before they can be forwarded to the eThekwini Municipality's Full Council, which formulates rules and laws with regard to the legalization of street names.

In proposing these names the *South African Geographical Names Council* (SAGNC) (2002:5) is used as the policy framework to guide the naming and renaming process. According to this document, "…[the selection of] names of living persons should be avoided and written permission should, where possible, be obtained from the individual or the individual's family or heirs before that person's name is used." Community members were advised by local ward councillors, who serve as mediators between the community and the municipality, of these stipulations and conditions to be considered when selecting potential names of streets. Community members were also advised that permission should be sought from a deceased persons family before the name of the deceased could be used for the naming of streets. The family was then requested to write a letter to confirm that they have accepted and support the idea, as the particular street name could not be approved without the permission letter from the family of the deceased person.[31]

The eThekwini Municipality *Street Naming and Addressing Policy* (section 1.3) also acknowledged the standards set by SAGNC. Municipalities are given a level of discretion with regard to the finalistaion of street names. Section 1.3.2 of the eThekwini Municipality's Street Naming Policy states that "a name should not be given in recognition of any living person or other country except in exceptional circumstances as the [municipal] Council may agree." The street names which were suggested by community members in KwaMashu were chosen with due regard to these conditions set out by the SAGNC, as advised to the community by the ward councillors. One of the councillors interviewed in the study revealed that he had advised the community that:

> ….they may use names of the people whom they think of as their heroes, and these people must be the people who are deceased, not currently living. I gave them an example that the person

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[30] Personal interview with interviewee WCM2, October 2010

might be doing good currently and five years down the line you find that nobody wants to associate with that person and if you talk about the name of that person, people would tell you that they do not want to hear anything about that name as it is currently happening with the apartheid street names. We also meet a situation whereby such street names are liked by our generation but the next generation would not want those street names, hence they rename them and this is going to be the wasting of resources. It is better when the person has done good deeds in your community and has passed away, there is no way that the person will come back and do bad deeds. Therefore, it is better to use those names of late people but if you do not want, you can take those names of things like trees, flowers or anything traditionally you would prefer.[32]

Research respondents divulged that community members preferred the use of names of trees, flowers and the traditional dishes for street names. In section N and P (which is under the process of street naming because it is newly built section), the example which were provided for the use of animals, trees and traditional dishes are animal names like Elephant street,[33] names after trees like *umlahlankosi* and *Bombolo,*[34] and names after traditional dishes like *ukheso* (a spoon made out of wood)*, ujeqe* (steam bread) and *ukhamba* (traditional jug normally used to drink beer).[35] A research participant explained that the reason which was given by the community in proposing such names instead of names of people, was that in most of the community meetings, community members fail to reach consensus regarding the selection of names, and some community members felt that they were not provided with the opportunity to have their selection of names considered for the naming of streets The opinion expressed by a research participant was that the choice of inanimate names was also an attempt to resolve the political outcry from community members who regarded the process as being dominated by the ANC political party. [36]

In some instances, family names were selected as street names. An example is the *Gumede* street in KwaMashu, where the *Gumede* family resides in most homes on the particular street. In these instances community members did not object to the street name as the name had meaning for the people living in that particular street.[37]

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[33]Personal interview with interviewee CM8, October 2010
[34] Personal interview with interviewee WCM3, October 2010
[35] Personal interview with interviewee WCM1, October 2010
[36] Personal interview with interviewee WCM4, October 2010
[37] Personal interview with interviewee CM12, October 2010

The street naming process in the KwaMashu Township is carried out differently in different areas of the township. According to the local councillor, in areas that are being re-named, community members are invited to suggest a maximum of three names per street. However, in new areas that are without names, community members put forth a proposal with 20 names selected randomly for the naming of streets. Ward committees are given the mandate by community members within the meetings to make the final selection of three names in respect of these communities. These names are then forwarded to the eThekwini Municipality's Geographical Unit for submission to the eThekwini Municipality's Masakhane Committee for final approval.

> In this area of the township where there were no street names but numbers, people have proposed names but with these names they did not specify names for particular streets. They proposed 20 names randomly and said that the ward committee should choose from those 20 names in naming all the streets. There was no order in allocating names for particular streets and what happened I send those names to the department of Geography and Information Unit whereby they looked at those names and they were fine with those names. Yesterday they have given me a form with all the street names, showing me those street names that were suggested by the community and how they have allocated them to particular streets and they have even given me a map.[38]

Three research participants from the community of KwaMashu, confirmed that the ward committee members are given the mandate by the community to make the final selection of names proposed, and to forward this selection to the eThekwini Municipality's Department of Geography and Information Unit for approval by it's Masakhane Committee. Research participants were of the opinion that gaps in the participation process were created by the eThekwini Municipality's Geographical Information Unit, whom they accused of not forwarding the proposed street names to the Masakhane Committee for approval.

The same procedure as described above, has been adopted in respect of the naming of the newly constructed sports stadium in the KwaMashu township. Community members were invited to propose a list of names for the naming of the sports stadium in KwaMashu. The Ward Committee would reduce the proposed names to three, and submit these names to the eThekwini Municipality's Maskahane Committee for final selection and approval. Research participants disclosed that conflict between community members arose with regard to the naming of the stadium, as community members from "other sections" of the KwaMashu township wanted to participate in proposing names for the stadium. One research participant stated that "…some community members wanted to suggest names after their political leaders

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[39] Personal interview with interviewee CM9, October 2010

and heroes, which creates political tension in their areas".[39] The majority of community members interviewed from the P section of the KwaMashu township expressed unhappiness with the participation of community members from other wards in the naming of the sports stadium, as the stadium was located within the jurisdiction of the P section. Respondents expressed that their views should be given first preference with regard to the naming of this stadium, as they were resident within closer proximity to the stadium.

The *eThekwini Municipality Street Naming and Addressing Policy* (section 1.4) states that the Municipality acknowledges the fact that the changing of road names can be very disruptive for residents who may have lived on the road for many years and also for businesses which may have used the name for publications and advertisements. However, all renaming requests will be given due consideration. Some of the reasons for this renaming include the assigning of a new name that would be appropriate for the particular community and in instances where the community sees a specific need to honour a local or national hero.

The street naming policies of post 1994 in South Africa gave rise to protests by various communities in South Africa. In response to these protests, the SAGNC was formed. The mandate of the SAGNC was specifically to guide the process of street re-naming in South Africa. According to the eThekwini Municipality official interviewed in the study, "it is important to standardize names for the purpose of affirming a country's history and national identity, and for purposes such as trade and commerce, transportation, communications, regional and environmental planning, social services, science and technology, elections and censuses, tourism, disaster management and search and rescue operations, etc."[40]

The eThekwini policy[41] (section 1.3.6) outlines the process in regard to the selection of street names. This process, as outlined in the Ethekwini Municipality's policy on street renaming, was adopted for renaming of streets in the KwaMashu Township. . The eThekwini policy (section 1.3.8) states that "proposals relating to the names of roads shall be accompanied by a brief explanation of the reason for the street name selection." This has been done by the community

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[39] Personal interview with interviewee CM9, October 2010

[40] Handbook on Geographical Names, South African Geographical Names Council, Second Edition, 2002, p.3http://www.buanews.gov.za/view.php?ID=07110615451004&coll=buanew07

[41] EThekwini Policy implies the *eThekwini Municipality Street Naming and Addressing Policy*.

members in selecting the names for their streets. However, research respondents expressed that there were biased reasons for the selection of street names, especially with regard to the renaming of existing street names in KwaMashu. Respondents gave reasons like "old names given by apartheid system are changed because we are ruling the country,"[42] as reasons for selecting street names.

Although the process of street naming and renaming was initiated by the Municipality[43] in the different communities and different wards, community members felt that this street naming and renaming process emanated from the community. There were expressions like;

> I am happy because the process went well and it was fair. The process was community orientated and no one imposed anything to the community concerning street naming. Everyone in the community had chance to propose any name he/she wanted and an example of a street name was *Dumisani Makhaya* who was a former leader in the community. The names which were agreed upon by the community were the names send to the municipality to be approved and be allocated to our streets which do not have names and those which are to be renamed.[44]

There are, however dissatisfactions which are still felt by some of the community members with regarding to the process of street renaming. Eighty percent of the research participants expressed that the street naming process was an ANC initiative, and was not the public's decision, as the street renaming process was initiated to honour the names of ANC members who were involved in the struggle. However, streets began to be named after people who were irrelevant and who had not been part of the struggle for liberation in South Africa. According to a research participant in the study, the process of street naming and renaming was initiated to represent only ANC members including those who did not participate in the struggle.[45]

Less than half of the research participants expressed that community members were proposing names of people whom they regarded as apartheid struggle heroes. Research participants felt that ANC heroes and party members had dominated the list of names selected by the community members in KwaMashu. Selection of names was also made on the basis of race. "What was happening in this process of street naming was that the names are only for the Africans, more

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[42] Personal interview with interviewee CM6, October 2010
[43] The term Municipality implies the eThekwini Municipality unless otherwise it will be specified.
[44] Personal interview with interviewee CM12, October 2010
[45] Personal interview with interviewee CM7, October 2010

especially from ANC, as they are the ruling party. There are white and Indian people who helped in the struggle but they are not considered in this process".[46] According to interviewee CM13, community members who did not participate in the renaming process were labelled by fellow community members as apathetic.

Conflict between community members also occurred in instances where members refused to participate in the renaming of streets, as they expressed their opinions that street naming or renaming was being carried out by the Government only for the 2010 FIFA World Cup. Responses from research participants reveal that community members who were happy about the process of street naming in KwaMashu Township are associated with the ANC political party, and community members who felt dissatisfied were associated with the opposition parties. With regard to street naming or renaming, research responses indicate the opinion that community members who did not participate in the process of street naming and re-naming either did not know about the process of street naming or did not care about the process.[47] Research into the street naming process in KwaMashu indicates that community members generally felt that they were consulted to some extent, by the eThekwini Municipality. However, the majority of the research participants felt that consultation was based on political affiliation. This perspective questions the legitimacy of authentic public participation in street naming in the KwaMashu Township.   The eThekwini's *Community Participation Policy* (2006:9) highlights that "consultation is a two-way model of participation where government consults citizens, and their opinions are subsequently incorporated selectively in decision-making." Research results indicate that there is no consensus amongst research respondents regarding the extent of authentic public participation in street naming and renaming in KwaMashu. Research participants expressed differing opinions on the extent of their participation in the naming of the streets in KwaMashu.

The dissatisfaction among the KwaMashu community members was expressed by one research participant from the community. According to this research participant, the Municipality (which is dominated by ANC members) through its officials utilised the forums such as ward

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[46] Personal interview with interviewee CM11, October 2010
[47] Personal interview with interviewee CM1, October 2010

committees, development workers and youth leagues (which are also dominated by ANC members) to consult the community about the street naming process. Three of the research participants felt that the public were not consulted in accordance with what the eThekwini's *Community Participation Policy* (2006:9) specifies about the manner in which consultation should be done. At least thirty percent of research participants interviewed felt that the community's opinions were not incorporated in the final decision making on street naming by the eThekwini Municipality. One research participant stated that ANC members were normally consulted during community meetings in the absence of other political parties. This resulted in apathy by members of other political affiliations. This apathy, according to the research participant, was generated by the fact that generally, information from the eThekwini Municipality was disseminated only to ANC members, resulting in the broader community of political opposition becoming discouraged and suspicious of the process.

Street naming and renaming falls under the mandate of the eThekwini Municipality's Department of Geography and Information Unit, Masakhane Committee, Ward Committees and the Full Council. The process of street naming was carried out within these spheres of the municipality. At the municipal ward level, the eThekwini Municipality helped in training community development workers who were responsible for facilitating the process of street naming in KwaMashu. Community development workers were able to assist the community members to understand what the street naming process is about, and how important it is to them as the community members.[48] The majority of research participants felt that the training by community development workers has helped in capacity building of the community, and has enabled community development workers to better engage the community in the process of street naming. The community were also empowered as the training aimed at encouraging their participation in other developmental issues, including street naming.

The majority of research participants expressed that the eThekwini Municipality were involved in the street naming process, as there were community mass meetings which were called by the municipal officials to further explain the process of street naming to the community. These mass meetings were not a substitute for the community mass meetings which are held every three

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[48] Personal interview with interviewee CM6, October 2010

months as called upon by the councillor and ward committee. In the mass meetings called by the eThekwini municipality, various "experts" were invited to explain the street naming process, and provide the community with more information about the process. Based on the eThekwini municipality's engagement in mass meetings, the majority of research participants felt that the municipality had consulted with them about the process of street naming in their community.

The findings of this research study revealed that community members generally felt that they had participated in the decision making process of street naming in KwaMashu. Reynolds (1969:135) refers to "induced and indicative participation,".where the public are facilitated to participate in authentic decision-making. Research results indicate that, although flawed, the eThekwini Municipality in it's street naming process in the KwaMashu Township has made an attempt at what the author refers to as indicative participation, whereby the public were relied on to provide indicators and directives which were used in establishing the basic aims and assumptions of a planned procedure, namely the renaming of streets in KwaMashu. In this case, the relative probability that the public can influence decision making in the eThekwini municipality, was at the least, reasonable. This is affirmed by a research participant who stated:

> The public's decisions were reflected within the municipal decision making because the names which were identified by the community for the street names were/are the final names approved by the municipality for the street in our ward. The municipality decided upon the three names which were proposed for each and every street and this also depended on the reason given for the choosing of the particular names for those streets.[49]

However, research findings also reveal that there were people in the community who felt that they did not participate in the street naming process and that the municipal decisions did not reflect their interests. In contrast, a number of research participants expressed that some community members were not concerned about the matters of the community but when the decisions are being made they complain that they are not included in decision making process.

This conflict of opinion regarding the extent and level of community participation in street naming and renaming in KwaMashu township, indicates that public participation in decision-making is a complex and contested arena, which can only be understood and dissected within the context of the communities in which such public participation unfolds. The research evidence

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[49] Personal interview with interviewee CM2, October 2010

indicates that community participation in decision-making is characterised not just by internal community conflicts of opinion, but also by political rallying within the very structures and forums designed to facilitate the process of public participation. Meneghetti & Seel (2001) expressed that the decision making process is also influenced by beliefs, values and behaviour of people in a particular community. The KwaMashu Township comprises a myriad of people who have originated from different cultures, beliefs and value systems. This diversity of backgrounds, beliefs, and value systems influences not only the decisions taken by the community, but also the manner in which these decisions are made.

4.2 The Influence of Party Politics on Public Participation in Decision Making in KwaMashu Township

The political affiliation of people in KwaMashu Township plays a vital role in the daily lives of people in this community. The street naming process carried out in the township has been strongly influenced by the political environment existing in the KwaMashu community. According to research participants, the legitimacy of the street naming process has been lost because it has been associated with politics. Community members expressed that the ward committees are set up in such a way that they reflect the political systems at the national sphere of government in South Africa. Community members felt that even though the ward committee is composed of different political parties, the chairperson is from the ruling ANC political party, and therefore there is already a conflict of interest evident in the ward committee forums. [50] The political Constitution of the ward committees has often resulted in community members withdrawing from participating in community matters, as they felt that ward committees were simply following ANC mandates. The street naming process was also associated with the ANC mandate by some of the members of KwaMashu Township. Research participants expressed that the process of street naming was just something for the ANC political rulers and those who are associated with the party in giving names for the streets.[51] Even though this statement was given by someone who was unhappy about ANC and the way street naming was carried out, there are some community members who passed comments such as,

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[50] Personal interview with interviewee WCM2, October 2010.
[51] Personal interview with interviewee CM4, October 2010.

> Since I love my organization and believe in it, in our ward there is a portion which is occupied by the IFP members but because the ward councillor is the ANC, we try to mobilize them to understand our organization and our intentions. We cannot give them a chance to name streets after their heroes because this ward is dominated by ANC. Democracy says majority rule.

Thirty percent of the research participants expressed that they believed that true democracy has been undermined in the street naming process in KwaMashu. Participants felt that democracy has been and reduced to the majority rule but that democracy was "more than majority rule". According to Offor (2006: 268), democracy has to be understood as "a system of government in which every individual participates in the process of government maximally or minimally" Another conceptualization of democracy which has participation as its component is what Beetham (1992:40) defined as "…a mode of decision-making about collectively binding rules and policies over which the people exercise control…the most democratic arrangement is that where all members of the collective enjoy effective equal rights to take part in such decision-making directly…" This understanding of democracy is inclusive and does not make community members feel that they are not part of the process. A research participant in the study expressed that if such notions of democracy [inclusion of all community members] are subscribed to within communities, statements such as "…street naming is an ANC decision…"[52] will cease to exist.

Another example of conceptualizations of democracy as majority rule was expressed by a research participant who was a ward committee member, that:

> In my own view it was an open process although you know how political parties are, you will find that one political party will not be pleased with the particular street being named after someone from the particular political party. There will always be disagreement and people end up fighting due to different political affiliations and in naming such streets which raises the disagreement of political affiliation, we employ the majority rule. This implies that we take the votes of the majority but this again makes other people from other political parties unhappy because our community is dominated by the ANC members and this becomes obvious that the names which will be voted for are for these people from the dominating party. This is the way we understand democracy whereby the decisions of the majority are the ones which are considered and this makes the minority unhappy and they go out saying that the process of street naming was flaw because their input was not considered. This is the only problem we have around this street naming process but as far as I know and understand, all the community were given chance to

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[52] Personal interview with interviewee CM7, October 2010.

suggest names. People took their political differences into this process of street naming and later they felt that the process lacked public participation.[53]

This statement affirms the politicisation of the street naming process in the KwaMashu Township. These sentiments have been shared by constituents within the eThekwini municipality, in response to a similar street renaming process which was carried out in the city of Durban, under the jurisdiction of the eThekwini municipality. In this instance, the Democratic Alliance (DA) argued that in the renaming of the streets in the city "the ANC has hijacked the name change process in favour of their heroes"[54] The Inkatha Freedom Party (IFP) accused the eThekwini Council, which has an ANC majority, of not keeping to the renaming process agreed by all parties. [55] Theresa Nzuza, the IFP councillor argued that the IFP would be marching against "…the ANC's autocracy."[56] A community member expressed anger at the manner in which the Ward committee members resolved their disagreements when proposing street names by employing the majority rule. This respondent stated,

> In as much as ANC is the ruling government, people think that all the final decisions are to come from them as the dominating party but it was not only ANC members who were involved in the struggle. There are settlers who came here around 1920 and they contributed much in the building up of Durban as it is today and their names had been changed. Instead, some of the street names are for those people who were stealing, corrupt and doing all sorts of bad things in the community. I think streets should be named after good people not just everybody who seemed to come from ANC.[57]

Such statements reflect that even though democracy is generally regarded as majority rule and mass participation, majority rule often results in feelings of marginalisation by minorities, particularly political minorities. These feelings of marginalisation as expressed by research participants in the study indicate that the process of street naming in the KwaMashu Township was characterised by political conflict and contestations arising out of political differences of stakeholders, and not particularly as a result of the naming of streets per se.

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[53] Personal interview with interviewee WCM1, October 2010.

[54] *Mail & Guardian online,06* May 2007 online at
http://www.mg.co.za/article/2007-05-06-angrv-words-over-new-naines-in-south-africa. accessed on 06/04/2010

[55] (Cape Times; 2007)

[56] News24.com, March 2007, 27 accessed on15/04/2010.

[57] Personal interview with interviewee CM7, October 2010.

The naming of streets in the KwaMashu Township remains a contested issue. The research findings indicate that the politicisation of the street naming process in KwaMashu has seen division within the community, rather than healing wounds of apartheid and promoting reconciliation. The purpose of reviewing and changing names of public entities in South Africa is indeed to promote reconciliation and nation-building. (Mbeki quoted by Carter, 2008). The extent to which the objectives to promote reconciliation and nation-building through the changing of names of public entities in South Africa, have been achieved, is clearly debatable. Research participants from the KwaMashu community have expressed their unhappiness regarding this process, and continue to make statements such as "…ANC people and rulers think that this is their country and they have to do whatever they think is right for their people", and "They [ANC] do not care about people who belong to other political affiliations and this is like a revenge for the ANC people for all the times they were also excluded by the apartheid system".[58] Some community members expressed that,

> "There are quite a few names of the people I know who were involved in the struggle but their names were changed. These people were active in the ANC struggle helping the black people before the ANC come into government. There are people's names which are given for the streets but those people did not participate during the struggle and they had nothing to do with the history of the community."[59]

The eThekwini Municipality's *Community Participation Policy* (2006:2) asserts that democracy is about ensuring that citizens' involvement is not only limited to electing a government but rather includes participating in governance to ensure a better life for all. The research findings indicate that political affiliations and the manner in which democracy is conceptualized and carried out by ward committee members in the KwaMashu Township, often hinders citizens involvement in the street naming process in KwaMashu. Most research participants expressed that the street naming process in KwaMashu Township has been flawed due to the fact that it was influenced by party politics in the community. Xaba (2009:23) posited that the process of street renaming in the city of Durban was "a party politically driven initiative as opposed to a

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[58] Personal interview with interviewee CM5, October 2010.
[59] Personal interview with interviewee CM7, October 2010.

community driven initiative." This sentiment is echoed by research participants in the study in the KwaMashu Township, who expressed that the street naming process in KwaMashu Township shifted from being a community driven initiative into a party politically driven initiative, resulting in the lack of participation by community members who were affiliated to parties other than the ANC.

Contrary to this opinion of exclusion, a research participant who revealed that he was an ANC member working as a youth league mentor in the community of KwaMashu stated that "we try to mobilize the opposition parties to understand our organization and our intentions". This statement implies an attempt at inclusion of community members of political parties in opposition to the ANC. However, this statement could also be construed to corroborate opinions that the process of street naming in the KwaMashu Township has been driven by party politics, and the influence of the dominant ANC political party in particular.

CONCLUSION AND RECOMMENDATIONS

Conclusion

The aim of this dissertation was to investigate public participation in the street naming process of the KwaMashu Township. The objectives of the study were, firstly, to investigate how public participation has been contextualized and understood in the eThekwini municipality. Secondly, to investigate the extent to which there is public participation in the naming of streets within the KwaMashu Township. Thirdly, to understand how public participation in the naming of streets in KwaMashu Township, influences decision making within the eThekwini municipality. and Fourthly and lastly, to understand the influence of party politics on public participation in decision-making, in the KwaMashu Township. These objectives were reduced to two chapters (chapter three and chapter four) where themes were extracted in discussing the subject matter of this study. Chapter two provides the literature study and theoretical framework on which this study is based.

The first objective of this study was an exploration of the contextualisation and understanding of the concept of public participation in the eThekwini municipality. The concept of public participation has been adopted by the eThekwini municipality as it is provided for in the Constitution of the Republic of South Africa. The stipulation of the concept of public participation as provided for in the Constitution, grounds the understanding of the concept within the eThekwini municipality. The eThekwini municipality's *Community Participation Policy* (2005) serves as the framework for the facilitation and implementation of public participation within the eThekwini municipality. Municipal officials understood the concept of public participation as the involvement of all stakeholders in municipal governance matters that affect them. This has been the common understanding and conceptualization of the concept of public participation in the eThekwini Municipality, as indicated in the research. The research findings indicate that this conceptualisation, emanating from the Constitution, is endorsed at the municipal sphere, by municipal officials as street-level bureaucrats.

The research findings reveal that opinions by research participants regarding the level and extent of public participation in street naming in the KwaMashu Township was generally characterised

by contradictions. Research participants generally conceded that although public participation in street naming was facilitated by the eThekwini municipality, the motives and modus operandi of the eThekwini municipality regarding community participation, was questionable, at the least. The process of consultation by the eThekwini municipality, according to research participants, was characterised by political agendas and to some extent, excluded authentic participation of community members on the basis of political affiliation. Research respondents felt that ANC affiliates were afforded more of an opportunity at voicing their opinions in respect of the naming of streets in their communities. These perceptions of exclusion, as voiced by research respondents created an "us" and "them" situation within the community, fuelling opinions that not everyone has an equal opportunity for public participation in decision making in matters that affect them. Perceptions of exclusion often give rise to feelings of discontentment by community members who perceive that they have been excluded from processes and decisions that involve them. Feelings of exclusion also have the potential to disempower members of the community, and results in feelings of apathy and hopelessness.

The research findings indicate that contrary to the expressions of exclusion, at least half of research respondents perceived the street naming process in KwaMashu as an inclusive process. Community members who perceived the street naming process as inclusive felt that their participation, as facilitated by the eThekwini municipality through community forums and mass community meetings, resulted in their ability to influence the Municipality, as reflected in the final decision taken by the Municipality. However, opinions expressed by research participants imply that generally, community members who participated in the street naming process were ANC members. It was felt that ANC members had greater access to information and could therefore participate more extensively and authentically than community members from opposition political parties. These perceptions have implications for authentic publication. Cognisance needs to be taken by decision makers regarding the extent to which political affiliation and agenda impacts upon public participation in communities.

Recommendations:

Public participation necessitates the engagement of the public in developmental and local governance issues that affect their lives. Moodley (Undated) states that public participation is meant to involve stakeholders in deciding their futures. Authentic participation of the public in policy decision-making negates artificial barriers between government and the public, such as the existence of an "us" and "them" culture. Authentic public participation also contributes to the creation of mutual respect and a spirit of working together. Authentic public participation requires that the public are not just consulted on issues, but are provided the opportunity to contribute to decisions that are taken by government. As such, effective systems of communication need to exist both within the community, and between government and communities. These systems to facilitate authentic public participation must include the timely provision of relevant information to the public, the education of the public on matters of policy and participation, particularly at community level, and an engagement of the community in a depoliticised manner. If public participation in street naming is to be effective, the process should be based on the conceptualisation of public participation as outlined in the Constitution of the Republic of South Africa, and must contribute to participatory democratic governance.

Party politics needs to be separated from social developmental issues. The combination of politics and community social development gives rise to political conflict and opposition at community level, and obstructs public participation in social development initiatives undertaken by government. This is evident in the KwaMashu township where the existence of strong political affiliations appears to have had an impact upon public participation in policy decision making and developmental initiatives, this particularly with regard to the street naming process in the community. The negation of public participation as a result of political opposition is evident in other decision making processes by government and communities within South Africa, such as the renaming of the St Lucia Park. Yadav (1980) stated that public participation should be understood as participation in decision making implementation, monitoring and evaluation of

development programmes and projects and the sharing of the benefits of development by the stakeholders. This understanding of public participation implies inclusivity at all levels of decision making by communities and government, and certainly does not does not limit public participation to any particular political party affiliates. This implies that public participation in street naming as a developmental process should not an exclusive process, overshadowed by party politics, but should be as inclusive as possible, and should encompass all stakeholders in order to strengthen constitutional democracy in South Africa.

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Two Officials from Geographical Information and Policy Unit: GIPU1 and GIPU2

Ward councillors: WC1 and WC2.

Ward committee members: WCM1, WCM2, WCM3, WCM4 and WCM5.

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1. Informed Consent Form

My name is Lelokoana E. Lesia and my contact details are: student number 209521237, email address 209521237@ukzn.ac.za and cell number 0790269340. I am currently studying at the University of KwaZulu-Natal doing a Master of Social Science degree in Public Policy. My supervisor is Mrs Claudelle Crick Dunn and her contact details are; email address crickdunn@ukzn.ac.za and telephone number 0312607525. I am doing a research project on Public Participation in Local Government in South Africa: A Case Study on Decision Making in Street Naming Process in the KwaMashu Township of the eThekwini Municipality.

I would fully appreciate your participation in this research project. This participation entails the answering of a few questions so that I may understand the research topic in depth. This Research Project is purely for academic purposes only. If you so choose, all of your responses will remain anonymous. This means that I will not reveal your identity to anyone. If you do agree to participate, your participation is voluntary and you may withdraw from participation at any stage for any reason whatsoever. If you choose to withdraw at any stage, there will be no adverse consequences to you. Likewise there will be no objective benefits to you if you choose to participate.

The Research project:
Title: Public Participation in Local Government in South Africa: A Case Study on Decision Making in Street Naming Process in KwaMashu Township of the eThekwini Municipality

This research project aims at investigating:

Public Participation in decision making in street naming and renaming in the KwaMashu Township of the eThekwiniMunicipality

The extent to which public participation in the naming of streets in KwaMashu, influences decision making within the eThekwini municipality.

This research project will be conducted in a semi-structured interview format with open-ended questions.

....
Participant name & surname   Date   Signature of participant

....
Researcher's name & surname   Date   Signature of a Researcher

2. Interview Questions

2.1 QUESTIONS FOR THE ETHEKWINI MUNICIPALITY OFFICIALS (Geographical Information and Policy Unit)

1. Does the eThekwini municipality have any policy documents on the street naming process? If yes, what are they?

2. What is your understanding of the policy on street naming?

3. According to your understanding, how was the process of street naming in KwaMashu Township carried out?

4. Tell me about the involvement of the eThekwini municipality in the street naming process in KwaMashu, and the decisions that were taken regarding the naming of the roads in KwaMashu.

5. What role did the Geographical Information and Policy Unit play in the street naming process?

6. What role did ward councillors assume in the street naming process? Please provide me with some specific examples.

7. According to your understanding, what is the municipality's role in facilitating participation of the public in street naming?

8. How did the municipality facilitate this participation by the public in the naming of streets in KwaMashu?

9. What role did the public play in the street naming process in the KwaMashu Township? Please provide examples.

10. Are there forums for this street naming process? If yes, please provide examples.

11. Is there anything you would like to share with me which the questionnaires did not cover or anything that is related to street naming process?

2.2 QUESTIONS FOR THE WARD COUNCILLORS AND WARD COMMITTEE MEMBERS

12. How do you understand the street naming process by the eThekwini Municipality?

13. What role did you play in the street naming process?

14. How does political affiliation influence participation in this street naming process in KwaMashu?

15. According to your understanding, how was the street naming process in KwaMashu carried out?

16. How was the municipality involved in this street naming process? Please provide examples.

17. Did the public participate in the process and if yes, how did they participate? Please provide examples.

18. Were there forums for the public to participate in street naming process? Please provide examples.

19. In your opinion, did the eThekwini municipality's decisions regarding the naming of streets in KwaMashu reflect the community's decisions and how did this happen?

20. Is there anything you would like to share with me which the questionnaires did not cover or anything that is related to street naming process?

2.3 QUESTIONS FOR THE COMMUNITY MEMBERS

21. How do you understand the street naming process?

22. How did you take part in the street naming process in KwaMashu?

23. How was this street naming process carried out? Please provide some examples.

24. How did political affiliation influence participation in the street naming process in KwaMashu Township?

25. Were the public provided with chances to participate? How did this happen?

26. Is there anything you would like to share with me which the questionnaires did not cover or anything that is related to street naming process?