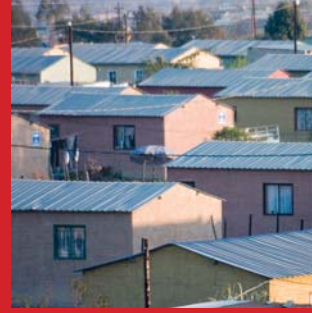
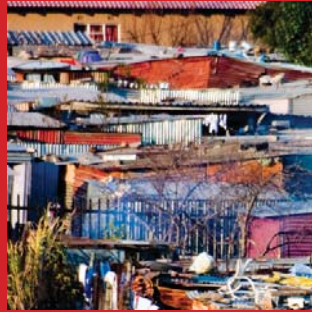


Module
6

COMMUNICATION, FACILITATION & DEALING WITH CONFLICT

WORKBOOK & GUIDE

SKILLS PROGRAMME



For Ward Committees

This Skills Programme is aligned with the National Qualification on **NQF**

SAQA ID 242891

Acknowledgements

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dplg and GTZ, 2005

EISA:

Lentswe La Batho: Enabling Active Citizen Participation at Local Government Level,
EISA, 2005, funded by Swedish International Development Agency and the Charles
Mott Foundation. Second edition funded by GTZ

Democracy, Elections and Conflict Management. Funded by the Swedish International
Development Agency

Managing Change, Negotiating Conflict, Mark Anstey, Juta , 3rd Edition, 2006

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This Skills Programme is a building block for the National
Qualification in Ward Committee Governance NQF 2

SAQA ID 242891

WORKBOOK & FACILITATOR'S GUIDE

for the Skills Programme

Communication, Facilitation,
Dealing with Conflict

ACRONYMS AND ABBREVIATIONS

CBO	Community-Based Organisation
dplg	Department of Provincial and Local Government
ECAC	Eastern Cape AIDS Council
GTZ	German Agency for Technical Cooperation
IDP	Integrated Development Plan
KPAs	Key Performance Areas
KPIs	Key Performance Indicators
MEC	Members of the Executive Council
MFMA	Municipal Finance Management Act,
NGO	Non-Governmental Organisation
PMS	Performance Management System
PR	Proportional Representation
SALGA	South African Local Government Association
SAQA	South African Qualifications Association
SETA	Sectoral Education and Training Authority
SMME	Small Medium and Micro Enterprises

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A

Introduction

CONTACT DETAILS

1. PARTICIPANT'S PERSONAL INFORMATION

Full names	
Surname	
Home language	
Postal address	
Physical address	
Telephone number	
Cell phone number	
E-mail	

2. EMPLOYER DETAILS

Name of employer	
Contact person	
Telephone number	
Fax number	
E-mail	
Postal address	
Physical address	

FACILITATORS' CONTACT DETAILS

FACILITATOR 1

Name	
Contact Cell Phone No.	
E-mail	

FACILITATOR 2

Name	
Contact Cell Phone No.	
E-mail	

INTRODUCTION

This Skills Programme is based on the National Certificate in
Ward Committee Governance NQF 2
 and in particular on the unit standard:

- **242891:** Apply communication, interpersonal and conflict management principles in Ward Committee functions, processes (10)

Target group and purpose of the skills Programme

Unit standard 242891

This unit standard is for learners working within a Ward Committee or local government structure. The completion of the standard will add value to the learning portfolio of individuals seeking to develop a career pathway in local government and administration.

The qualifying learner is capable of:

- demonstrating an understanding and explaining the communication and delegated function of Ward Committees
- describing and applying communication techniques in the functioning of Ward Committees
- demonstrating an understanding and describing the management of municipal performance and the role of Ward Committees in the process
- demonstrating an understanding and explaining the role of Ward Committees in council decision-making and accountability
- utilising basic conflict management techniques to ensure effective resolutions in conflict situations that may arise in Ward Committee functioning
- applying the principles of facilitation in order to manage effective relations within the Ward Committee context.



OVERVIEW OF WARD COMMITTEE SKILLS PROGRAMMES

The table provides an overview for all the Skills Programmes available for the NQF 2 qualification for Ward Committee governance.

NUMBER	TITLE SKILLS PROGRAMME	TOPICS	UNIT STDS (CREDITS)	EXPECTED OUTCOMES	CONTACT DAYS (THEORY)
SPWCz/001	Ward Committee Induction	<ol style="list-style-type: none"> 1. What is local government? 2. Legal and policy framework for developmental local government 3. Ward Committees 4. Ward Committees and key municipal processes 5. Skills for Ward Committee members 	<p>242892: Display an understanding of the Constitution, structure of Ward Committees and the roles and responsibilities of committee members (6)</p> <p>242896: Demonstrate an understanding and apply the broad principles of Ward Committee functioning to participate in municipal processes (10)</p>	<ul style="list-style-type: none"> • Describe and explain legislative provisions and guidelines relating to the establishment and functioning of Ward Committees. • Describe Ward Committee membership, composition and roles. • Describe and explain the process to nominate and elect the members of a Ward Committee. • Demonstrate an understanding of the policy and legal framework guiding Ward Committee systems and its functioning. • Outline the structure of Ward Committees and identifying the roles and responsibilities of members. • Administrate Ward Committee processes. • Integrate basic communications, conflict management, facilitation and diversity management skills to enhance Ward Committee relations with key stakeholders. 	4 days
SPWCz/002	Community-Based Planning Programme for Ward Committees	<ol style="list-style-type: none"> 1. Why community-based planning? 2. Community-based planning and the municipal integrated plan 3. The methodology of community-based planning 4. The role of Ward Committees and other stakeholders in the community-based planning process 	<p>Draft Unit Standard: Display an understanding of community-based planning (CBP) at the ward level and its role to facilitate citizen participation in local governance (10)</p>	<ul style="list-style-type: none"> • Describe and explain the objectives of CBP at the ward level. • Describe and explain the methodology of CBP. • Explain the link between CBP and the municipal Integrated Development Plan (IDP). • Describe and explain the role of Ward Committee members and other members of the community in CBP. 	3 days

NUMBER	TITLE SKILLS PROGRAMME	TOPICS	UNIT STDS (CREDITS)	EXPECTED OUTCOMES	CONTACT DAYS [THEORY]
SPWCz/003	Public Participation in Local Governance	<ol style="list-style-type: none"> Democracy and participation Community involvement in democratic processes and structures Applying <i>Batho Pele</i> to public participation Participatory governance at local level 	<p>113955: Apply the <i>Batho Pele</i> principles to own work role and context (4)</p> <p>123436: Facilitate community participation in democratic processes and structures (7)</p> <p>242893: Display an understanding of the policy and legal framework guiding the Ward Committee system and its functioning (6)</p>	<ul style="list-style-type: none"> Explain how the <i>Batho Pele</i> principles apply to own work roles. Explain how the application of <i>Batho Pele</i> principles determines the way in which work is done. Identify and describe successful examples of application of <i>Batho Pele</i> principles. Explain why the <i>Batho Pele</i> principles are so important to government. Establish the extent of participation in democratic processes and structures. Promote awareness of democratic processes and structures. Facilitate community participation in democratic processes and structures. Evaluate the process of awareness raising and facilitation Describe and explain notion of participatory governance at a local level. Display an understanding of the constitutional provisions relating to local government and public participation in South Africa. Display an understanding of the policy and legal framework that underpins local government in South Africa. Display an understanding of the policy and legislative framework guiding Ward Committee systems. 	4 days

NUMBER	TITLE/SKILLS PROGRAMME	TOPICS	UNIT STDS (CREDITS)	EXPECTED OUTCOMES	CONTACT DAYS (THEORY)
SPWC2/004	Core Municipal Processes and Ward Committee's Role (IDP, Budgeting, PMS, LED, Service Delivery)	<ol style="list-style-type: none"> 1. Opportunities for Ward Committee and community participation in integrated development planning 2. Opportunities for Ward Committee participation in community-based planning 3. Municipal budgeting process and Ward Committee participation 4. Municipal service delivery and performance management systems 5. Service delivery: Implementation, challenges and evaluation 	<p>242895: Support the facilitation of development project service delivery in a Ward Committee context (10)</p> <p>242890: Display an understanding of core municipal processes and Ward Committee participation in these processes (8)</p>	<ul style="list-style-type: none"> • Demonstrate knowledge of IDP and opportunities for Ward Committee and community participation. • Demonstrate knowledge and application of community-based planning and the opportunities for Ward Committee participation. • Demonstrate knowledge of the municipal budgeting process and Ward Committee participation. • Demonstrate knowledge of the municipal service delivery process and performance management and Ward Committee participation therein. • Demonstrate an understanding and describe the management of municipal performance and the role of Ward Committees in the process. • Define service excellence within a local government context. • Utilise appropriate service tools in order to integrate local government service delivery for development project objectives into Ward Committee processes. • Implement a basic service delivery plan in line with overall service delivery objectives. • Evaluate service delivery effectiveness. 	5 days
SPWC2/005	Project Management	<ol style="list-style-type: none"> 1. An overview of project management 2. Stage 1: Output or results planning 3. Stage 2: Planning for implementation 4. Stage 3: Implementation & evaluation 	<p>123462: Demonstrate knowledge and understanding of the project support services environment (4)</p> <p>123464: Gather information and provide assistance for project planning and scheduling functions (10)</p>	<ul style="list-style-type: none"> • Identify and explain the core activities of a project. • Identify and explain the support functions within a selected project team. • Explain the role of a selected support team or section in a project team and its contribution to the effectiveness of the project team. • Investigate the different types of work done in the project team. • Explain the basic procedures for project planning and scheduling. • Gather and collate planning and scheduling activity data. • Gather and collate activity resource requirements. • Gather and collate progress information for updating schedule. • Contribute to the development and maintenance of an historical planning and scheduling databank. 	3 days

NUMBER	TITLE/SKILLS PROGRAMME	TOPICS	UNIT STDS (CREDITS)	EXPECTED OUTCOMES	CONTACT DAYS (THEORY)
SPWC2/006	Communication, Facilitation, Dealing with Conflict	<ol style="list-style-type: none"> 1. Communication and the delegated function of Ward Committees 2. Effective communication 3. Ward Committees and performance management systems 4. Managing decision-making and accountability 5. Managing conflict 6. Managing relations and stakeholders 	<p>242891: Apply communication, interpersonal and conflict management principles in Ward Committee functions, processes (10)</p>	<ul style="list-style-type: none"> • Demonstrate an understanding and explain the communication and delegated function of Ward Committees. • Describe and apply communication techniques in the functioning of Ward Committees. • Demonstrate an understanding and describe the management of municipal performance and the role of Ward Committees in the process. • Demonstrate an understanding and explain the role of Ward Committees in council decision-making and accountability. • Utilise basic conflict management techniques to ensure effective resolutions in conflict situations that may arise in Ward Committee functioning. • Apply the principles of facilitation in order to manage effective relations within the Ward Committee context. 	3 days
SPWC2/007	Community Diversity	<ol style="list-style-type: none"> 1. Diversity in the Ward Committee context 2. Gender and equity 3. Gender and equity in relation to development projects 4. Mainstreaming gender and equity skills in development 5. Encouraging responses to gender, equity and diversity 	<p>242894: Demonstrate knowledge of gender, equity and diversity issues in development projects (6)</p>	<ul style="list-style-type: none"> • Identify diversity in own Ward Committee context. • Explain the concepts of gender and equity and gender and equity approaches. • Explain the advantages of gender and equity to development projects. • Demonstrate gender and equity and equity mainstreaming skills in all the stages of a development project using gender and equity participatory tools. • Explain the resistance to change in relating to gender. 	1 day
SPWC2/008	Meeting Procedures and Reporting	<ol style="list-style-type: none"> 1. Purpose of meetings 2. The agenda 3. Minutes 	<p>13934: Plan and prepare meeting communications (4)</p>	<ul style="list-style-type: none"> • Demonstrate an understanding of the agenda of meetings. • Explain the purpose and objective of minutes of meetings. • Take minutes of meetings. 	1 day

The participants are encouraged to plan and prepare before coming for the contact programme. If needed and in co-ordination with the participating municipalities/participants the programme can be further broken up to give participants time to harmonise with the requirements of their workplaces.

The time after the contact learning sessions should be used by the participants to:

- read learning material
- further research on the subject matter
- reflect and think of the subject matter
- highlight questions and fresh insights for discussions with colleagues
- reflect and summarise knowledge acquired.

ABOUT THE LEARNING MATERIAL AND TRAINING METHODS

The learning material has been designed to help the participants during the contact sessions for the programme and to assist them in fulfilling their role as members of a Ward Committee.

This Workbook and Guide has been written in English and facilitators may need to translate some of the content into the language of choice of the participants. The material needs to be facilitated in an interactive and participative way. Facilitators need to be familiar with the material and will have to spend considerable time preparing the modules to help participants gain the knowledge, skills and attitudes to participate meaningfully in their Ward Committees. The course notes contained in Section A can also be used as an easy to use handbook that may assist Ward Committees in their day-to-day work as Ward Committee members. For this reason some of the detail provided may go beyond the requirements of the unit standard.

Facilitation methodology

The programme is very practical and aims to provide practical tools and skills for adult learners. The methodology should ensure that:

- the learning environment is physically and psychologically comfortable
- contact training periods are short and varied to avoid boredom
- learner expectations are articulated and clarified and managed by the learner and facilitator
- the experience of participants is acknowledged and drawn on in the learning programme
- facilitation, rather than teaching, is used to allow participants to participate fully
- the facilitator balances the presentation of new material, debate and discussion in such a way that the outcomes of the module are met, while ensuring that all participants are valued and are able to contribute to the learning process
- the learning will be problem-oriented, personalised and accepting of participants' needs for self-direction and personal responsibility
- the module presented in a way that allows a participant to participate fully in the language of their choice
- the facilitation process accommodates participants who may not be literate, or who are not literate in English.

The contact session uses a participatory methodology. This is appropriate for adult audiences who come with a wide range of experiences and skills. It also accommodates a broader range of learning styles. Some techniques that can be used include:

METHOD	DESCRIPTION
Structured learning experience	Participants engage with a complex game or activities that represent real-life situations that they may encounter in the course of their work as a Ward Committee member.
Case study	This is a realistic story or real-life situation that has taken place, in which participants need to apply their knowledge and skills to practise how they can deal with the issues presented.
Group work	Participants work on tasks in their groups and report their findings back to plenary.
Lecture	The facilitator presents a short talk (maximum of 10 minutes) to introduce a new subject, to provide details, or to wrap up a session.
Discussion	This is a free exchange of ideas or experiences on a particular topic. It may be between the facilitator and the participants or between the participants.
Brainstorming	Participants generate a number of ideas on a particular subject or question. It may be used to gather different opinions or to find out what participants know about a particular topic.
Role-play	Participants are asked to act out a scenario where each participant plays a particular role. A role-play may be used to illustrate how people respond in different situations.
Panel discussion	This is a planned presentation by one or more experts. It may be followed by a discussion session or a round of questions.

ASSESSMENT

Assessment of participants will be workshop based and participants will not be required to complete a practical assignment. Assessment will be based on a general understanding of the overall content by participants. A general question per chapter has been provided for this purpose.

Facilitators should explain to participants at the opening of the workshop that each module will be assessed and the specific outcomes and criterion relevant to that module covered during the course of the workshop. Facilitators should reassure participants that the assessment will be conducted to ensure that participants have understood the contents and met the requirements of the unit standard. Assessment will be part of the workshop activities and participants will have an opportunity to complete the assessment assignment during the course of the workshop. The assessment may be completed as group work or individually depending on the assignment and group. It is envisaged that participants may also discuss these questions (either after the workshop or during workshops lasting longer than one day and at the end of the learning session in one day workshops) and then hand in their assessment answer sheets at the close of the workshop. Time has been provided after each session for participants to discuss the relevant assignment questions and for them to write up their answers (see Recommended Timetable on page 12).

The assignment topics are based on the unit standards and complement the theory training. By means of the assignment the participant needs to prove that he/she can apply in a real work situation what has been learned in theory. For this reason participants are encouraged to prepare for the course in advance by preparing a project based on their experience as members of a Ward Committee that they can use during the assessment as a practical example.

CHAPTER	PROPOSED ASSIGNMENT TOPICS
1	Describe the functions and powers of Ward Committees outlined in Section 74 of the Municipal Structures Act, 1998 and how Ward Committees can make sure that they act as the channel of communication between the community and the council.
2	Describe the process you would use for advising the council and how you would involve the community in the process of development?
3	You are asked by your Ward Committee to explain the Performance Management System (PMS) to the community – briefly describe: <ul style="list-style-type: none"> • the purpose of PMS • who is measured • who sets the PMS • what Key Performance Indicators (KPI) promote • an example of how the KPI meet the requirements of the regulations.
4	Explain the role of the Ward Committee in council decision-making and accountability. Give some practical examples of how you can do this in your ward.
5	Explain the steps of the mediation model.

COVER PAGE

Assignment report prepared by the participant during the workshop

Name of training provider:.....

Title of Skills Programme:.....

Date of report established:.....

Name of participant:.....



RECOMMENDED TIMETABLE

(To be customised by Training Provider)

DAY ONE

TIME	ACTIVITY
8.00 to 9.00	Introductions and explanation of assessment
9.00 to 10.00	Chapter 1 Communication and the delegated function of Ward Committees
10.00 to 10.15	Tea
10.15 to 11.15	Chapter 1 Communication and the delegated function of Ward Committees
11.15 to 12.30	Chapter 2 Effective Communication
12.30 to 1.15	Lunch
1.15 to 3.00	Chapter 2 Effective Communication
3.00 to 3.15	Tea
3.15 to 4.30	Chapter 3 Performance Management Systems

DAY TWO

TIME	ACTIVITY
8.00 to 9.00	Chapter 3 Performance Management Systems
9.00 to 10.00	Chapter 4 Decision-making and accountability
10.00 to 10.15	Tea
10.15 to 12.30	Chapter 4 Decision-making and accountability Chapter 5 Managing Conflict
12.30 to 1.30	Lunch
1.30 to 3.00	Chapter 5 Managing Conflict
3.00 to 3.15	Tea
3.15 to 4.30	Chapter 5 Managing conflict

DAY THREE

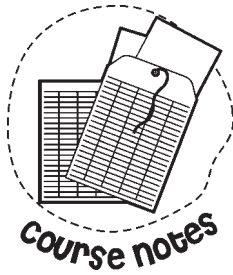
TIME	ACTIVITY
8.00 to 10.00	Chapter 6 Managing Relations with Stakeholders
10.00 to 10.15	Tea
10.15 to 12.30	Assessment assignment
12.30 to 1.30	Lunch
1.30 to 3.00	Assessment assignment
3.00 to 3.15	Tea
3.15 to 4.30	Assessment Assignment Closure

B

Training Material

CHAPTER 1

Communication and the delegated function of Ward Committees

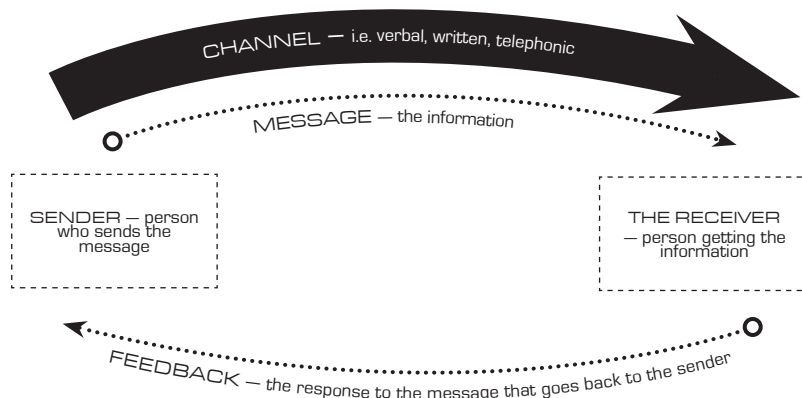


Introduction

THE MAIN FUNCTION OF THE WARD COMMITTEE is to make sure that the citizens in their ward are involved in and informed about council decisions that affect their lives. Ward Committees are the eyes and ears of the community and an important mechanism for encouraging mutual understanding between the community and the council. This means that the Ward Committee must consult with the community about development and service plans. Communication is necessary to make sure that the views, ideas and opinions of the community are included in decisions about service delivery and development.

Communication is a two way channel. It is the flow and exchange of information and ideas from one person to another. It is a process where a person, that is the SENDER, sends a message to another person who receives the message, that is the RECEIVER. If we do not communicate effectively, this leads to tension, disagreement and potential conflict. Because Ward Committees are an important channel for communication at local level, they need to make sure that the information they provide to the community is accurate and understood by everyone and that they in turn convey accurate information to the council and the councillors.

The diagram below illustrates the communication process



Ward Committees are the formal communication channel between the community and the council.

Think about how you communicate.

- What gets communicated?
- How does it get communicated?
- Who does it get communicated to?
- What happens to the information?

This chapter discusses the communication and delegated function of the Ward Committee.

1.1 Legislation framework for communication

1.1.1 The Local Government: Municipal Structures Act, 1998

Section 2.3.2 of the White Paper 1998 states that the promotion of local democracy should be seen as a central role for any municipal government. It outlines four principles for participation, which includes allowing citizens, either as individuals or interest groups, to have input into local politics and service consumers to have a say in the way services are delivered. The local sphere is an arena where citizens can participate in decision-making to shape their own living environments, and exercise and extend their democratic rights. All supporting legislation has been written with this in mind. This means that Ward Committee members need to keep these ideas in mind when thinking about how they fulfill their role as a communication channel between the council and citizens in their community.

Section 74 of the Structures Act, 1998 outlines the functions and powers of Ward Committee, and specifies that:

'A Ward Committee –

- (a) may make recommendations on any matter affecting its ward to
 - (i) the ward councillor, or
 - (ii) through the ward councillor, to the metro or local council, the executive committee, the executive mayor or the relevant metropolitan subcouncil
- (b) has such duties and powers as the metro or local council may delegate to it in terms of section 32.'

This means that the Ward Committee is the channel that communities can use to lodge complaints or raise issues or highlight specific needs. Ward Committees have an obligation to the community to take these complaints to the council in the most effective way. Ward Committees may not interfere with the working of the council, this includes not giving instructions to officials whose job it is to carry out the policy decisions of the council. However, they have an important role to play as the link between the community and the council.

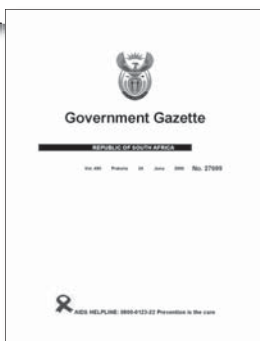
The 'dplg Guidelines for the Establishment and Operation of Ward Committees', Government Gazette No 27699, 24 June 2005, section 5 outlines the functions and powers and details how this communication can take place.

Reference!

Section 74a and b of the Structures Act, 1998 outlines the functions and powers of Ward Committees

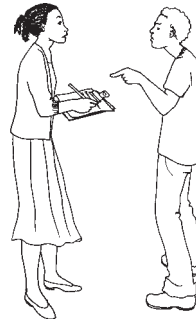
Reference!

Government Gazette No 27699, 24 June, 2005 section 5



The Guidelines list ways in which this communication can take place, such as:

- advise and make recommendations to the ward councillor on matters and policy affecting the ward
- disseminate information in the ward concerning municipal affairs such as the budget, the IDP, performance management system etc.
- receive enquiries and complaints from resident about municipal service delivery, convey this information to the council and give feedback to the community
- serve as a mobilising agent for community action in the ward.



Ward Committees may not interfere with the working of the council, this includes not giving instructions to officials whose job it is to carry out the policy decisions of the council.

1.2 The Ward Committee and the community

Ward Committees relate to the community in three ways, firstly as representatives of the community, secondly by building relationships with the community and thirdly, through accountability.

1.2.1 The stakeholders

Ward Committees interact with a broad range of stakeholders. These include the ward councillor, the municipal officials including the mayor, the municipal manager, municipal staff, community development workers, traditional leaders and communities, which are made up of a number of different interest groups such as faith based organisations, the business community, youth groups, womens' groups, farmers' associations and other sectoral groups and organisations.

1.2.2 Community representivity

In order for Ward Committees to act as the channel of communication for the residents in the ward, and to make sure that the needs are identified and given to the council and the ward councillor, they need to know

- **who the people in the ward are** – this includes how many there are, the age group, the economic situation, who is employed, how many people may require support because of HIV and AIDS, the languages people speak etc.
- **what the problems, needs and priorities of the community are**
- **what is happening in the community** – such as which organisations, cultural groups, civic forums, associations etc. exist; the involvement of business and other agencies such as agricultural associations
- **who the traditional leaders are.**

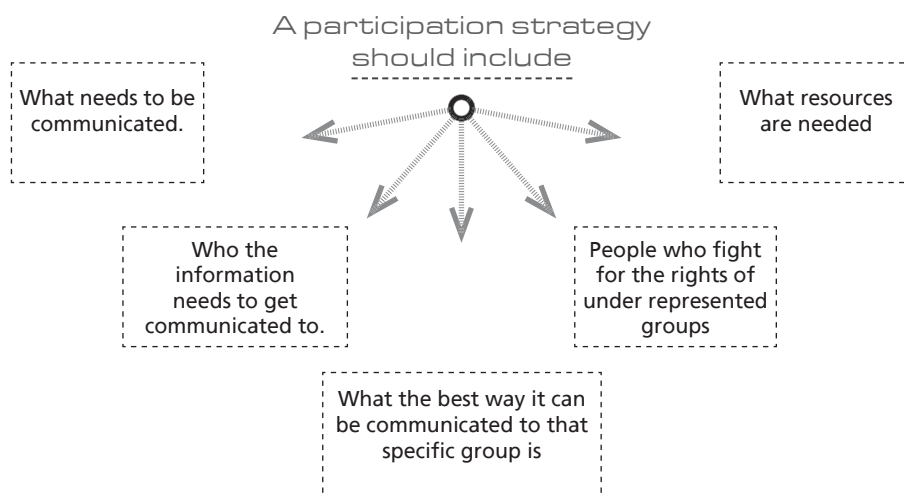
Ward Committees can get the information from a range of different sources. For example, the municipality can provide information on the number of households in the area, or the South African Police can provide information on crime statistics. Also, the Ward Committee can undertake its own survey by visiting households to get information. Community development workers can also help in getting information for the Ward Committee.

1.2.3 Strengthening the relationship

Ward Committees need to develop and implement procedures that will help in transmitting the relevant information to and from the community to the council and the council to the community. Procedures should look at all municipal plans and projects and see where and how communication to encourage public participation should take place.

Communication can take place in different ways:

- **Public meetings** – these are a useful forum to share ideas and information. Councils may call a public meeting on specific issues, or to report back on the outcome of a meeting or event; give regular report back to the community on council meetings and Ward Committee meetings, alternatively the ward councillor, on behalf of the Ward Committee, can call a meeting to report back on a specific topic to get the views of the residents on a particular matter.



The Ward Committee played a role in facilitating the process that included all the stakeholders

- **A communication strategy** – Municipalities develop strategies to ensure that communication is thorough, strategic and mainstreamed in municipal processes.
- **Consultations with sector groups** – for example, farmers’ associations to get their views on plans for a new market.
- **Participation in the Integrated Development Plan Forum** – encourage participation in the forum either directly or through representation of the Ward Committee if other municipal-wide structures for participation do not exist.
- **Local information centre** – the local municipal office is an appropriate venue for information to be accessed. It could be in the form of a notice board.

Reflection

A Ward Committee communication plan will include:

	Yes	No
a. What needs to be communicated	<input type="radio"/>	<input type="radio"/>
b. The names of all schools in the area	<input type="radio"/>	<input type="radio"/>
c. What resources are needed	<input type="radio"/>	<input type="radio"/>
d. Names and addresses of hospitals	<input type="radio"/>	<input type="radio"/>
e. Who the information needs to be communicated to	<input type="radio"/>	<input type="radio"/>

1.2.4 Facilitating and mobilising role of Ward Committees

The Ward Committee is an important catalyst (a change agent) in getting the community to become involved in matters affecting the community and in this way makes the Guidelines mentioned in 1.1.1 a reality. Ward Committees can use different strategies to respond to the needs of the community. Ward Committees can do so by supporting and assisting communities to mobilise.

For example:

The residents of Ward A have experienced a lot of crime. Although residents have reported incidents of crime to the local police the situation still continues. The residents complained to a member of the local Ward Committee who brought it to the attention of the Ward Committee at their last meeting. The Ward Committee and the ward councillor decided to call a meeting of the residents. At the meeting a number of suggestions were made to try and improve the situation and reduce crime. The main ideas agreed on were to approach the local council to increase the number of lights in the area as the lighting is very poor and a lot of the crime takes place at night, and to establish a Community Policing Forum (CPF). The meeting agreed to a small steering committee which consisted of two members of the Ward Committee, the councillor and two residents

The Ward Committee followed up on both issues with the steering committee and after 3 months the street lights were installed and the Ward Committee worked with the Community Policing Forum to patrol the area.

Another example:

There are no recreation facilities in Ward A. This particularly affects young people who stand around on street corners, sometimes drinking and getting into fights. The local churches have come together to discuss how this problem can be addressed. They approached the Ward Committee. The matter was discussed at the Ward Committee which agreed that the ward councillor would table it at the next council meeting and to request the council to convene a meeting with stakeholders including the business community, youth groups, faith based organisations etc. The Ward Committee helped by going to meet the different stakeholders to brief them about the problem and the reason for the stakeholder meeting. A meeting was called and it was agreed that a sports field with a small club house would help in giving youth somewhere to meet. The faith-based communities agreed to work together to provide programmes and activities that young people could participate in.

One of the most important roles that the Ward Committee has is obtaining input from the community on the IDP and making sure that the municipality has this information. This can be done through holding public meetings or conducting door-to-door surveys to identify the priority issues in the community.

1.2.5 Developing a communication strategy

The Ward Committee and the municipality need to work together to make sure that the broader community is well informed and communicated with. To do so they need to have a plan in place as to how this will be put into practice. A strategy should:

- identify and include all the participatory structures, their functions and responsibilities and how to communicate and interact with them
- have proper processes in place to make sure that there is no 'cross-messaging' and confusion. This means that all the stakeholders and role-players need to know what is expected of them
- enough time and resources to ensure that stakeholders are provided with regular information and enough time and resources for stakeholders to respond
- the appropriate people are identified who have sufficient knowledge and authority to respond to issues
- provide for regular feedback sessions organised in a structured way that encourages feedback and information sharing
- compile reports which include stakeholder views and that can be given to the appropriate people, for example, councillor, speaker etc.

1.2.6 Challenges and opportunities

Accountability is one of the key principles of participation and Ward Committees, like the elected councillors, are accountable to the community they serve. Monitoring and evaluating community projects and regularly reporting back to the community on the progress of the implementation is a useful way of checking. Accurately communicating the information between the council and community and between all stakeholders is key. Misinformation can lead to conflict between parties. It can encourage the spread of rumours and create confusion amongst the residents. This in turn can set back developments or progress in terms of the IDP or other projects.

For example:

A community living in a shack settlement near the city centre has been relocated to a new housing development 20km from the city centre. One of the reasons circulating in the shack settlement for moving is because some of the shack dwellers have been allocated permanent homes which they have been renting out. Many residents are angry as they have been on the housing waiting list for a long time and they say that it is unfair for those residents who have been allocated homes to rent them out because this is preventing other residents from getting homes. At the same time they say that they do not want to move as it is too far from town and most of them work in the city and do not have money for transport. The residents say that they will not move. In an interview with the media the chairperson of the residents' committee said that if they had been consulted before these plans were made they would have been able to explain why they did not move and that the reason for some of the residents, who have been allocated homes, are renting their homes is because it is too expensive for them to travel to work every day.

A meeting is called and the ward councillor explains that this is a current proposal under discussion and that public meetings will be held. She also outlined the reasons for the proposed re-location, which include the fact that the land on which many shack dwellers are living is unsuitable to the installation of sewerage and therefore this area cannot be developed as a permanent site. Currently, a large number of residents are continually getting ill with flu and colds. Those residents with tuberculosis will not improve and those residents living with HIV/AIDS will not be able to take their medication as required without adequate services.

Useful hints to avoid pitfalls

- Avoid merely reflecting or replicating the existing arrangement of political power of the elected council. Ward Committees need to reflect the voice of the community.
- The Ward Committee represents the interests of all residents and stakeholders. Stakeholders will only have confidence in the participatory process intended in the legislation if they have trust in the Ward Committee to represent their interests, irrespective of their political affiliation.
- The Ward Committee is not a political platform for one or other political party, candidate or interest group to use. The Ward Committee provides a platform for open discussion so that a solution, or plan of action is outlined for the whole community to benefit from.

Conclusion

Community participation is necessary to meet the legal requirements outlined in the Municipal Systems Act, 2000 and the Municipal Structures Act, 1998. Ward Committees act as the channel for communication between the stakeholders to take place, therefore they need to be familiar with effective communication processes.



CHAPTER 1 ACTIVITIES

Time: 2 hours

Resources: Municipal Structures Act, 1998; Municipal Systems Act, 2000; Constitution; Case study

ACTIVITY 1.1

What is communication?

Facilitation method: Small groups of four

- Participants are divided into groups of four to consider the questions.
- Participants go through the diagram on page 15 focusing on each phase in the communication process.

Discussion points:

- Share ideas with the plenary group.



- Consider the following questions

Questions to be answered:

- How does communication take place?
- What is the process?
- Who does it involve?
- What happens to the information?

ACTIVITY 1.2

Ward Committees and the community

Facilitation method: Small groups

- Section 74a and b of the Municipal Structures Act, 1998 outlines the functions and powers of Ward Committees reinforcing the obligation of Ward Committees to the community to take up issues on their behalf.
- Go through the course notes in Chapter 1 up to 1.2.5.
- Participants work in the same groups as Activity 1.1 and consider the case study and develop a communication strategy.
- Invite one group to present and give an opportunity to other groups to make suggestions and comments.



Case study: IDP Review process; Nkangala District Municipality, Mpumalanga

The project and its objectives

The compilation of Integrated Development Plans is a local government competence. These plans will bring about the transformation of towns and cities and the manner of their administration, as the IDP process aims to arrive at decisions on issues such as municipal budgets, land management, promotions of local economic development and institutional transformation. In executing its responsibilities, local government must co-ordinate and align its plans and strategies with those of the other spheres of government. This case study highlights some of the co-operative arrangements that accompanied the Nkangala District Municipality IDP review process.

Stakeholders and their responsibilities

The Corporate Services Division of the Nkangala District Municipality drives the IDP compilation and review processes through a number of existing forums. These include:

An outreach programme that focuses on community participation.	An IDP Indaba, comprising a two-day workshop and held once a year.	An IDP Forum that meets bi-monthly, a week after the technical committee has met. It comprises mainly political decision-makers.	A Technical Committee that meets bi-monthly. Provincial and national sphere officials are represented on this committee.
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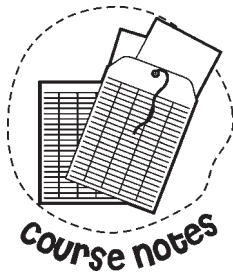
Certain laws e.g. the National Land Transport Transition Act compels some of the sectoral departments to integrate their programmes and projects into the IDP's, whilst other sectoral laws do not specifically address this matter. No new intergovernmental forums or organisations have been created for the purposes of the IDP review process. The existing and above-mentioned forums were used.

Reference!

Adapted from: Segoane, T. (NDM) and Kobe, V. (PIMSS). Research conducted by Perrin, S. *Examples of Cooperative Governance for Integrated Development Delivery – A review of South African and international experiences.* Strengthening Local Governance Programme within **dplg**, Meiklejohn, C. and Barnard, J. 2004, McIntosh Xaba and Associates.

CHAPTER 2

Effective communication



Introduction

THE MUNICIPAL SYSTEMS ACT, 2000, Chapters 4 and 5, requires that municipal councils develop mechanisms to consult and involve the community and community organisations. This is supported by the National Policy Framework for Public Participation, 2005 which defines public participation as 'an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making'. This chapter explores communication techniques that can, applied to assist Ward Committees in encouraging and maximising public participation.

2.1 Effective communication

Effective communication implies responsible communication. The National Guidelines for the Establishment of and Operation of Municipal Ward Committees, 2005 identifies several code of conduct clauses for Ward Committees about communication with different stakeholders. Ward Committee members must ensure that communication is done in such a way that it does not:

- infringe on the importance of accountability to the community and other stakeholders
- infringe on the principle of transparency to promote openness, sincerity and honesty amongst stakeholders
- compromise the promotion of trust and respect for the integrity of each stakeholder
- discard or deliberately ignore the different views and opinions of stakeholders.

Communication is a complicated process because it involves people with different environments. Therefore the quality of the communication is crucial. Communication involves a number of different components. Communication has many components such as talking, writing, discussing and listening.

The City of Johannesburg, for example, adopted a policy on public participation in 2002, the objectives of which included amongst others to:

- build an open, transparent and accountable system of governance
- develop a culture of community participation through creating conditions for local communities to participate in the affairs of the city and
- communicate public notices of meetings to communities in a manner that promotes optimal public participation.

The key to skilful communication is the ability to listen, to pay attention, to understand, to respond verbally and non verbally.

2.1.1. Listening skills

Really listening is one of the most important aspects of communication. People need to feel that they have been heard and understood. This requires listening with empathy. Empathetic listening means you see the world through the other person's eyes. It involves listening with full concentration and hearing the feelings behind the words.

Empathetic listening helps as:

- the listener can hear the other person's point of view and therefore understand the issue more clearly
- it can reduce tension giving the person a chance to state their problems or viewpoint, clearing the air of tension or hostility
- if the listener gives the other person the opportunity to put their issue forward, in turn the listener has the same opportunity to put his/her point of view
- it promotes a two way dialogue – if people feel that you are interested in their point of view they will be more ready to co-operate with you.

Real listening is active listening.

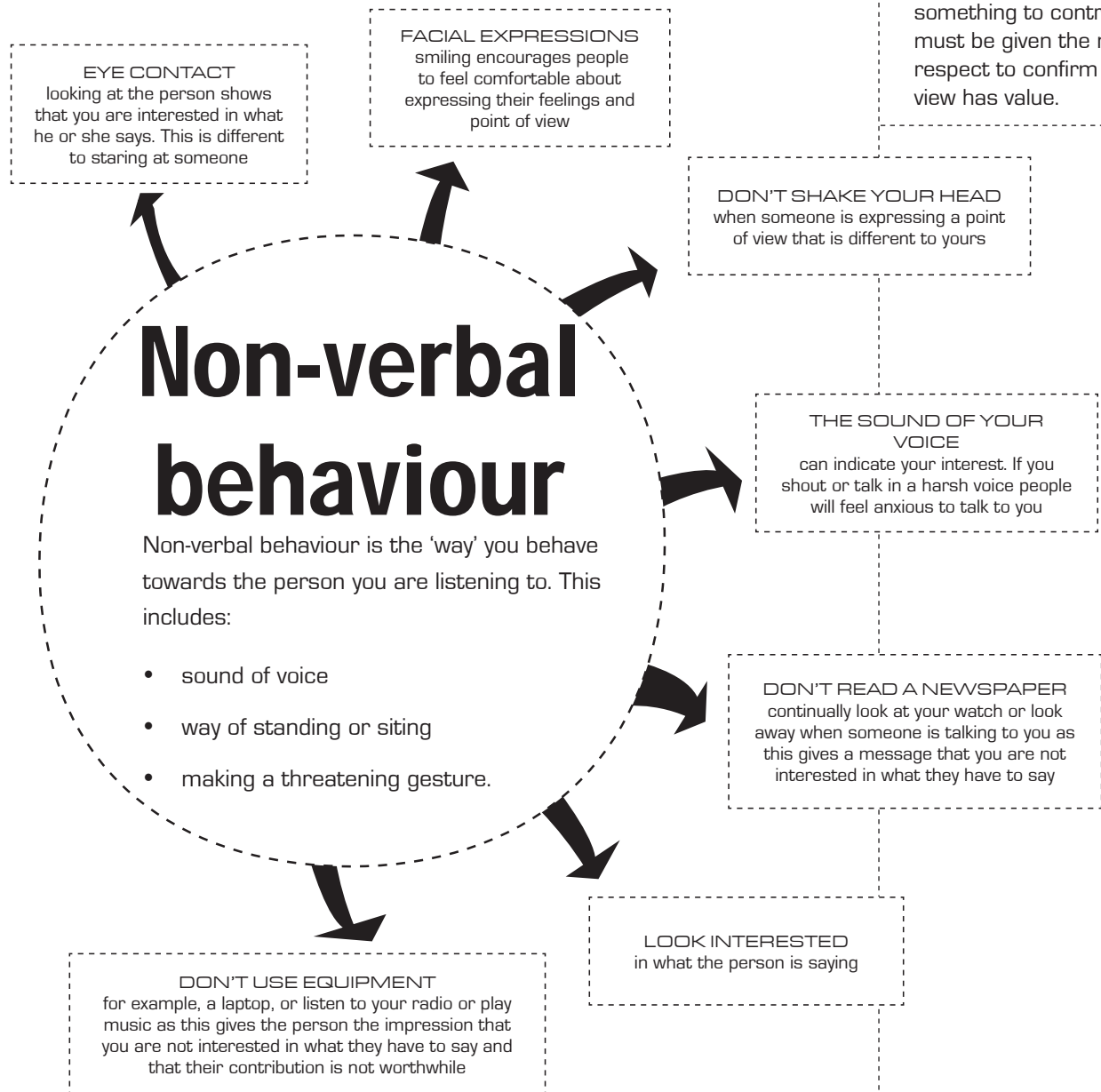
Some useful hints to assist in listening emphatically:

- Ask probing and relevant questions – for example, if you need to get the ideas and views of the community to input into the stakeholder questions ask 'Can you identify four of the most urgent needs in your community?'
- Encourage openness – do not be judgemental when people express their views. They may be different to yours.
- Don't interrupt, let the person put forward his/her views fully.
- Don't put forward your views. Wait to hear what other people think then you can contribute your point of view.
- Don't take sides – let all views be expressed first then you can add your point of view.
- Be sensitive to the person or group you are speaking to and the topic you are talking about. For example, some people are not comfortable discussing an issue such as HIV and AIDS and the subject needs to be approached with sensitivity.

2.1.2 Non-verbal behaviour

Communication also includes non-verbal behaviour. Non-verbal behaviour is the 'way' you behave towards the person you are listening to. This includes the sound of your voice, the way you stand or sit when listening to someone or making a threatening gesture.

Remember every person has something to contribute and must be given the necessary respect to confirm that their view has value.



It is important to remember that members of the community come from different cultural, ethnic, language or religious, or age groups or other interest groups. When communicating it is important to be aware of what is regarded as acceptable behaviour by that particular group. Use the language that the audience is most comfortable with otherwise they will lose interest in what you have to say.

Reflection

Active and emphatic listening means:

	Yes	No
• Making eye contact with the person talking to me	<input type="radio"/>	<input type="radio"/>
• Reading a newspaper while listening	<input type="radio"/>	<input type="radio"/>
• Attending to my filing while listening	<input type="radio"/>	<input type="radio"/>
• Asking questions to make sure that I understood	<input type="radio"/>	<input type="radio"/>
• Interrupting the person because they are taking too long to make a point	<input type="radio"/>	<input type="radio"/>
• Repeating what they have said to make sure that I have understood the person	<input type="radio"/>	<input type="radio"/>
• Putting myself in their shoes and thinking about how I would respond	<input type="radio"/>	<input type="radio"/>
• Raising my voice to make sure they understand the point I am making	<input type="radio"/>	<input type="radio"/>

2.1.3 Dealing with anger

Anger is a natural human emotion which often arises when people feel threatened or attacked. Ward Committee members may find themselves in situations where they are faced with an angry group of people or an individual, particularly as Ward Committees act as the channel between the municipality, the ward councillor and the community. Residents may get frustrated and then angry over issues such as lack of or poor service delivery or waiting in queues to file claims or get documentation. Effective communication includes being able to deal with anger and threats.

Dealing with your own anger

- Recognise the underlying cause of your anger. Try to identify the other emotions you are experiencing, such as fear or frustration.
- Acknowledge and accept your anger. Think about it. Do not deny its presence or refuse to deal with it. If you do, it may surface at the wrong time and be directed at the wrong people.
- Express your anger when it's necessary, safe and appropriate to do so. Delay expressing it when it would make the problem worse or create a new one. Find safe outlets to vent your anger. It is not always necessary to express anger or respond to it; sometimes the feeling passes quickly.
- If you want to solve the problem which caused your anger, deal separately with your anger and with the problem. Avoid making important decisions when your anger controls you.

Dealing with the anger of others

When confrontation occurs, consider the following:

- If you believe you have contributed to the cause of the anger, do not explain, apologise or respond until the other person has expressed their anger. Until that occurs, you probably will not be able to have a rational discussion.
- Try to determine whether the anger is directed at you personally. Many angry people had those feelings inside them before you came along. You might simply have been in the wrong place at the wrong time.
- Try using empathetic listening. For example, while the anger is being expressed, do not: explain, interrupt, give reasons, make judgements or evaluate. Listen empathetically, by letting the other person know you are hearing what is being said and felt. Often the knowledge that there is a safe environment in which to vent feelings allows people to release pent-up emotion so that they can be engaged in a more adult manner later on.
- Adopt a calm style yourself. Avoid angry responses.
- Acknowledge and affirm the other person's angry feelings. Remember, it is okay to be angry.
- Encourage the other person to talk about their anger until it is no longer controlling them – instead they are in control of the anger.

Source:

Claire Hock and Robyn Davidson

2.1.4 Preparing for meetings

Providing the community with feedback and information and asking the community for its input is one of the tasks of a Ward Committee member. This may require the Ward Committee member to address a meeting. Making a presentation to a meeting can be a stressful experience, especially if this also requires the presenter to use equipment such as an overhead projector or a microphone.

Being well prepared can help in relieving some of the anxiety of making a presentation.

The following suggestions can assist in making sure that the presentation is well received:

- Prepare well in advance – know what you are going to say and have all the facts and information easily available. For example, if you are giving feedback on the IDP get a copy of the IDP beforehand and go through it. If there is something you are not sure of ask the ward councillor or a municipal official to explain it to you beforehand.
- Decide on the best way of giving the information. You may want to write it up on a flip chart, or hand participants a copy of the main points. The local council can assist in making the copies.
- Write down the main points on small cards or in a note book so that you can refer to them.
- Practice what you are going to say beforehand – your family or friends or colleagues are a ready audience that you can practice on.
- Keep the information simple and to the point.
- Speak clearly so that everyone can hear you. Use the language that the audience is most comfortable with otherwise they will lose interest in what you have to say.

What kind of communicator am I?

Yes No

- I listen to what other people have to say Yes No
- I point a finger to stress a point Yes No
- I prefer to keep the peace so I agree with whoever is speaking Yes No
- I believe that other people have a more valid point of view than me Yes No
- I agree with whoever has made the last point Yes No
- I feel irritated if people speak for too long Yes No
- I try to hear all sides of the story Yes No
- I find it challenging to find a solution to a problem Yes No
- I lean on other people to help me make up my mind Yes No

- If you are using equipment such as an overhead, or flip chart, practice using it beforehand.
- Arrive early and check equipment beforehand and have enough time to prepare the information that you are going to speak about.

2.1.3 Communication styles

To be an effective communicator you need to be aware of the way in which you communicate.

We can identify three styles of communication:

- Aggressive – the aggressive communicator believes that 'I am right', is close-minded, a poor listener, dominating, bossy, talks with a loud voice, threatens, impatient.
- Passive – the passive communicator always agrees with everyone, can't make a decision, speaks with a soft voice, thinks he/she is not able to fulfil the task or, is not able to confront anyone even if he/she is correct.
- Assertive or open-minded – this person is open to new ideas and suggestions, listens carefully, is non-judgemental, able to make a decision, confident and sets people at ease.

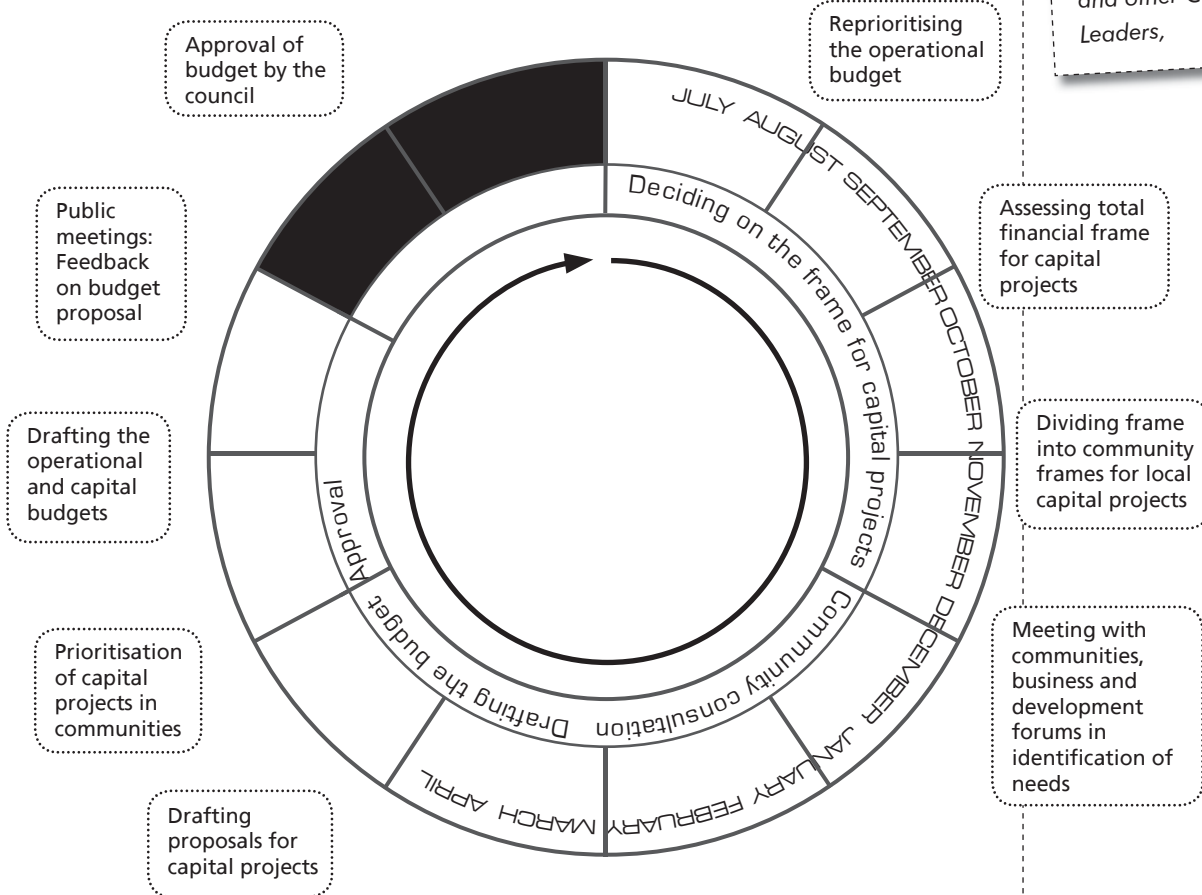
2.2 Involving the community

2.2.1 Getting input for the Integrated Development Plan

Participation is empowering when people make their own decisions and choices. Active participation by intended beneficiaries, that is, marginalised communities, women's organisations, youth groups, community organisations, residents etc., in planning is necessary. Integrated development planning is an approach that involves the whole municipality and the citizens in finding the best solutions to achieve long-term effective development. The IDP is a vital tool for using the resources available to meet the wide range of needs in an area. It helps a municipality look at what the needs are in different sectors – such as health, water, transport, community safety, trade – and how it can respond to these in a co-ordinated way.

IDP plans are drawn up in consultation between departments and everyone has an interest in the outcome. Decision-making is done in an open and democratic way. Resources are allocated to activities that help fulfil the agreed development goals of the municipality. This strategic approach is designed to result in activities that contribute to the overall development of an area to everyone's benefit.

The following diagram highlights the role played by the community in inputting to the IDP.



Source:

Planact, Participatory Local Governance, A Resource Booklet for Municipal officials; Ward Councillors; Ward Committee Members and other Community Leaders,

For example: The Cacadu District Municipality has undertaken the following initiatives to address HIV/AIDS:

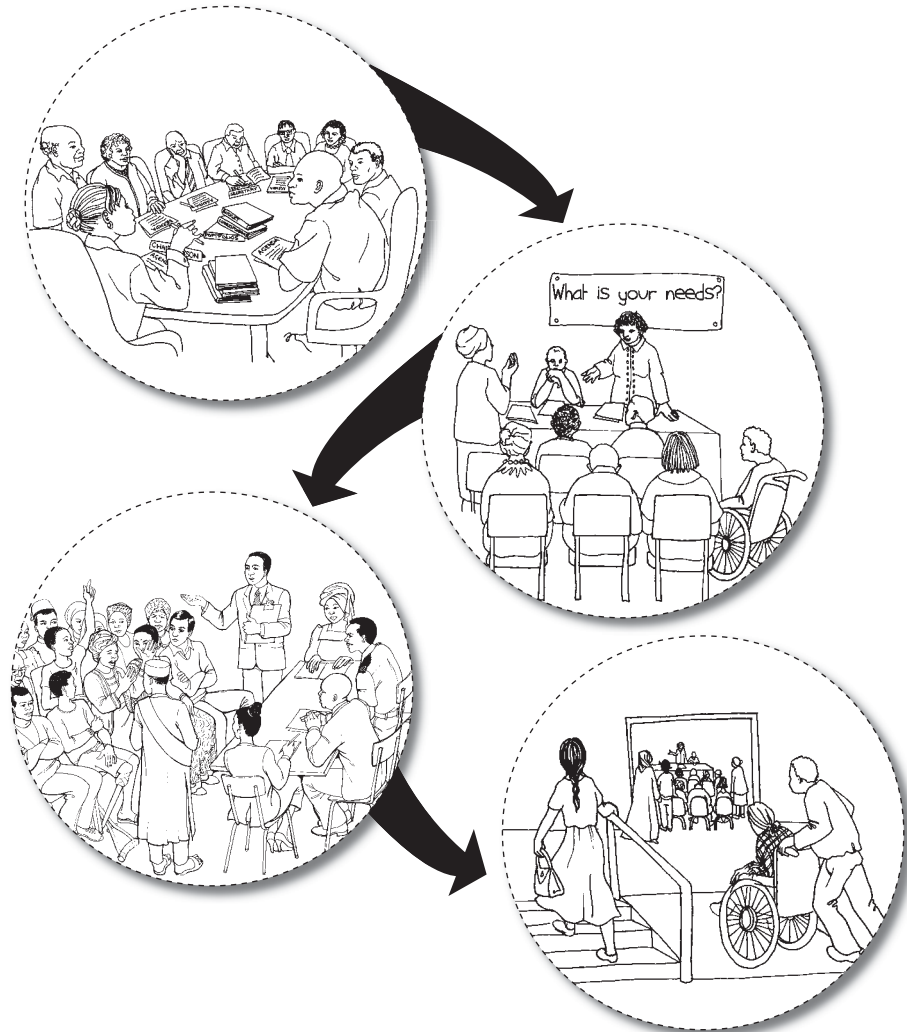
- HIV/AIDS has been located within the office of the mayor and municipal manager in recognition that HIV/AIDS is not a health issue alone.
- The performance contracts of all CDM directors reflect how they have responded to HIV and AIDS.
- Establishment of district AIDS council.
- Formulation of HIV and AIDS strategic policy and workplace policy.
- Inclusion of HIV and AIDS in the IDP.
- Role of the CDM in respect of the local municipalities' mainstreaming of HIV/AIDS.
- Establishment of local AIDS councils in all nine local municipalities.
- Eastern Cape AIDS Council (ECAC) will support the appointment of the HIV/AIDS co-ordinator.

Source:

<http://www.cmtmp.org.za/focusHome.php> HIV/AIDS Report April 2006, by Umhlaba Development Services

2.2.2 Facilitating participation

Ward Committees are elected by communities and assist and advise ward councillors. Committees play a role in mobilising, educating and empowering people to become involved in identifying and addressing their needs.



Ward Committees can assist in advising and making recommendations to the council in the following ways:

- **Advisory role** – advising and assisting the councillor so that he/she is aware of community issues and in turn relays these issues to the council.
- **Identifying needs** – do research or carry out a needs analysis to identify the key issues in the community on issues of development, budgets and service delivery.
- **Making submissions** – submissions can be made through the ward councillor or directly to the council on specific community needs.
- **Consultation and feedback** – the Ward Committee creates platforms, for example, arranging a public community meeting, addressing a stokvel meeting, addressing a sports club meeting etc. providing information and feedback to the community on council decisions and issues raised by the community that have been reported to the councillor or council.

- **Representing the community on consultative forum** – the Ward Committee should be up to date about community issues and should raise these issues at consultative forums.
- **Regular reports** – Ward Committees should get regular feedback on council progress. They can ask councillors why the progress has been delayed and suggest ways of meeting the plans more effectively.
- **Identify resources** – Ward Committees are well placed to know what available resources there are in the community as well as their limitations and how the council can use these resources. These resources may also be useful when a municipality decides to provide a service through a Municipal Service Partnership. Ward Committees can assist in identifying an appropriate service provider that can meet the municipality's delivery goals at an affordable price and by means of affirmative procurement.
- **Monitor the performance** of officials.
- **Participating in budget hearings** on behalf of the community. Budget hearings ensure that the requirements of the MFMA are met in terms of community participation in the process of budgeting. Municipal budget hearings allow Ward Committees to participate in the development of the municipal budget.
- **Monitor reports on service delivery** – The MFMA requires that municipalities produce reports on the progress of service delivery in their areas. These reports provide communities with means of monitoring development. During the budget negotiations, councillors, through the Ward Committees, should advise the community what effect the key decisions will have on them.
- **Monitor the Performance Management System** – The PMS has to be set by every municipality to account for the use of municipal resources, improve the efficiency and effectiveness of organisations and show the achievement of outcomes. The municipality must set Key Performance Indicator to measure its performance and must involve the community. The Ward Committee is the tool for the involvement of the community.

Remember that Ward Committee decisions are not binding on the ward councillor. Ward Committees have no legal powers in terms of council decisions. Therefore a Ward Committee needs to develop a co-operative relationship with the councillor and to use the opportunities outlined above to ensure that the voice of the community is heard.

2.3 Putting the Ward Committee in place

Legislation and national guidelines outline the structure and composition of Ward Committees. Ward Committees are made up of representatives of the community:

- community members representing different interest groups, or
- sectoral structures, for example, farmers' organisations, get together and nominate or elect a representative to represent their interests in the ward, or
- existing structures, which are agreed upon by the ward (either by consensus or voting) to names for the Ward Committee, or
- geographic areas of the ward, which are requested to send their nominated representatives to serve on the Ward Committee.

Ward Committees should be made up of not more than 10 elected members who represent the diversity of interests in the community. Each council makes the rules for electing Ward Committee members. However, members are elected, whether it is a secret ballot at a community meeting, or a show of hands or consensus, it needs to be agreed upon by all stakeholders and clear records of the process need to be available for the public to look at if they want to. Ward Committee members should be registered voters and should be active, trusted and respected members of the community and the particular sectoral group they represent.

For example:

The council of Ward Z has set out guidelines for the election of a Ward Committee. The municipality advertised at council offices, schools, religious institutions, local clinics and other public places that a Ward Committee will be set up and what its role and function is. The notice explained in the information leaflet that an organisation or sector (and it outlined the sectors) can send nominations to the local council. The leaflet also gave the date of the election, the venue and the time and invited registered voters to attend. At the meeting the names of the nominees were read out and each nominee was introduced to the meeting and invited to explain who they were and the sector they represented. There were 28 nominees. The names of the nominees were printed onto a ballot paper and participants at the meeting were asked to vote for 10. The first 10 candidates who received the most votes formed the Ward Committee.

2.4 Stakeholder clusters

Apart from conventional structures/forums for public consultation such as Ward Committees and IDP Representative Forums, municipalities have an option to broaden the scope for consulting and communicating with communities within their area of jurisdiction. They can establish stakeholder clusters whereby they bring together stakeholders from different interest groups in line with the cluster system as applied in their different portfolios.

For example:

A municipality can establish a development stakeholder cluster where they can bring together people from CBOs and NGOs; local business; SMMEs, farming etc. This cluster would advise the municipality on local economic development and IDP issues. The stakeholder cluster system would complement the existing participatory mechanisms within municipalities; deepen participatory democracy and increase the amount of people who have influence on and take ownership of municipal decisions.

OR:

A council can convene an IDP Representative Forum to get the maximum participation and input from the community. The Forum could include councillors, executive committee members, senior administration officials, Ward Committee members and representatives from organised stakeholder groups, traditional leaders and resource people. The structure facilitates discussion and joint decision-making on the IDP. The IDP Representative Forum should be a permanent organisation, which is also tasked with monitoring the performance during the IDP implementation.

Another example

If a municipality needs to consider formulating an HIV/AIDS strategy. An effective HIV/AIDS programme requires strategic interventions and the co-operation and support of all stakeholders. A council could establish a Forum with all role-players that include national and provincial support such as the Department of Health, Department of Water Affairs and Department of Education, NGOs and CBOs working in the area of HIV/AIDS, welfare organisations, district and local AIDS councils and religious institutions. A comprehensive strategy will be needed as HIV/AIDS has had an impact on children who are orphaned and deprived of parental care and financial support, elderly people who have no one to care for them and young people. The economic and social impact on the council also requires consideration and a council may establish a Forum to prepare a strategy that involves the whole community.

Interest groups could include:

- faith-based organisations
- women's organisations
- youth organisations
- civic and rate-payers associations
- non-governmental organisations
- cultural organisations
- business, health or education sector
- farmer's associations
- sports organisations

The cluster-based approach provides an opportunity for different sectors or groups to come together and work towards a common aim. Different sectors and groups come together to co-operate on a specific project.

2.5 Additional legislation

A number of laws have been passed by Parliament, following the 1994 democratic elections, that support and strengthen the capacity of municipalities to manage their own affairs and carry out their functions in a participatory and inclusive way.

Community participation in government is a fundamental component of any democracy. This is reflected in the Constitution, Section 152 which states that the community should participate in local government issues, stipulating that one of the objectives of local government is "to encourage the involvement of communities and community organisations in the matters of local government".

The Municipal Structures Act, 1998 and the Municipal Systems Act, 2000 support the Constitution and show the importance of participation and provide the legal framework for the establishment of Ward Committees. Ward Committee members need to be familiar with these Acts. For example, the Municipal Systems Act, 2000 outlines the governance mechanisms such as the development of Integrated Development Plans (outlined above) and Performance Management Systems.

Other pieces of legislation have also been enacted that support the application and upholding of the Constitution and that impact on the functions of local authority. Accordingly Ward Committees need to be familiar with the following:

- **The Organised Local Government Act, 1997** gives recognition to one national organisation that represents the majority of municipalities in each province. The South African Local Government Association (SALGA) is the officially recognised structure for local government. SALGA represents the concerns of its members.
- **The Municipal Demarcation Act 1998** sets out the procedures and criteria for the determination of the municipal boundaries. The Demarcation Board is an independent authority set up to carry out this function. When determining boundaries the Board will consider a range of factors including the financial viability of an area, integration of racial divisions and alignment with municipal divisions when making a decision in determining a local municipal boundary. It is important for Ward Committee members to be familiar with the Act so that they can explain to the community decisions that may be made about municipal boundaries.
- **The Local Government: Municipal Finance Management Act, 2003 (MFMA)** is closely linked to the Municipal Systems Act (MSA), 2000 as they both deal with internal systems in local government; processes of consultation; performance systems and ways of improving accountability. The MFMA explains how the municipal finance system works and what the role of councillors is in making it work.



- **The Local Government: Municipal Property Rates Act, 2004** gives information on the levying of property rates by all municipalities and also affects properties that previously fell outside municipal boundaries. It is important for Ward Committees to know where to find this information as property rates are often an issue raised by residents.
- **The Intergovernmental Relations Framework Act, 2005** has been formulated to promote and facilitate co-operative decision-making between the three spheres of government so that policies and activities across all spheres encourage service delivery and find ways of meeting the needs of citizens in an effective manner. The three spheres of government are obliged by the Constitution to co-operate and negotiate ways of agreeing on administrative, political and financial matters. Refer to the *Working Together for Development* booklet.
- **Division of Revenue Act, 1997** is a budgeting instrument detailing how national revenue (collected through taxes) is shared among the spheres of government to support the implementation of various government programmes. It is enacted annually.
- **The Disaster Management Act, 2002** provides for an integrated, co-ordinated disaster management policy that will focus on preventing and reducing the risk of disasters, looking at ways to reduce the severity of disasters, emergency preparedness and quick and effective responses to disaster and post-disaster recovery. The Act also provides for the establishment of disaster management centres at national, provincial and municipal level. This is particularly important for Ward Committees where communities are often affected by floods or in shack settlements, fires, especially in winter. Ward Committees need to be aware of the plans in their municipality and who to contact.

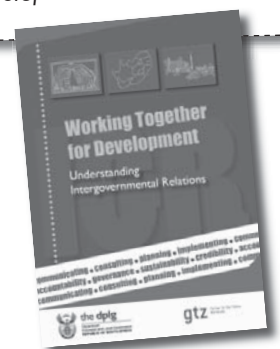
In addition to the above legislation there are a number of Regulations which will assist Ward Committees in carrying out their tasks and duties as envisaged in the Municipal Structures Act, 1998 and the Municipal Systems Act, 2000.

Reference!

Adapted from the **dplg** Local government Fact Book 2004 outlined in the SALGA Handbook for Municipal Councillors, 2006

Reference!

dplg, *Working Together for Development*



Other legislation to assist when responding to queries from community members.

- Electricity Act, 1987
- Financial and Fiscal Commission Act, 1997
- Intergovernmental Fiscal Relations Act, 1997
- Water Services Act, 1997
- National Environmental Management Act, 1998
- Remuneration of Political Office bearers Act, 1998
- Skills Development Act, 1998
- National Land Transport Transition Act, 2000
- Preferential Procurement Policy Framework Act, 2000
- Pension and Medical Aid Legislation

Ask your municipality for copies of these Acts if you need them.

Some of the relevant regulations that can be of use to Ward Committees include:

- Guidelines for the Establishment and Operation of Municipal Ward Committees, Government Gazette No 27699, June 2005 – the Guidelines explain the Ward Committee is independent, an advisory body and must be impartial in carrying out its functions without fear, favour or prejudice and the important role that the Ward Committee plays as a mobilising agent in ensuring public participation.
- The Municipal Planning and Performance Regulations, 2001 sets out the nature of Performance Management Systems. As Ward Committees play a role in monitoring the performance of the municipality, members should be aware of the contents of the regulations.
- Guidelines: Sustainable Municipal Infrastructure and Service Delivery, 1 April 2007 are guidelines that have been developed to help government fulfil its constitutional obligation to provide basic municipal services.
- *Batho Pele Guidelines* will help Ward Committees in responding to community members who may express the view that the service they are being given by officials is not of the standard that the *Batho Pele Guidelines* provide.
- Draft National Policy Framework for Public Participation, 2005. Although this document is a draft (to be finalised by end December 2007) it will give Ward Committee members an outline of how they can make sure that they get public participation in helping them carry out their duties as representatives of the community.

Test yourself

- | | True | False |
|---|-----------------------|-----------------------|
| • The Constitution, 1996 establishes local government as a separate sphere of government responsible for service delivery. | <input type="radio"/> | <input type="radio"/> |
| • The Municipal Demarcation Board is an independent authority that determines municipal boundaries. | <input type="radio"/> | <input type="radio"/> |
| • The Local Government: Municipal Structures Act, 1998 gives rules for the election of Ward Committees – SALGA has been established to deal with health issues. | <input type="radio"/> | <input type="radio"/> |
| • The Division of Revenue Act was established in 1997 | <input type="radio"/> | <input type="radio"/> |
| • The Intergovernmental Relations Framework Act, 2005 says that the three spheres of government must work together to achieve community upliftment. | <input type="radio"/> | <input type="radio"/> |

2.5.1 Supporting structures

The South African Constitution also provides for institutions that strengthen constitutional democracy. These are known as 'Chapter 9' institutions as they are outlined in the Constitution in Chapter 9.

These institutions are there for the public to go to and to use as they protect their rights.

The Human Rights Commission has the power to investigate and report on human rights, to take steps to redress human rights abuses, to research and educate on human rights.

The Cultural, Religious and Linguistic Rights Commission promotes respect for these rights and promotes and develops peace, friendship, humanity, tolerance and national unity.

The Gender Commission promotes respect for gender equality and works for the protection, development and attainment of gender equality. Ward Committee members should familiarise themselves with the provincial office of these commissions so that they are able to inform communities about these offices.

The Public Protector plays an important role in combating and investigating irregular conduct in the public sector. The office of the Public Protector has the power to investigate any conduct in state affairs, or in the public administration in any sphere of government that may be improper or result in impropriety or prejudice, report on that conduct and take appropriate remedial action.

The Auditor General is responsible for auditing all spheres of government and institutions managing public funds. One of the key roles that this office plays in relation to local government is the audit of each municipality's performance management results.

Conclusion

Public participation in the delivery of services is the underlying theme of all legislation relating to local government and communication, whether it is oral, written, or electronic communication. Communication is a two way process. Obtaining the information and providing feedback is an important aspect.



CHAPTER 2 ACTIVITIES

Time: 3 hours

Resources: Key concepts

ACTIVITY 2.1

Listening skills

Facilitation method: Groups

- Participants form two lines facing each other. Identify one line as A and the participants on the other side of the line as B. Ask participants to form partners with the person opposite them. Request all the Bs to leave the room.
- Explain to the As remaining in the room that they will be listening to their partner when they return to the room. When they listen they should show disinterest. They can do so by shuffling in their chair, interrupting, looking bored, tapping their fingers, sighing etc.
- Go outside the room and explain to the Bs that they must think of a story they want to share with their partner. It could be a description of what they had for lunch or supper the previous evening, it could be a recent problem they experienced at work, or at home.
- Invite the B's to return to the room, join their partner and start telling their partner their story. Give pairs about five minutes to do so.
- Invite the As to leave the room. Explain to the Bs that this time they will be doing the listening. However they must listen emphatically. This means that they should focus on the person, ask questions of clarification, and give their partner their attention.
- Go outside the room and explain to the As that they should also think of a particular story or incident that they can share with their partners.
- Invite the As back into the room and to go and sit with their partner and to relate their story.

After five minutes stop the discussion.

- Facilitate a discussion by first asking the B' how they felt when they tried to tell their partner their story and were not listened to. Then ask the As what they expected when



they came into the room to talk to their partner and how they felt when their partner listened to them. Ask participants how it felt to be listened to actively and what techniques the person who listened empathically used.

- Highlight the importance of listening, checking with the person you are listening to that what you heard is correct and the body language participants used when they were listening and if and how it contributed to a positive listening environment.

Discussion points:

- The points listed below.

Discussion points

Think about someone you know who you can easily talk to

- What do they do that makes it easy for you to talk to?
- What response do you feel in yourself when you talk to someone you feel listens to you?
- What do you do that makes it easy to talk to them?

Think about someone you find it difficult to talk to?

- What do they do that makes it difficult to talk to them?
- How do you respond to them?
- What do you do that makes it difficult to communicate?

What can help me listen more effectively?

Blocks to empathy

Advising

- 'Why don't you just ...'
- 'If I were you I'd ...'
- 'The best thing you could do is relax and not take it so seriously ...'

Judging

- 'Don't get so uptight about it ...'
- 'That's not a very constructive attitude ...'
- 'I think you're the one that's got to face up to problems ...'

Analysing

- 'What's really bothering you...'
- 'Your insecurities from the past are coming through. That's why you're being so over-sensitive ...'
- 'Maybe she reminds you of your mother who ...'

Questioning

- 'Why did you do that ...?'
- 'Are you sure you're really being as kind and considerate as you can?'
- 'Have you considered just forgiving him ...?'

Supporting

- 'Don't worry about it. Just trust yourself. You'll get through it.'
- 'Don't be so hard on yourself. You did the best you could, so stop fretting about it.'
- 'Cheer up. A month from now things will look different.'

These responses may be useful at certain places and times. But most of the time they block listening and disempower others. They imply: you are not good enough, smart enough, strong enough; I am the one who knows.

Key concepts to convey

Empathy comes through presence

Learning to be empathetic is not a matter of learning the 'right' answers but rather learning to be truly present to them. Being present means devoting full attention to the other person and their perceptions, setting aside own ideas, reactions and experiences. Presence is a discipline of healthy self-denial.

Presence precedes problem-solving

The above responses are mostly shortcuts into problem-solving. 'I'll skip getting into your shoes since I'm the one with right answers to solve this.' Efforts to skip presence and move quickly to problem-solving result in resistance (people start arguing with your advice) or dependency (people perceive you and not themselves as the one with power to resolve things).

Active listening

- Create a supportive environment that helps people relax and focus on issues.
- Develop rapport and trust.
- Convey empathy and respect for the other, regardless of their beliefs, words or conduct.

Do:

- be attentive
- be alert and non-distracted,
- be interested in the needs of the other person, and let them know you care about what is said,
- be a non-judgmental, non-critical 'sounding board'.

Don't:

- use patronising phrases like 'It's not so bad', 'don't be upset', 'you're making a mountain out of a mole hill', 'just calm down'
- get emotionally hooked – angry, upset, argumentative
- let your values/biases interfere with what you understand is being said
- rehearse in your own head
- jump to conclusions or judgements
- interrogate or give advice.

Presence is full attention to others, or listening.

Ways to listen effectively

1. Use your body to create a positive atmosphere with your non-verbal behaviour, i.e.
 - appropriate eye contact
 - nodding the head, facial expressions
 - body, head, arms, legs oriented toward the speaker
 - tone
 - gestures.

Some researchers say that 80% of communication is body language, that is, what we do with our bodies, our faces, our eyes, and our tone of voice as we are speaking.

Every culture has its own body language and mediators must think critically about how to use body language in such a way that the message that comes through is: 'I am eager to hear and understand you'.

2. Make encouraging sounds to give encouragement and acknowledgement – 'yeah', 'uh-huh', 'I see'.
3. Invite more information: 'Tell me more,' or 'I'd like to hear about it'.
4. Summarise the basic viewpoints of the speaker as you've heard them. A summary is an extended restatement of the key points of information offered by the speaker.

Think about what kind of communicator you are. Are you:

- aggressive
- passive
- assertive?

Take participants through the information in the course notes.

ACTIVITY 2.2

Involving the community

Facilitation method: Small groups

- Ask participants to complete the task below.
- Use the course notes in Chapter 2, 2.2 to assist you after you have had feedback from groups.



- Read the scenario and design a vision and a mission for your municipality and prepare a guideline on for community participation to meet this vision.
- Consider the question below.

Question to be answered:

- How would you involve the community in the IDP?

Scenario

Your municipality is preparing its Integrated Development Plan. The community you represent is very diverse and includes: a large number of immigrants who have established an informal settlement in an open lot next to the industrial area; a large number of people who have been on the housing list for several years; a wealthy residential area where an informal settlement has started on some empty land next to it; and a high unemployment rate amongst young people.

ACTIVITY 2.3

Preparing for a meeting

Facilitation method: Pairs

- Ask participants to complete the task below
- Take feedback in plenary from the pairs and use the course notes to top up information



Tasks to be completed:

- List five things that can help you plan a meeting.

ACTIVITY 2.4

Legislation

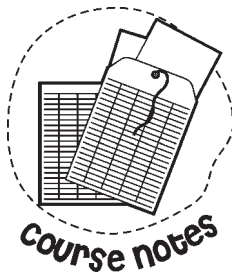
Facilitation method: Plenary discussion

- Outline the main pieces of legislation that impact on the functions of the local authority that Ward Committees should be familiar with
- Facilitate a discussion on the purpose of the legislation



CHAPTER 3

Ward Committees and performance management systems



Introduction

THE MUNICIPAL STRUCTURES ACT, 1998 requires municipalities to annually review the overall performance of the municipality. Chapter 6 of the Municipal Systems Act, 2000 provides the legal framework for performance management in municipalities. Performance management has to be part of the Integrated Development Plan.

All municipalities have to:

- develop a Performance Management System (PMS)
- set targets, monitor and review performance based on indicators linked to their IDP
- publish an annual report on the performance of the councillors and staff
- incorporate and report on a set of indicators prescribed nationally by the minister responsible for local government
- conduct an internal audit on performance before tabling a report
- involve the community in setting indicators and targets and reviewing municipal performance.

This chapter looks at the requirements of a PMS and describes Key Performance Indicators (KPI), and how to set and apply KPIs and how to screen and measure the application. It also discusses the vital role played by communities, and therefore Ward Committees, in the performance review and assessment process of performance.

The Local Government: Municipal Planning and Performance Management Regulations, 2001, Chapter 3, provides details for performance management systems. It also addresses the role and responsibility of the local community in the functioning of performance management and the link to the IDP.

3.1 What is a PMS?

A Performance Management System (PMS) is a framework that describes how the municipality's cycle and process of performance 'planning, monitoring, measurement, review, reporting and improvement will be conducted'. It is a systematic process that sets indicators for performance which enables local government and citizens to measure achievements against these indicators. It should not be viewed as a negative tool but rather as a way of helping the municipality improve its efficiency and effectiveness and a way of accounting for the use of municipal resources and measuring the achievement of the outcomes of the municipality. It is an important early warning system as if non or under-performance is identified, it provides an opportunity for relevant intervention for improvement, earlier rather than later.

The Municipal Planning and Performance Management Regulations, 2001 are linked to the Municipal Systems Act, 2000. The Regulations say that a municipal PMS must first and foremost comply with the Act. It must also:

- clarify the roles and responsibilities of each role-player including the local community in the functioning of the system
- demonstrate how it will operate and be managed for all stages including reporting
- implement the performance management within the integrated development plans
- relate to the municipality's employee performance management processes.

The PMS and the IDP work together as a municipality as they measure how effectively the municipality delivers on the IDP, as the IDP is the basis for service delivery and community upliftment. The PMS must be particular to a municipality's circumstances. It must link with the resources of the municipality and in line with priorities, objectives, indicators and targets that are in their IDP. The Minister for Provincial and Local Government has set a number of general, compulsory KPIs. Municipalities must include these, with the other KPIs that may be applicable, in their PMS.

3.1.1 Who is measured?

Each employee of the municipality is required to have a performance management contract. The contract holds the employee accountable to their employer, that is the municipality, for delivery against the KPIs. Employees need to be aware that their functions and responsibilities contribute to a municipality that delivers on what it has set out to do. Performance contracts are linked to the long and short term goals of the municipality.

3.1.2 Batho Pele and performance management

Batho Pele provides a framework for the transformation of public service delivery. *Batho Pele*, that is 'putting people first' is designed to get public servants to be service orientated and to strive for excellence in the delivery of their work. It allows customers to hold public servants accountable in the way they deliver their services. Performance assessment can be measured against how well the *Batho Pele* Principles are used when public servants work with the public.

Reference!

Chapter 3, ss7 (1) and (2)
MSA, 2000

Reference!

KPIs are discussed in more detail in 3.2

3.1.3 Who sets up the PMS?

Section 39 of the Municipal Systems Act, 2000 tasks the executive mayor, executive committee or a special committee of councillors with managing the development of the PMS and submitting it to council. The PMS must clearly state the functions and responsibilities of each of the role-players.

3.1.4 Stakeholder involvement in the PMS

Ward Committees are crucial to ensuring local community participation in the working of the municipality. This includes monitoring the performance of the municipality and contributing to the PMS. There is a legal requirement for the municipality to include local committees, through the Ward Committees, in setting the KPIs and performance targets and to ensure community involvement in monitoring and reviewing the indicators. There may be competing interests from the different wards in the municipality and these interests need to be taken into account when preparing the PMS. Each Ward Committee in the municipality will be keen to ensure that its interests are included. For example, a ward that has little industry and high unemployment will want to give preference to creating an environment that encourages industry. Another ward may have an airport and its concern is noise and pollution. The PMS should try include as many interests as possible taking into account what is realistic for that municipality.

The eight Principles of Batho Pele

1. Consultation
2. Service standards
3. Access
4. Courtesy
5. Information
6. Openness and transparency
7. Redress
8. Value for money

3.2 Key Performance Indicators

A PMS has different phases:

- know the key performance areas in the IDP
- set KPIs
- set targets for the performance of the municipality
- monitor, measure and review
- report.

A municipality must set KPIs, including:

- input indicators
- output indicators
- outcome indicators

for each of the development priorities and objectives set out in section 26c of the Act.

Key indicators for performance help local government and citizens measure achievements. KPI are 'doable' measurable goals that the municipality has agreed to achieve by a particular time. They help communicate and measure how well a council and municipality has delivered according to the plans outlined in the IDP and in this way citizens are able to hold the municipality accountable.

The indicators promote:

- accountability
- certainty and predictability
- correction of poor performance
- recognition of excellent performance.

KPIs are reviewed annually by the municipality as part of its performance review process. If the municipality amends its IDP it must also review its KPIs. Feedback from the community, through the Ward Committees, must be taken into account in the review of the KPIs. In this way the PMS is viewed as credible by the community.

A municipality must consult the community before developing performance indicators and allow the community to participate in the review process.

The following KPIs must be part of each municipality's PMS insofar as they apply to that municipality:

- the percentage of households with access to basic level of water, sanitation, electricity and solid waste removal
- the percentage of households earning less than R1 100 per month with access to free basic services
- the percentage of a municipality's capital budget actually spent on capital projects identified for a particular financial year in terms of the municipality's IDP
- the number of jobs created through municipality's local economic development initiatives including capital projects
- the number of people from employment equity target groups employed in the three highest levels of management in compliance with a municipality's approved employment equity plan
- the percentage of a municipality's budget actually spent on implementing its workplace skills plan
- financial viability of the municipality.

The above are national indicators issued by the Minister after consultation with the provincial MECs for local government and SALGA.

3.3 Measuring KPIs

The Regulations state that KPIs must be measurable, relevant, objective and precise. They apply to the municipality’s administrative units and employees, every municipal entity and service provider that the municipality has an agreement with.

Municipal IDPs identify projects with clear deadlines and progress indicators. Councillors have an important role to monitor municipal performance in terms of these key deliverables. Ward Committees should make sure that they are familiar with the KPIs and performance targets which are set out in the IDP of their municipality so that they are able to assess progress. The example below shows how a KPI meets the requirements of the Regulations.

Key performance areas (KPAs)	Key performance indicator	Target/ result	Measure	Who	Importance	Target reached? (yes/no/comment)
Participation	Council meetings are open to public	At least 75% of meetings are open to the public	Records of meetings	Municipal manager	1 2 3 4 5	
	Formally recognised mechanism for consultation	There are Ward Committees	Council policy	Municipal manager & council	1 2 3 4 5	
	Public participation in budgeting	At least 1 public meeting per year on the budget. At least 2 opportunities for Ward Committees to make input on budgeting	Record of meetings	Council, finance manager & ward councillor	1 2 3 4 5	
Consultation	Report on expenditure and financial management is available to the public	The meeting where the Auditor General’s report is tabled, is advertised. The Auditor General’s report is tabled at council meetings that are open to the public & Ward Committees	Record of meetings	Council, finance manager & ward councillor	1 2 3 4 5	
	Community is able to track municipal progress through reports	Report on projects and programmes must be given. Each ward councillor reports on projects at WC meetings	Record of meeting	Ward councillor	1 2 3 4 5	
	Delivery of service and projects addresses greatest needs of residents	All development is reflected in the IDP and is subject to consultation	Record of meetings & consultations	Ward councillor	1 2 3 4 5	
	Priorities in project implementation match priorities in IDP	Local ward priorities are reflected in planning and project implementation	Priorities in IDP & records of Ward Committee input project reports from municipal departments	Ward Councillor	1 2 3 4 5	

Ward Committees can use this example to help them measure the performance of their municipality.

3.3.1 Performance targets

Each KPI must include performance targets. The Regulations provide a number of criteria for performance targets and can assist Ward Committees when assessing the KPI performance targets. The criteria highlight the importance of the available budget. This is because the PMS doesn’t stand on its own. The IDP must be the guide for setting KPIs. If the KPI sets unrealistic targets it will not be able to meet them.

Source:
Iliswe la Batho, EISA, 2005

3.3.2 Monitoring performance

The community must be involved in the process of monitoring, measuring and reviewing performance, as the municipality, after consultation with the local community, must develop and implement mechanisms and systems and identify processes for this. A municipality can, if it feels it would provide for greater community input and community participation, establish a forum for community participation. Ward Committee members could be included in this forum. It is the role of the councillor to establish the community forum.

Municipalities have different interests and they may find that they compete with each other. The PMS should incorporate as many of these interests as are viable and sustainable. There will also be different needs in rural communities from those of urban municipalities.

The PMS of a municipality must include the issues which have been identified by the council as relating directly to KPAs of their municipality. The following KPIs must be part of each municipality PMS to the extent that they are applicable to that municipality. These are national indicators that are issued by the Minister after consultation with the provincial MECs for local government and SALGA.

National KPIs:

- The percentage of households with access to basic level of water, sanitation, electricity and solid waste removal.
- The percentage of households earning less than R1 100 per month with access to free basic services.
- The percentage of a municipality's capital budget actually spent on capital projects identified for a particular financial year in terms of the municipality's IDP.
- The number of jobs created through a municipality's local economic development initiatives including capital projects.
- The number of people from employment equity target groups employed in the three highest levels of management in compliance with a municipality's approved employment equity plan.
- The percentage of a municipality's budget actually spent on implementing its workplace skills plan.
- Financial viability of the municipality.

These criteria highlight the importance of both the available budget and the IDP in the determination of the PMS. The PMS cannot exist in a vacuum and must be in line with the IDP. Similarly, it will not be an effective tool if it has unrealistic budgetary implications. This means that the councillors that are part of the development of the PMS must fully apprise themselves of the municipal budget and the IDP.

Conclusion

Ward Committees should play a strong role in performance management as the PMS is a useful tool for tracking the performance progress of the municipality against the performance targets and key performance indicators it has set for itself. This requires close collaboration with the ward councillor who is required to consult with the Ward Committees at all stages of performance management.

Local community participation in the working of the municipality is ensured through the functioning of Ward Committees and there is a legal requirement for the municipality to include local communities, through the Ward Committees, in setting KPIs and performance targets and to ensure community involvement in monitoring and reviewing these.

The municipality must develop KPIs for all its units, employees as well as its service providers.



CHAPTER 3 ACTIVITIES

Time: 2 hours 15 minutes

Resources: Course notes; table

ACTIVITY 3.1

Performance management systems

Facilitation method: Plenary

- Begin by asking the first question in the box. Ask a volunteer to explain what they understand a PMS to be.
- Refer to the second question and take responses.



- Consider the following questions.

Questions to be answered:

- When you hear the phrase Performance Management System what does this mean to you?
- Does your council have a PMS? Please describe it.

ACTIVITY 3.2

Key performance indicators

Facilitation method: Plenary and groups of four

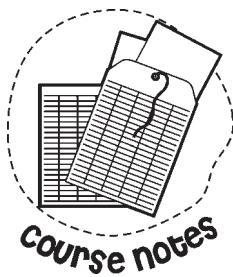
- Participants are divided into groups of four.
- Explain the information in the course notes from 3.1 to 3.2.
- Participants complete the example below of how a KPI meets the requirements of the regulations. Use the first line as an example and groups complete the table.
- Take responses from groups. Refer participants to 3.3 in the course notes as a complete example.



Key performance area	Key performance indicator	Target/result	Measure	Who	Importance	Target reached? (yes/no/comment)
Participation	Council meetings are open to public	At least 75% of meetings are open to the public			1 2 3 4 5	
	Formally recognised mechanism for consultation		Council policy		1 2 3 4 5	
	Public participation in budgeting		Record of meetings		1 2 3 4 5	
Consultation	Report on expenditure and financial management is available to the public	The meeting where the Auditor General's report is tabled, is advertised. The Auditor General's report is tabled at council meetings that are open to the public & Ward Committees			1 2 3 4 5	
	Community is able to track municipal progress through reports		Record of meeting	Ward councillor	1 2 3 4 5	
	Delivery of service and projects addresses greatest needs of residents	All development is reflected in the IDP and subject to consultation		Ward councillor	1 2 3 4 5	
	Priorities in project implementation match priorities in IDP				1 2 3 4 5	

CHAPTER 4

Managing decision-making and accountability



Introduction

LOCAL GOVERNMENT IS REGARDED AS the sphere of government closest to the people. Involving the community in identifying needs and in designing policies and programmes is an effective way of responding to the needs of the community. As it is not possible for every citizen to be directly involved, Ward Committees are in place as a structure through which to channel this communication. However, communication processes need to take place in a structured way. This chapter looks at the role of Ward Committees in the decision-making processes of a council and how they fulfil their role in holding the council accountable in carrying out and responding to community needs.

4.1 Structuring communication

There are a number of ways in which Ward Committees can make sure that the needs of the community are heard. These include:

- **Workshops** are useful as they provide information and raise awareness about specific issues and provide an opportunity for policy development and decision-making. They are usually conducted in smaller groups so that participants at the workshop can interrogate an issue more deeply.

For example

A Ward Committee can invite representatives from different interest groups such as womens groups, business, traditional leaders, community organisations to attend a one or two day workshop where the Integrated Development Plan is presented and opinions and ideas as to what should be included can be discussed in depth.

Workshops can be held between the Ward Committee and community representatives and/or between the council, the ward councillor and the Ward Committee where the council tables issues and gets the opinion and ideas of the Ward Committee, or provides the Ward Committee with information it requires, for example, the budget, and the Ward Committee takes this information to the community for their response



The Constitution and the Municipal Structures and Municipal Systems Acts set the framework for how municipal councils must pass by-laws.

Source:

Section 160(a) of the Constitution

The council can make rules on how notice of the by-law is given to the public, whether by posters or the media. Members of the community can make written comments which they hand in at the municipal office. The council must make special provision for members of the community who may not have formal literacy, or other disabilities that make it difficult for them to hand in submissions.

- **Public meetings** also provide opportunities for feedback and information sharing but as they are usually on held with a large number of people, there is less opportunity for detailed and in depth discussion on issues. They are particularly useful for reporting back on council activities or on issues that have been raised at a previous meeting.
- **Public hearings** are usually held on a specific issue. For example, a public hearing to get input on a proposed by law.

The Constitution sets out two basic requirements for municipal law-making. Firstly a by-law must have the support of the majority of all councillors and secondly, the community must have had the opportunity to have its say with regard to that by-law.

The municipality may use the Ward Committees to discuss the merits of a draft by-law. It can do so by holding public hearings. Public hearings are one of the structured avenues available to the Ward Committee to assist communities in interacting with the council. Ward Committee members should also provide information to the community of the by-laws passed. They can do so in the following ways:

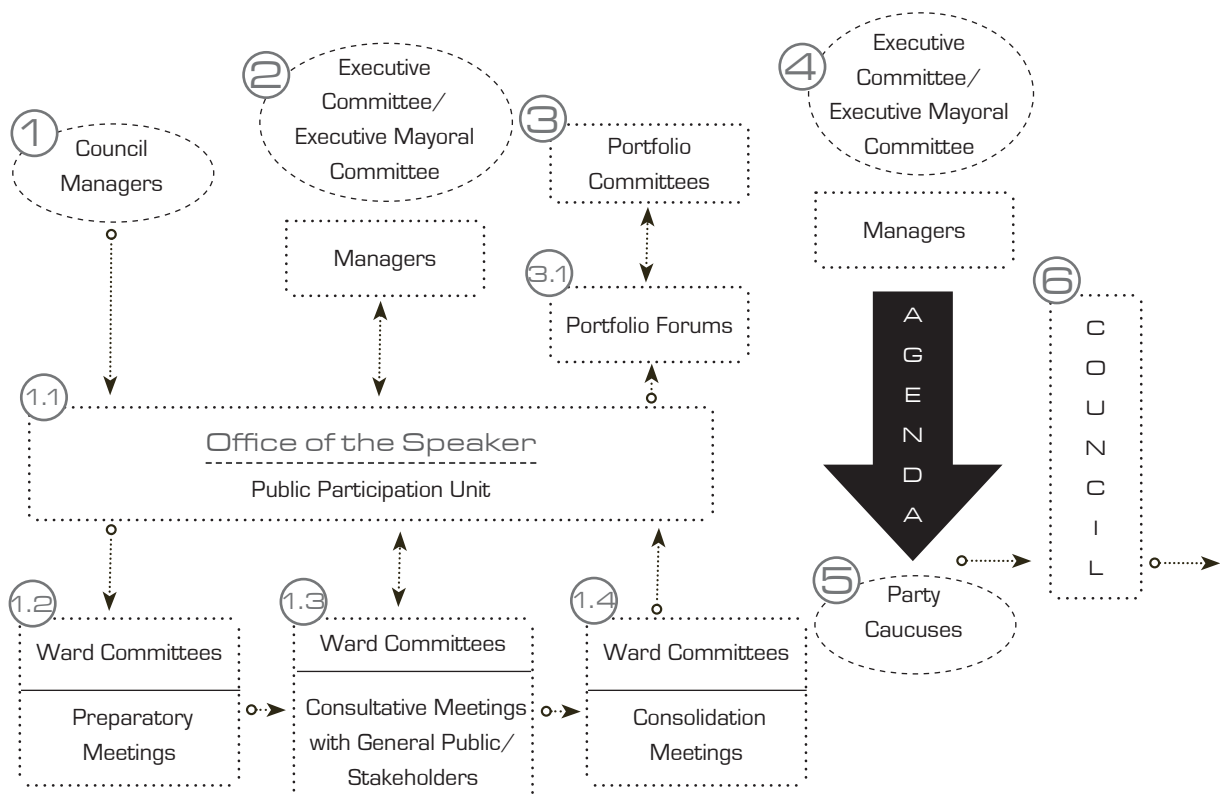
- **Attend council meetings** – a council’s law-making process needs to be accountable, open and responsive to members of the public. The public has a right to attend council meetings. To exercise this right the public needs to know when and where the council meeting is being held. They also need to know what the council meeting is about. Ward Committees can assist the public in providing them with this information. Ward Committee members should attend council meetings to keep themselves informed as representatives of the community and to enable them to provide feedback to the community.
- **Partnership with the ward councillor** – Ward Committees need to build a co-operative and collaborative relationship with their ward councillor as ward councillors make up the council. Ward Committees should establish a structured process whereby they meet regularly with their ward councillor to keep the councillor informed about community issues, through Ward Committee meetings, and by making sure that regular meetings are held to keep the public up to date on council issues. Ward Committees should also ensure that regular interaction is maintained with their ward councillor to give input in performance management, budget and integrated development planning processes.
- **Participation on committees and in forums** – councils can establish advisory and other committees and forums, such as an integrated development forum. Ward Committees can use these structures to give input to decisions that affect the community.

4.2 A participatory model for communication and decision-making

To ensure regular feedback between the council and the community a structure needs to be in place between the council and the Ward Committee. This includes circulating council minutes. The **dplg**/GTZ *Ward Committee Resource Book* suggests a model to give effect to Section 117 of the Local Government Municipal Systems Act, 2000 so that a procedure for:

- regular receipt, processing and consideration of petitions and complaints
- notifying the public of issues being considered by the council that allows for public comment
- public meetings about council matters, giving the date, the issue and the time
- regular sharing of information and consultation about the affairs of the municipality.

Communication and Ward Committee participation model based on quarterly meeting programme



Interpretation of the model

1. Council managers discuss issues and come up with 'Resolutions' as outcomes of the council meeting and then they inform officials in the Public Participation Unit attached to the Office of the Speaker.
 - 1.1 The Public Participation Unit in the Office of the Speaker compiles the agenda with a Standardised Official Report for Ward Committees.
 - 1.2 The Ward Committees have their **1st Meeting Programmes** (preparatory meetings) where the agenda with Standardised Official Report from council is discussed to develop a common understanding on issues before consultative meetings with the general public and stakeholders.
 - 1.3 Ward Committees conduct their **2nd Meeting Programmes** (consultative meetings) with the general public or stakeholders on issues from council as well as any new matters affecting the community in the ward. The Public Participation Unit assists the Ward Committees in the co-ordination or publicity for these meetings.
 - 1.4 Ward Committees have their **3rd Meeting Programmes** (consolidation meetings) where reports from their general public or stakeholders' meetings will be compiled and consolidated with recommendations before submission to the Public Participation Unit for analysis.
2. The council managers receive reports from the Public Participation Unit for administrative action or for consideration by management before submission to the executive committee or executive mayoral committee for political decisions.
3. Some issues are referred to council portfolio committees for further discussion and recommendations.
 - 3.1 In some cases the portfolio committees further consult the key role-players and stakeholders affected by, or relevant to, the issue for more inputs in the local portfolio forums, e.g. Transport or Electricity Forums.
4. The executive committee or executive mayoral committee receives recommendations from portfolio committees and council management which will then inform the council agenda.
5. The council agenda is discussed in the party caucuses for party political positions on issues on the agenda before the council meeting.
6. The council meeting takes decisions on matters on the agenda and the council managers take the process further under activity one to continue the cycle.

4.3 Making accountability a reality

People participate through a number of avenues including attending public hearings, making submissions on draft legislation, in the case of municipalities in by-laws. To assist Ward Committees in making sure that the community is involved in decision-making processes of the council Ward Committees should draw up a checklist to assist them. A checklist could include:

- **Information about council meetings** – Have I circulated information about the next council meeting, the date, time and venue and issue to be discussed. Have I circulated council meeting minutes?
- **Feedback processes** – What is the process in place to make sure that the community gets regular feedback about council matters and the council regular information and feedback from the community?
- **Representation of interest groups** – What processes are in place so that I get input from different interest groups?. Do I need to set down regular meetings with each interest group? Make sure that you have taken the time to introduce the Ward Committee to each interest group and provide them with your contact details.

The list of interest groups should be used to help you contact them when public meetings are held, or specific interest meetings, for example, preparing input into the Integrated Development Plan.

- **Attendance at council meetings** – prepare a roster of Ward Committee members allocating each member a specific meeting to attend.
- **Media directory** – local community radio stations as well as local newspapers are a useful avenue for conveying information. Make sure that you have the contact details for the local media and that you keep in regular contact with them.
- **Portfolio committees** – have a full list of your council portfolio committees and contact details of the members of the portfolio committee so that you can provide them with regular information and input on issues relevant to their committee.
- **Community directory** – prepare a directory of community organisations, including contact details and responsible person so that you can make sure that all stakeholders are kept up to date on council .

Ward Committees need to develop a strategy to make sure that the community is informed about council matters and so that the council is informed about community issues and their response to council plans and decisions.

For example: The Integrated Development Plan is being prepared. A Ward Committee needs to make sure that the community is aware of the process and that their views are contained in the IDP. The Ward Committee can prepare a plan that includes:

- approaching the local community radio station to publicise the process by requesting time on the station to advise the community of the issues, and requesting the community to give feedback and the name of a person/s to contact and contact details
- using the local community station for a ‘phone in’ opportunity where callers can call in, make suggestions and request clarification
- preparing a pamphlet providing relevant information to the community
- attending IDP hearings to make sure that the community voice is heard and included in the plans

To ensure that all interest groups are identified, establish a database of interest groups in the community which includes name of responsible person, contact details and area of interest.

Source:

Adapted from *The Guide to the Rural Construction Movement in China* by James Jen, Swanepoel, H. *Community Development: Putting Plans into Action*, 1992, pg 23

- monitoring the progress of the IDP and providing regular feedback to the community
- challenging the council on its performance in regard to the IDP by attending council meetings so that they are updated and informed of the progress
- arranging with the ward councillor for public meetings
- facilitating a workshop on what an IDP is and what is required from the community with sectoral interest groups
- attending social gatherings and community events as a way of 'keeping our eyes and ears open to community needs'
- contacting local organisations or interest groups who are likely to be affected by a particular debate at the council meeting.

To make sure that the Ward Committee represents the interests of the community it should :

“ GO TO THE PEOPLE,
LEARN FROM THE PEOPLE
PLAN WITH THE PEOPLE
WORK WITH THE PEOPLE ”

Conclusion

The importance of Ward Committees in decision-making processes at local level is recognised by the Constitution and supported by relevant legislation. However, unless Ward Committees make sure that they have a plan and strategy for consultation and regular feedback, this will be meaningless. Ward Committees have the opportunity to input into council decisions by attending council meetings, co-operating with their Ward Councillor and being in touch with community needs.



CHAPTER 4 ACTIVITIES

Time: 1 hour 30 minutes

Resources: Scenarios

ACTIVITY 4.1

The role of Ward Committees

Facilitation method: Pairs

- Participants read the three scenarios and respond to the questions.
- Wrap up by referring participants to the contents of the course notes in Chapter 4.



Scenario 1

The ABC municipality is preparing its IDP. The ward councillor and the Ward Committee have informed the community that a meeting will be held on Monday 10th July at 10.00am at the City Hall to discuss the IDP. They send the notice out three days before the meeting. At the meeting the ward councillor and Ward Committee inform the people who attend that they have decided what will be best for the community and they have therefore advised the council about projects that should be included. Some people at the meeting voice their dissatisfaction of the short notice of the meeting and the time, as this is when most members of the community are at work. Others indicate that their need is not for a new shopping complex, although this may create some short-term jobs as outlined in the IDP, but new clinics to service the ever growing informal settlement, as the current clinic is unable to cope with the demand.

Scenario 2

The ABC municipality is preparing its IDP. The ward councillor and the Ward Committee have informed the community that a meeting will be held on 20th July at 7.00pm at the City Hall. The notice is sent out two weeks in advance with the main points that will be raised at the meeting being the main items of the IDP. At the meeting the ward councillor provides an overview of the IDP and asks for responses and comments. The meeting agrees that interest groups should meet to discuss the IDP with their constituencies and then come back in the next week to give their feedback. The date and time is agreed by everyone at the meeting.

Scenario 3

The Ward Committee of ABC municipality regularly attends the council meetings. The Ward Committee has drawn up a roster with the names of the Ward Committee members and the dates they should attend council meetings. These members get copies of the minutes and share the information with other members. Ward Committee members regularly report back to the community. The Ward Committee members use the council minutes to check that the decisions taken are followed through. They liaise closely with their ward councillor and raise issues on behalf of the community with the councillor to take to the council. A recent by-law on public-private partnerships was tabled and the Ward Committee members organised a public meeting to discuss the issue and gave feedback to the council.

Questions for discussion:

- What is different in the scenarios?
- What role has the Ward Committee played in channelling information between the council and community in each?
- Has the Ward Committee played a role in the decision-making process of the council?
- How are the council and ward councillor held accountable?

ACTIVITY 4.2

Ward Committee communication structures

Facilitation method: Pairs

- Participants refer to the diagram on page 61 and the explanation of the model and consider the questions below.
- Take responses from the group
- In pairs participants complete the communication checklist.
- Sum up the discussion by raising the main points in the course notes.



Consider the following:

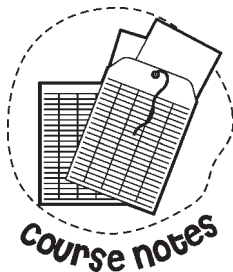
- What participation process does your Ward Committee have?
- What, if any would you change to improve participation in your Ward Committee?

A communication checklist could include:

- ✍ Minutes of council are meeting circulated to the community.
- ✍ The draft by-law is published for comments from the community.
- ✍ Public meetings are held after every council meeting to update the community.
 - What other items would you include in a checklist?

CHAPTER 5

Managing conflict



Introduction

CONFLICT IS PART OF EVERYDAY LIFE. It occurs at the simplest level, that is a decision as to what clothing to put on, or what takes priority in planning your day, a personal quarrel with a relative, friend or colleague to international disputes, political altercations or a battle over resources, which can result in violence and even death. As Ward Committees interact with people with different needs and expectations as well as municipalities with varying available resources, conflict is likely to occur. Ward Committees need to be able to respond to conflict in a constructive way. This chapter identifies the types of conflict that can arise that Ward Committee members may need to respond to. It explores conflict management techniques and provides an introduction to some basic conflict management skills.

5.1 What is conflict?

The starting point for any type of conflict is to identify what conflict is. Conflict is not necessarily negative. In fact conflict can act as a catalyst for change or transformation. The word conflict is derived from the Latin 'conflictus' meaning 'to strike together'. For example, if you strike two matches together you are able to light a fire with which to cook or keep warm. The way in which we respond to conflict will often determine whether the conflict escalates, that is gets worse, or de-escalates, that is minimises the conflict. Many conflicts may not be resolved, but addressing the needs of the people involved will assist in diffusing the situation.

Conflict can be viewed in a negative way and can create situations that are harmful to people. For example, a conflict situation can result in violence, people getting hurt and create stress and fear.

On the other hand, conflict can build group solidarity by clarifying misconceptions and clarifying beliefs. It can be the basis for change and it can build new relationships as people discover and learn what the cause of the conflict is.

'Conflict exists when there is a difference or disagreement between individuals or groups who have opposing ideas, values, visions or perspectives.' Mark Anstey *Managing Change Negotiating Conflict.*

5.2 Causes of conflict

There are many reasons why conflict arises. Some of it may be 'real' and some of it can be 'perceived', that is the way a person/people view a situation.

For example

Mr Nkosi lives in a village where a tap has been installed as not all the homes have running water. The tap is located next to his front gate. People using the tap do not close it properly and it continuously drips. This causes the area to be very muddy and encourages mosquitoes. Mr Nkosi is tired of having a muddy area at the entrance of his house and decides to extend his fence so that the tap is in his yard and locks the gate. The people of the village are furious and come and complain. They express the view that Mr Nkosi is selfish and considers himself more important than the other people in the village. Mr Nkosi feels that the people in the village are inconsiderate and show a lack of concern as he, and his family are inconvenienced because they do not close the tap.

The perception of Mr Nkosi is that the other people in the village are arrogant and inconsiderate. The perception of the villagers is that Mr Nkosi is rude and arrogant.

The Ward Committee is asked to assist when the parties sit around the table and discuss the matter. It is discovered that the real reason for the conflict is that Mr Nkosi is inconvenienced if the tap is not properly closed and, as the children or the elderly people who use the tap find it difficult to close, it is left dripping. The parties agree to dig a ditch around the tap and to repair the tap so that it is easily closed and opened in the short-term and in the long-term all the villagers, including Mr Nkosi, make representation to the municipality to move the tap to a more convenient place.

Several core sources of conflict include:

- Scarcity of resources – for example, the scenario outlined above. Because of the lack of an adequate water supply a tap was installed that inconvenienced everyone. Or for example, there is a shortage of housing and a conflict can arise about housing allocation and the criteria that are applied when allocating housing.
- Identity – Communities may vary in terms of ethnic origin, religion, geographic origin, which may cause conflict. A large influx of people from a particular country whose language and culture is different or from a different province or town, can cause conflict. These communities may be 'seen or perceived' by other members of the community in a negative way.
- Structural imbalances – this is where there are real or perceived differences in ownership or resource distribution. For example, a newly elected councillor may be seen as having access to resources or additional income and regarded with mistrust. Another example may be that the son of a wealthy business person is arrested for drunken driving but released on a warning, whereas the son of a local teacher may be arrested on the same charge and charged in court.
- Differing goals – members of a community may have different goals based on their social, political and/or economic status. Residents in an under-resourced area may

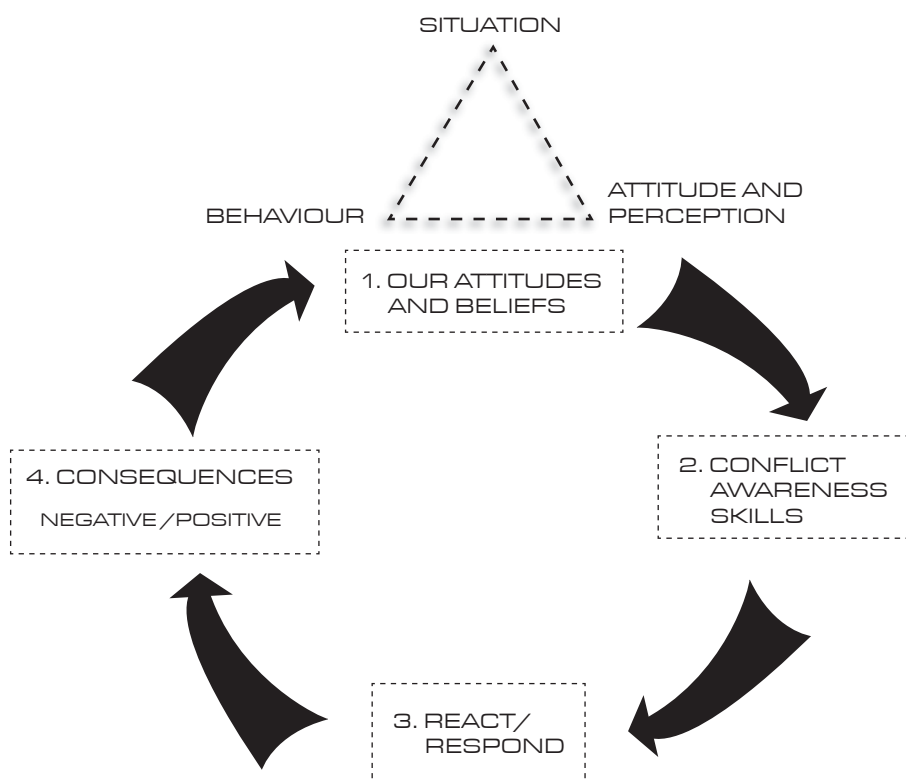
identify the building of a clinic as a priority whereas residents in a more resourced area may feel that more traffic officers on duty are a priority. This can lead to conflict as to how the IDP allocates and identifies projects.

- Co-ordination – conflict can arise as to the appropriate strategy to use to achieve a common goal. For example, all stakeholders may agree that public officials need to offer a more efficient service. Some residents may feel that funds should be provided for more training, whereas others may feel that more computers will assist in resolving the poor service.
- Information – for example, a local council may not make minutes or budgets or financial reports and other documentation available to the community. The community is therefore unable to make an informed decision about what financial assistance is available to build a clinic or school. When they make a suggestion they are advised that there are no funds available but they are unable to challenge the information as they do not have access to accurate information.

Reference!
 Anstey, M. *Managing Change Negotiating Conflict*, Juta and Co Ltd, 2006, pgs 13 to 29

5.3 Conflict cycle

The way we experience conflict influences the way we respond to conflict. There are several phases that make up a cycle of conflict. This cycle can be positive or negative. The cycle is a useful map for thinking about the ways in which conflict operates in people’s lives.



Phase 1 – Attitudes and Beliefs

The conflict cycle begins with our personal attitudes about conflict. These attitudes come from:

- childhood messages we received about conflict
- behaviour modelled by parents, educators and friends
- attitudes presented by the media
- personal experiences.

Phase 2 – Conflict

A situation arises and is responded to in behaviour informed by attitudes and perceptions.

Phase 3 – The response

This is the phase which requires action in the form of a response or a reaction. For example, a response may involve shouting or hitting or talking or choosing to leave the situation. People respond to a conflict influenced by their personal set of attitudes and beliefs.

Phase 4 – The consequence

The response to the conflict leads to a particular consequence or outcome. For example, if a person reacts aggressively, by shouting, the result is that the person who is being shouted at will respond in the same way. Or, for example, if a person avoids conflict and walks away, the problem may emerge again at a later stage as it was not resolved at the time of the conflict.

If we are aware of the way in which we can set about trying to change so that our responses reduce rather than adds to a conflict situation. This can be done by:

- changing the pattern of the way we respond
- reflecting on our behaviour when faced with a conflict so that we respond more positively the next time conflict arises
- demonstrating a willingness to change
- developing the skills to respond to conflict more constructively. For example, the ability to listen, the ability to analyse problems and situations and the ability to convey a message in a non-threatening way.

5.4 Approaches to conflict

People respond to conflict in different ways. While some people may respond in the same way every time, people may use different approaches depending on the conflict situation. The main aim of conflict management is to resolve the conflict in a way that all the parties come away from the dispute feeling positive about the outcome. This can be referred to as a WIN/WIN situation.

Some of the most common ways that people manage and resolve conflict:

- **Power-based approach** – this is when a party uses its real or perceived position of power to try and force its opponent to act in a specific manner. This approach relies on force or coercion to seek a result. For example, security forces arrest demonstrators who have barricaded a road, or a person in authority at work makes a decision that some of the workers are not happy with but are unable to voice their opinion because of the senior position of the person making the decision. Typical actions of a power-based approach may include boycotts, strikes, demonstrations, mass action, the skilful use of the media to attack an opponent, war. This will result in a WIN/LOSE situation.
- **The rights-based approach** – this is when a party to a conflict believes that one of its rights has been infringed and approaches a structure for a decision on the alleged infringement. The mechanisms include courts, litigation and arbitration. For example, the residents of Moutse challenged the cross boundary border judgement transferring Moutse from the province of Mpumulanga to that of Limpopo to court. This resulted in a WIN/LOSE situation.
- **Avoidance** – avoiding conflict is a common response and the hope is that if you ignore the conflict it 'will go away'. Dealing with conflict in a positive way requires skill, self-awareness and willingness to engage. Denial is a common way of avoiding conflict. Although we may feel that we are responding positively, avoiding conflict may result in people feeling frustrated, angry, hurt and resentful with the strong possibility that the conflict will resurface. This results in a LOSE/LOSE situation for all parties involved in the conflict.
- **Consensus or interest-based approach** – this approach views conflict as a natural part of human relationships. This approach does not look at who is 'right' and who is 'wrong' in a conflict situation, but rather finds a solution that is beneficial to all parties. This approach strives for WIN/WIN solution. It uses problem-solving and brainstorming and looks at dealing with conflict in a way that leads to a positive outcome for all.



Ward Committees may find themselves in a situation where they have to respond to conflict. Consider the following situations and what approach has been used.

Scenario 1	Approach
<p>Council has taken a resolution to install household water meter connections following the water wastage. A contractor needs to be appointed to do the work.</p> <p>Response: Instead of opening it up to tender the council decides to appoint contractor X saying it has the authority to do so.</p> <p>What approach has the council used?</p>	
Scenario 2	Approach
<p>It is five months since Ward Committee members have had a meeting. The councillor claims to be busy and Ward Committee members feel left out. A rift is building up between Ward Committee members and the councillor. Community members also feel that the councillor does not take them seriously since he is never available to meet with them or respond to their complaints. The community organises a march to the Council to complain.</p> <p>Response: The council members lock the door when they see the crowd coming and leave through the back entrance.</p> <p>What approach has the council used, what approach has the community used?</p>	
Scenario 3	Approach
<p>Council advertised a tender to supply food parcels to the community. The tender was contracted to an outsider, yet many feel that there is capacity at local level to perform the job. The contractor uses outside people who are not familiar with the area and in some instances the food parcels do not reach the intended beneficiaries. There is poor communication between the contractor, the Ward Committee and the community. Already problems are cropping up on the ground and the community feel that the Ward Committee should do something about the problem.</p> <p>Response: The Ward Committee decides to take the matter to court.</p> <p>What approach are they using?</p>	
Scenario 4	Approach
<p>Council advertised a tender to supply food parcels to the community. The tender was contracted to an outsider, yet many feel that there is capacity at local level to perform the job. The contractor uses outside people who are not familiar with the area and in some instances the food parcels do not reach the intended beneficiaries. There is poor communication between the contractor, the Ward Committee and the community. Already problems are cropping up on the ground and the community feel that the Ward Committee should do something about the problem.</p> <p>Response: The Ward Committee requests the council to call a meeting to discuss the matter and to appoint an independent facilitator to mediate the matter. The council agrees. The meeting runs for several hours but at the conclusion of the meeting they agree that the contractor should be given one month's notice to finish off the work to date and that in the mean time a tender will be prepared and contractors invited to apply. A committee representative of Ward Committee members, councillors and council staff is set up to conduct interviews and consider tenders.</p> <p>What approach has the Ward Committee used?</p>	

5.3 Conflict solving methodologies

The problem-solving model is used to reach a WIN/WIN situation and an important tool in the mediation process.

It is useful to distinguish between the different processes that may be used in resolving conflict:

Mediation

Mediation is a process that is carried out with the assistance of a third party, the mediator or conciliator. It can be voluntary or compulsory in its initiation (for example, a court may order that the parties go to mediation to settle a dispute), but it is always voluntary in its outcome and continuation. The mediator assists the parties to reach an agreement on terms agreed by all parties. It assists the parties in reaching an agreed solution.

Negotiation

Negotiation is a process where parties contending for different outcomes engage in the pursuit of an agreed outcome and in the process may share information, problem solving, compromise, link and trade-off positions and seek, where possible, to reconcile interests.

Joint problem-solving

This is a structured and voluntary joint decision-making process whereby parties meet, with or without the help of a third party, to search for the best acceptable solution to all parties concerned and to work out agreements or resolve actual or perceived differences.

Facilitation

A structured process whereby an impartial third party assists procedurally to improve communication between parties, usually in a meeting setting. This is done by channelling content, enhancing information exchange, and assisting and guiding the process in order that a specific task be accomplished with less difficulty.

Arbitration

Arbitration is the intervention of a third party in a dispute to hear the respective cases of the disputing parties and to make a binding award upon them. Arbitration may be voluntary or compulsory.

Adjudication/Litigation

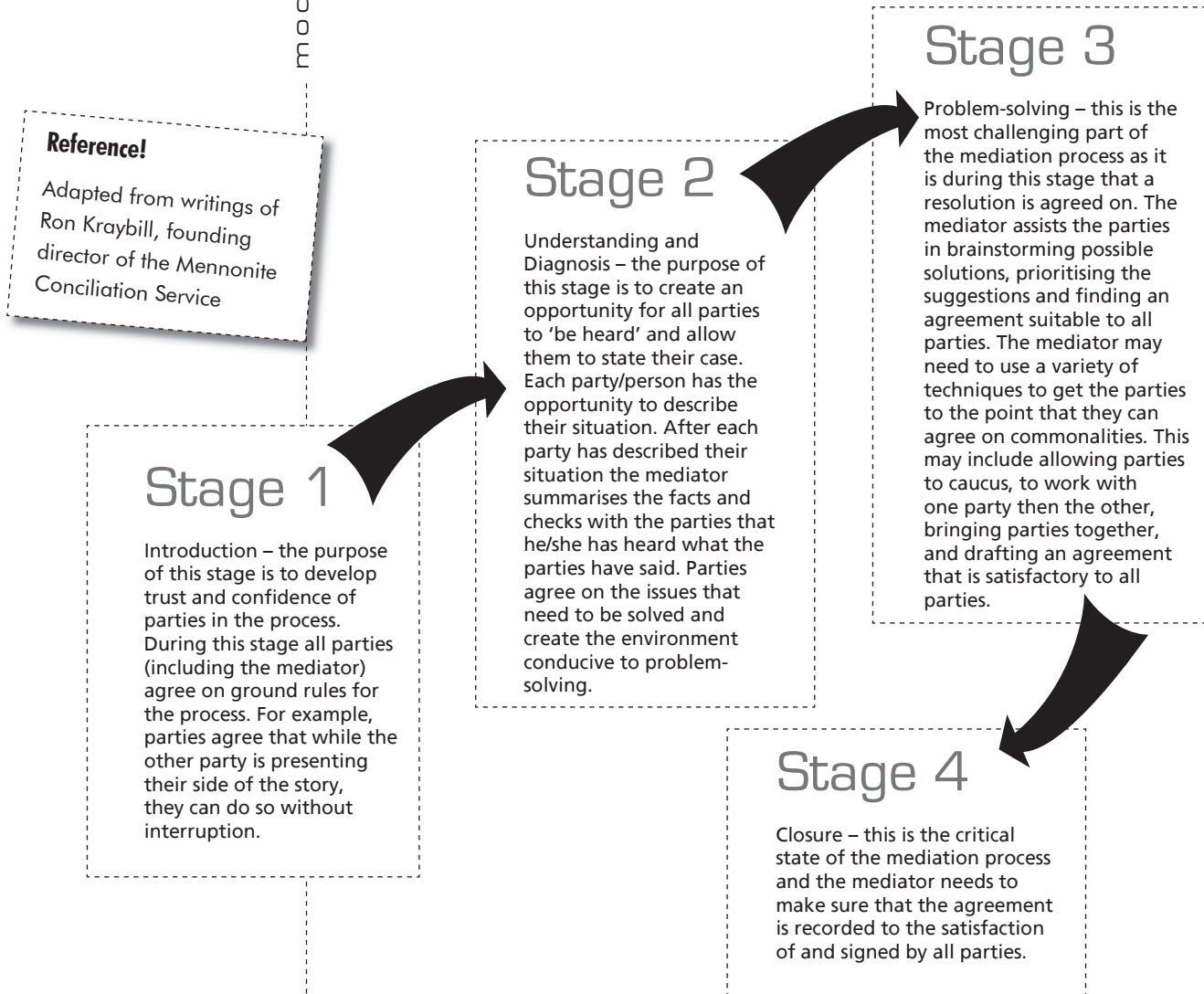
A highly structured process conducted in a court of law, with an impartial judge or magistrate who imposes a final decision after hearing evidence and legal argument from both sides. His or her decision will be based on case law, legislation and legal precedents.

Reference!

Charles Nupen,
International Labour
Organisation

5.6 Exploring the mediation model

The mediation model comprises four basic stages. These are:



5.7 Applying the mediation/ conciliation/ problem-solving model

Ward Committees represent diverse interests and groups. For example, some members may represent a group of ratepayers, others a women's group, others development organisations and others business associations. At the same time Ward Committees need to work together to ensure that the views of the community have a platform for expression and that their views are taken into account in a way that benefits the community. It may not be possible to respond to all the needs, but insofar as possible Ward Committees need to seek the most appropriate and beneficial outcome for the community. Ward Committees may also find themselves in other potential conflict situations with a range of local government stakeholders that they work with, and having the necessary skills to diffuse or reduce or resolve conflict will assist them in carrying out their duties.

The problem-solving model is a useful tool to assist Ward Committees. Let us look at the example below and how it can be applied practically.

Case study

A meeting has been called by the ward councillor and the Ward Committee to discuss proposed projects to be included in the IDP currently being prepared. Some members of the community want a clinic built where there is a large shack settlement, as the residents in the settlement do not have the money to travel to the hospital or other clinics which are some distance away. Another group of residents want the IDP to include provision for upgrading the current taxi rank as it has no toilet facilities or space for hawkers. A third group wants to increase the refuse service to two days a week in the city area due to the amount of refuse on the streets. At the meeting tempers are rather heated and each one of the groups insists that their identified project should be given priority.

Stakeholders include ward councillors, municipal officials, community development workers, members of the community and interest groups.

Problem-solving model

Stage 1 – Introductions

Invite the different groups to identify a spokesperson and invite the spokesperson to introduce his/herself and who they represent. The Ward Committee representative and the ward councillor introduce themselves and their colleagues. Agree on the ground rules with all the parties. For example: allow each group to describe their request; speak through the mediator; no name calling etc.

Stage 2 – The mediator

The mediator allows each group to describe their situation and motivate for their request. The mediator notes all the information and rephrases with each group to ensure that he/she has listened accurately. This also allows the other groups to clarify any points they have with the other groups. The mediator sums up each of the situations.

Stage 3 – Problem-solving model

To ensure maximum participation and progress towards a solution the mediator should test the flexibility of each of the parties' positions: decide on the order of addressing the issues, decide whether separate group meetings are necessary with the mediator; focus on the interests of each group and the expectations, not the position (that is, the stand they are taking); generate all possible options and record them; encourage linkages and trade-offs, for example: possibly establishing a referral clinic and toilets only at the taxi rank and the next IDP include hawker stands and a fully functioning clinic; build on areas of agreement.

Stage 4 – Closure

Record in writing what is agreed ; get all parties to sign; present directly to the IDP Representative Forum.



Reference!

Adapted from Charles Nupen, International Labour Organisation

Conclusion

People, communities, sectors and groups are different with differing interests and priorities. These factors contribute to a dynamic and creative community. Ward Committees need to feel confident and have the skill to handle these different ideas to the benefit of the community.



CHAPTER 5 ACTIVITIES

Time: 4 hours and 45 minutes

Resources: Course notes

ACTIVITY 5.1

What is conflict?

Facilitation method: Pairs

- Conduct the exercise below with participants and facilitate a discussion based on the questions.
- Participants refer to the course notes that outline the different sources of conflict.

Discussion point:

- Potential sources of conflict in participants' wards.

Tasks to be completed:

- Find a partner and face each other. Your task is to move your partner to where you are standing so that you stand where your partner stands.
- Share the following information:
 - What happened when you tried to move your partner to where you were standing?
 - How did you achieve the objective of moving your partner?
 - How did other pairs approach the task?
 - Were there different approaches? If so how were they different and what did they achieve?

ACTIVITY 5.2

The conflict cycle

Facilitation method: Plenary

- Write the word 'conflict' on the flip chart and ask participants to think of the first word that comes to mind when they hear the word 'conflict'. Responses will mainly be negative. Point out that conflict is not only negative. It can be a catalyst for change and get us thinking about choices and how we make them. How we manage conflict is the challenge.
- Take participants through the conflict cycle, using the course notes in Chapter 5 to assist you. At each phase ask participants to think about their own experience.



Tasks to complete:

- Attitude and beliefs – give an example from your everyday life where this has influenced your response to conflict.
- Conflict – identify a conflict that you have experienced, in the workplace, at home, or any other situation.
- React/respond – how did you respond to the conflict?
- Consequences – what were the consequences of your reaction?

ACTIVITY 5.3

Approaches to conflict

Facilitation method: Groups of three

- Explain the different approaches to conflict.
- Participants are divided into groups and consider the scenarios on page 68.
- Due to time constraints pairs can be allocated one or two scenarios to consider.
- Discuss their responses to the task in plenary.



Task for completion:

- Consider the scenarios on page 68 and work with your partner in identifying the approach to conflict used in each of them.

ACTIVITY 5.4

The mediation model

Facilitation method: Groups of four to five

- Ask participants to read through the case study below and then practice the different phases in the mediation model, discuss what takes place in each phase referring to the notes in section 5.6.
- Use the case study for participants to practice each phase. Give them time to do this and then chose a different group to demonstrate how they would tackle each phase. After each phase, invite the other groups to comment on what worked well and give suggestions for improvements.
- Wrap up by summarising each phase.



Case study

A meeting has been called by the ward councillor and the Ward Committee to discuss proposed projects to be included in the IDP currently being prepared. Some members of the community want a clinic built where there is a large shack settlement, as the residents in the settlement do not have the money to travel to the hospital or other clinics which are some distance away. Another group of residents want the IDP to include provision for upgrading the current taxi rank as it has no toilet facilities or space for hawkers. A third group wants to increase the refuse service to two days a week in the city area due to the amount of refuse on the streets. At the meeting tempers are rather heated and each one of the groups insists that their identified project should be given priority.

Task for completion:

- Read through the case study in Chapter 5, 5.6 and practice in your groups how you would deal with each of the phases.

Phase 1 – Introductions

In this phase the mediator introduces him or herself and sets the ground rules.

- Once you have practiced the phase answer the following questions:
 - What do you think your group did that worked well?
 - Do you have any suggestions for improvement?

Phase 2 – Understanding and diagnosis

In this phase the mediator invites each of the different interest groups to present their side of the story.

- Once you have practiced the phase answer the following questions:
 - What do you think your group did that worked well?
 - Do you have any suggestions for improvement?

Phase 3 – Problem solving

In this phase the mediator should make use of the problem solving exercise.

- Once you have practiced the phase answer the following questions:
 - What do you think your group did that worked well?
 - Do you have any suggestions for improvement?

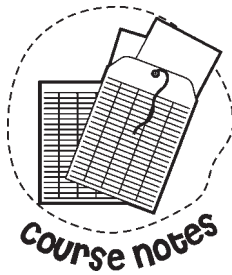
Phase 4 – Closure

In this phase the mediator concludes the process.

- Once you have practiced the phase answer the following questions:
 - What do you think your group did that worked well?
 - Do you have any suggestions for improvement?

CHAPTER 6

Managing relations with stakeholders



Introduction

THIS CHAPTER CONSIDERS THE DIFFERENT ROLE-PLAYERS and their relationship to the functioning of Ward Committees. It also considers appropriate facilitation techniques that can assist Ward Committees in interacting with these role-players.

6.1 Who are the role-players?

There are a number of role-players with whom Ward Committees interact in carrying out their tasks and duties. These include:

On the other hand conflict can build group solidarity by clarifying misconceptions and clarifying beliefs. It can be the basis for change and it can build new relationships as people discover and learn what the cause of the conflict is.

6.2 Managing relationships between stakeholders

Ward Committees facilitate public participation in the process of development, review and implementation management of the IDP. Ward Committees therefore need to have the confidence, knowledge and skill so that they can fulfil this function. The table is a summary of the role-players, their functions and the relationship to the Ward Committee.



Role-player	Function	Relationship with Ward Committees
Ward councillor	Ward councillors are elected onto the municipal council by voters registered in a ward either through the party proportional representation system, these are PR councillors, or as ward councillors. Ward councillors may represent a contesting political party or stand as independents or representatives of an interest group, such as a ratepayers' association.	Ward councillors chair Ward Committee meetings and are responsible for convening public meetings. Councillors are the link between the community and the council and are accountable to their wards. The Ward Committees provide the link between the community and the councillor.
Mayor	The mayor is elected by the council to co-ordinate the work of the council. The mayor performs any ceremonial functions and duties delegated by the council. An executive mayor has all the executive powers.	Ward Committees may not be directly involved with the functions of the mayor but as the person with the overall responsibility of the council, Ward Committee members can ensure that the mayor is up to date with community issues.
Speaker	The speaker is elected by council and is the chairperson of the council who presides at meetings. (Smaller municipalities may not have an elected speaker).	Although there is no direct relationship with the speaker, Ward Committee members will have contact through council meetings and events.
Committees: *Collective executive or mayoral	The collective executive committee is elected by council and the mayoral committee appointed by the executive mayor. Both committees are chaired by the mayor. These committees are made up of councillors with specific portfolios.	Ward Committees can assist the committees in providing information on specific topics where necessary.
*Standing committees	Standing committees correspond with departments of the municipality and can be established by a council if necessary.	
Municipal manager and staff	The municipal manager is appointed by the council on a five year performance management contract. S/he is head of the administration of the council and is responsible for managing the finances, and hiring and disciplining staff. Municipal officials work for the administration and implement the policies of the council.	As outlined in Chapter 3 Ward Committees play a role in managing the performance of municipal officials. Ward Committee members therefore need to interact closely with municipal staff. In addition, Ward Committees can take up reports of poor service or performance of municipal staff.
Community development workers	CDWs are community-based resources people who work within communities from where they are selected, where they live and to whom they are answerable for their activities. They are supported by a range of government departments, particularly local government.	Ward Committees need to work closely with CDWs as both the Ward Committee and CDWs are the link between the community and the council
Community interest groups and organisations and residents	Give feedback and input into council processes to ensure service delivery.	Ward Committees are the link between the community and the council and represent the needs and aspirations of the community. They provided feedback to the community and gather information from the community and relay this to the council and the councillors.

6.2.1 Facilitation skills

A facilitator takes the lead and manages a process. Ward Committees may be called upon to facilitate a meeting so that they can get community input into the Integrated Development Plan or in the formulation of a Performance Management System.

Some skills that can assist a facilitator include:

Dignity – engagement with all stakeholders should be based on mutual respect, equality and dignity.

Leader – a facilitator guides and manages the process, provides structure to a meeting or process and takes responsibility for the outcome.

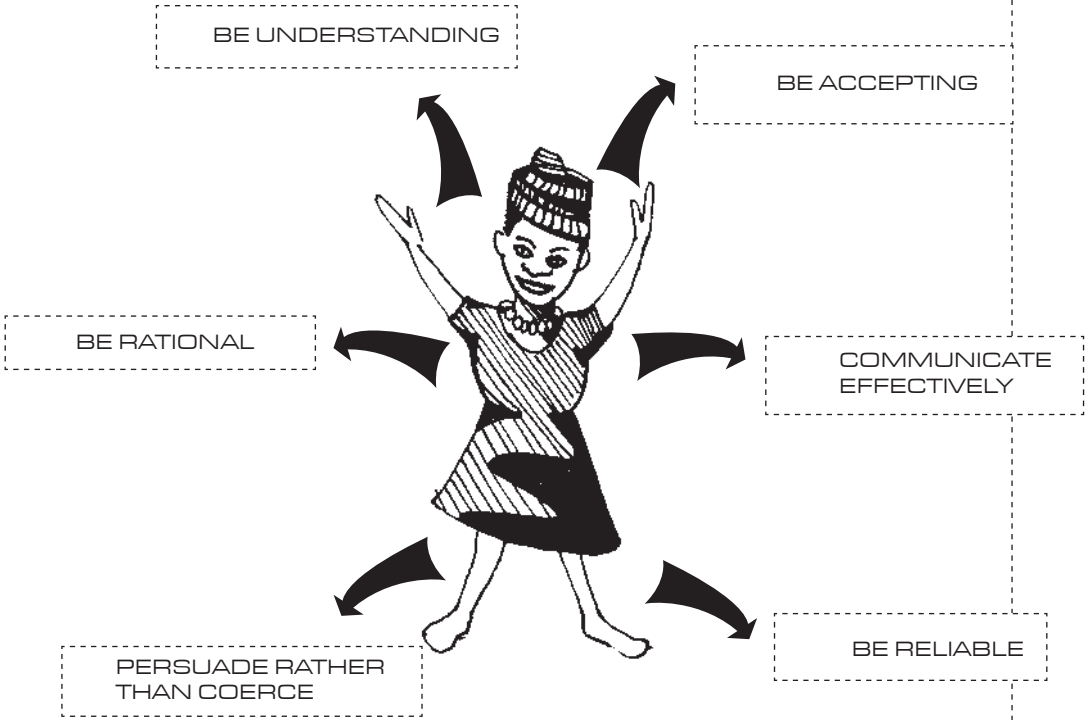
Mediator – a facilitator is an enabler and may need to intervene to ensure that the process achieves the desired outcome. The facilitator is also a conflict resolver.

Listener – facilitation requires listening skills, see Chapter 2 for more information on listening skills.

Change agent – the Ward Committee involves the community in deciding on local government policies and plans as the involvement of the community is vital in determining the needs of the community in all stages of the planning process.

Facilitate means to promote, help or make easy – Oxford Dictionary

Dealing with people



A facilitator contributes to the effectiveness of a meeting by:

- being a good listener
- helping to define the overall goal of the meeting, as well as specific objectives
- helping the meeting keep discussion on track, so that meetings and conversations are effective
- making accurate notes that reflect the ideas of the members
- helping the group communicate effectively
- create a yes! environment, which is proactive, open to new ideas and solution oriented.

6.2.2 Facilitating meetings

Well run, effective meetings need preparation and careful planning. They need to have a purpose and the person/s running the meeting need to have a clear purpose that they want to achieve. Ward Committees may need to consult with a particular or more than one stakeholder when planning a meeting. For example, if it is a meeting to discuss the IDP it will be necessary to discuss this with ward councillor who also needs to attend the meeting and relevant officials so that the Ward Committee has the relevant information for the meeting.

Consider the following when planning a meeting:

Goals – the person/s convening the meeting need to have a clear goal in mind. Some meetings, such as Ward Committee meetings are convened on a regular basis with a set agenda and new items are added to the agenda. However, Ward Committees may call other meetings for a specific reason. For example: a meeting to consider the input for the Integrated Development Plan, or a meeting to consider a plan to build a new road through a particular area. A meeting is not a goal in itself.

Site – choose a site convenient to those attending the meeting, which could include members of the community, or an expert who is going to give information to the meeting, the ward councillor etc. An appropriate site or venue should be: accessible, familiar, have adequate facilities.

Time – the time has to be suitable to those who will be attending the meeting. For example, if it is necessary to have an expert to give information at the meeting, the availability of the person needs to be checked beforehand and the time agreed with him or her.

Decision-making – decide and agree with the participants at the meeting the process for decision-making. For example, if a choice is to be made will it be by a vote, will the vote be secret, will it be by consensus. Agreement needs to be made before the discussion starts so that everyone is aware of the process.

A well run meeting requires:

- An understanding of the goals of the meeting.
- Keeping the meeting on the agenda and moving forward.
- Involving everyone in the meeting. This involves controlling the domineering people and encouraging those who are shy.
- Making sure that the decisions are made democratically and the process for decision-making are agreed beforehand.
- Listening carefully to what people are saying.

Conclusion

By working together with local citizens and partners, councillors and officials, Ward Committees are better able to deal properly with problems and issues in the community and of being accepted by the community.



CHAPTER 6 ACTIVITIES

Time: 2 hours

Resources: Course notes

ACTIVITY 6.1

Identifying the role-players

Facilitation method: Plenary and groups of 5

- Refer to the notes on page 78 and explain that there are different stakeholders in the community that have different functions and relationships to the Ward Committee.
- Draw 3 columns on the flip chart with the following headings.



Role-player	Function	Relationship to Ward Committee
-------------	----------	--------------------------------

- Before dividing them into their groups invite participants to identify the different role-players and write them up in the first column. Refer to page 83 for the full list.
- Participants complete the table in their small groups.
- In plenary the participants share their responses.

Task to be completed

- Complete the following table

Role-player	Function	Relationship to Ward Committee
-------------	----------	--------------------------------

ACTIVITY 6.2

Facilitating meetings

Facilitation method: Plenary and pairs

- In plenary participants identify the skills required for an effective facilitator. Record on the flip chart. Refer to the notes on page 85 to top up.
- In pairs the participants consider the questions below.
- Take responses from the participants in plenary and refer to the course notes on page 87 to assist you.



Questions to consider:

- What are the skills a facilitator needs to run an effective meeting?
- What factors would you consider when planning a meeting to ensure that it runs well?

C

Administrative Annexures

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3. Employer details

3.1 Registered name of employer				
3.2 Trading name (if different from 3.1)				
3.3 Are you the lead employer?	Yes		No	
3.4 Physical address				Code
3.5 Postal address				Code
3.6 Full names of contact person				
3.7 Tel number & code			Fax number & code	
3.8 E-mail				
3.9 Registration number & codes	SIC		SARS	
	SETA			

4. Training provider details

4.1 Registered name of training provider				
4.2 Trading name (if different from 4.1)				
4.3 Are you the lead training provider?	Yes		No	
4.4 Physical address				Code
4.5 Postal address				Code
4.6 Full names of contact person				
4.7 Tel number & code			Fax number & code	
4.8 E-mail				
4.9 Registration number & codes	SIC		SARS	
	SETA		SAQA	

Signatories

Date.....

Training provider's signature

.....

REPORT ON THE DECLARATION OF COMPETENCY FOR THE SKILLS PROGRAMME

module six

Title of the Skills Programme	
Commencement date of the Skills Programme	
Date of completion	
Name of registered assessor training provider	
Registration number	

COMPLETENESS OF THE PORTFOLIO OF EVIDENCE AND DECLARATION OF COMPETENCY

Name of Learner:

Declaration by the training provider:

.....

The 'Portfolio of Evidence' has been checked and is complete with respect to

- Knowledge test (carried out after theory training)
- Report about workplace experience

The Skills Programme is covering the following unit standards:

.....

with a total of credits

Assessment decision

The learner is declared (Indicate the decision with a tick)

- Competent
- Not yet competent

Date of assessment:.....

Remarks:

Signature:

EVALUATION OF INDIVIDUAL ASSIGNMENT BY THE TRAINING PROVIDER

module six

Name of Participant:

Municipality:

Type of evidence submitted:

Date of Submission:

--	--

Validation of assignment by the training provider:

Note: Please evaluate the evidence by indicating whether the evidence meets the criteria as listed below.

Authentic
Evidence that it is the participant's own work

Current
Evidence from the workplace not older than 12 months

Sufficient
Enough evidence to make a competency judgment

Valid
Evidence that it is related to the assignment

The submitted document meets the requirements:

Yes

No

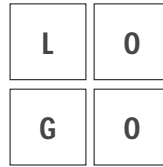
Comments or additional action required:

.....

Date:

Signature of training provider/assessor:

RECOMMENDED FORMAT OF CERTIFICATE



[Insert logo of training provider]

CERTIFICATE FOR A SKILLS PROGRAMME FOR

[Title of the Skills Programme]

THIS IS TO CERTIFY THAT

I.D.:.....

HAS BEEN ASSESSED COMPETENT IN THE SKILLS PROGRAMME COVERING THE FOLLOWING UNIT STANDARDS

US:.....

US:.....

US:.....

[Please indicate the number and the title of the unit standards]

With a total of.....credits

Signature Training Provider

Endorsed by LGSETA_ETQA

DATE OF ISSUE

Module

6

COMMUNICATION, FACILITATION WORKBOOK & GUIDE & DEALING WITH CONFLICT



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