



## DEMOCRACY AND GOVERNANCE

The representation of women in local government  
is closely linked to their participation in politics and  
public administration more generally

During 2003/04, Democracy and Governance (D&G) was principally engaged in projects in two major areas: first, democratisation in South Africa and the wider Africa region; and second, public service, local government and delivery. At the end of March 2004, the Research Programme had some 16 researchers (one of whom was on full-time secondment to the South African Development Education Trust and another who was part-time) distributed across Pretoria, Bloemfontein, Durban and Port Elizabeth. D&G remained the only representative of the HSRC in Bloemfontein.

### Current and recently completed projects

During the year, D&G undertook a remarkable array of research projects for a diverse range of clients and funders which included:

- Academy for Educational Development;
- Atlantic Philanthropies;
- The Canadian International Development Agency (CIDA);
- CARE South Africa-Lesotho;
- The Department of Arts and Culture (DAC);
- The Department of Provincial and Local Government (DPLG);
- The Free State Provincial Economic Advisory Council (PEAC);
- The Food and Agriculture Organisation (of the UN) (FAO);
- The Ford Foundation;
- The Konrad Adenauer Foundation;

- The Mott Foundation;
- The Nelson Mandela Foundation (NMF);
- The Office of the President;
- The South African Local Government Association (SALGA); and
- The United States Agency for International Development (USAID).

Research partners included individual scholars and research centres from universities, consultancies and non-governmental research organisations.

In the field of **Democratisation**, undertaken largely by researchers in Pretoria, Durban and Port Elizabeth, major projects included:

The publication of *State of the nation: South Africa 2003/04*. Co-edited by John Daniel, Adam Habib and Roger Southall, and published by HSRC Press, this collection of original essays reviewing contemporary developments in South Africa was promoted by book launches in Cape Town, Durban and Pretoria which attracted substantial media attention. The book rapidly moved into two reprintings for a total run of 2 000, which is excellent for academic books in South Africa, and attracted highly encouraging reviews. Based upon the success of the first annual volume, Michigan State University Press agreed to co-publish the second edition, the workshop for which (involving over 30 contributions) was held in March 2004.

D&G also co-ordinated a workshop on **The Political Economy of South Africa** for the Leeds University-based



Voters queue for the April 2004 elections in Pimville, Soweto.

*Review of African Political Economy*. This will be published as a special issue of the journal in May 2004.

Meanwhile, D&G also co-ordinated the publication by HSRC Press of *Limits to Liberation in southern Africa: The unfinished business of democratic consolidation*, edited by Henning Melber of the Nordic Africa Institute, which had previously appeared as a special issue of *The Journal of Contemporary African Studies*.

Commissioned by SALGA, *Guidelines to enhance the representation and participation of women in local Government in South Africa* by Kristina Bentley, Janet Cherry and Kealeboga Maphunye, examined how municipalities could implement strategies to give effect to the greater representation and active participation of women. It was argued that the representation of women in local government is closely linked to their participation in politics and public administration more generally. The report concluded that the under-representation of women in local government needed to be addressed with urgency.

*The "Health" of the Non-Profit Sector: A Case Study Analysis* by Seán Morrow and Vino Naidoo entailed a detailed examination of CARE South Africa-Lesotho, with particular regard to the significance of leadership, impact and partnership to the health of non-profit organisations.

*Mandela, South Africans and the Burundi peace process*, undertaken on behalf of the NMF by Kristina Bentley and Roger

Southall, was subject to continuous updating and analysis of a highly fluid peace process. Examining the contribution of South Africa to the winding down of the violent civil war, which has raged intermittently since 1993, the final report offers a guardedly optimistic assessment of the prospects for an increasingly inclusive settlement. The report will be published by the HSRC later in 2004.

Projects that are currently in progress include: **Taking Democracy Seriously: The Political Attitudes of COSATU Workers**, undertaken by Janet Cherry, Vino Naidoo and Roger Southall with the Sociology of Work Unit (SWOP) of the University of the Witwatersand; **The Corporate Mapping of South Africa's Expansion into Africa**, undertaken by John Daniel and Jessica Lutchman; **The Historical Biographies of South African Women**, undertaken by Janet Cherry and Arlene Grossberg, together with external project leader Nomboniso Gaza and external historians; research on **Local Government and Civil Society in the Eastern Cape**, by Janet Cherry, in collaboration with the University of Fort Hare; and **Auditing the Realisation of Democracy and Human Rights in the Context of Rural Land Reform in South Africa**, which is being undertaken by Maxine Reitzes and Michael Aliber of the Integrated Rural and Regional Development Research Programme for the European Union and the Organisation for Economic Co-operation and Development (OECD). Seán Morrow,

who joined D&G following the dissolution of the Education Policy Research Programme, brought with him participation in projects on **Rural Education and Poverty** and **Educational NGOs in South Africa**, whilst also completing his co-authored book on **SOMAFCO, the ANC School in Tanzania**. D&G is also a contributor of chapters to the Surveys, Analysis, Modelling and Mapping Research Programme's *South African Social Attitudes Survey*, the first edition of which will be published later in 2004.

Finally, to promote debate around the general elections of 2004, D&G formed a partnership with the Centre for Policy Studies, the Centre for Public Participation and the Institute for Democracy in South Africa to produce four issues of *Election synopsis*. This featured short and punchy analytical articles, centred around the four themes of public participation; politics and identity; party manifestos, campaigns and lists; and the results and their implications.

Work in the field of Public Service, Local Government and Delivery, which was led out of the Bloemfontein office, included research on the **Revision of Schedules 4 and 5 of the Constitution** in collaboration with local consultants to analyse the current system of allocation of powers and functions to municipal, provincial and national government. Led by Doreen Atkinson, the project included contributions made by Ntobeko Buso, Daniel Pienaar and Anja Benseler, and built upon the **Intergovernmental Relations Project**, which had been previously completed by Maxine Reitzes, Anja Benseler, Vino Naidoo and Marlene Roefs. The report, which was submitted to the DPLG, argued that the Schedules should contain a developmental vision, not necessarily listing specific functions, but stipulating the kind of roles which municipalities should play in all developmental functions.

Commissioned by Organisational Development Africa (part of the USAID-supported Hologram Network housed in DPLG), **Municipal Administrative Restructuring in Non-metropolitan Areas** examined the restructuring of municipal head offices, the achievement of strategic planning and inter-departmental co-operation in non-metropolitan areas, the role of outlying offices (satellite towns) in promoting community-based development and the relationships between municipalities and their residents (i.e. client service). Led by Doreen Atkinson, key fieldwork was undertaken by Shai Makgoba, Daniel Pienaar and Ntobeko Buso.

**Municipal Commonage Administration in the Free State and Northern Cape: Can municipalities in the current local government dispensation promote emerging farmers?**, undertaken by Ntobeko Buso and Anja Benseler, sought to establish whether municipalities are able to utilise commonage

land to promote emerging farmers so that they become viable commercially, and how such a transformation may promote local economic development.

As part of the Ten Year Review for the Office of the President, Daniel Pienaar and Ntobeko Buso undertook an **Evaluation of Service Delivery in Colesberg** as part of a wider assessment of the impact of Government delivery in specific localities. A major intention was to help the policy process to review priorities for Government delivery, in order to improve targeting and contribute toward cost-effective Government spending. The research was intended to provide the necessary management information as to how Government interventions are felt on the ground.

Farm workers are one of the most marginalised social groups in South Africa. Due to the geographical dispersion of farms, farm workers live and work on private land owned by the farmer. They are dependent on the latter to provide their basic services such as accommodation, sanitation and electricity. Gaining access to social services such as legal and health advice, education and counselling is often very difficult. Several reports compiled by external consultants and D&G addressed the above-mentioned service-delivery gaps. These included: *A Philippolis Case Study of Farm Worker Development*; *Farm Worker Representation in Municipal Ward Committees*; *Municipal Service Delivery to Farm Workers in the Free State*; *Civil Society Organisations' Involvement of Service Delivery to Farm Workers*; *Farm Worker Training and Empowerment Projects*; and *The Rural Foundation* (as an example of organised service delivery to farm workers).

A major project building upon this work was **The Role of Farm Workers' Unions in Land Reform**, undertaken on behalf of the FAO as part of a comparative study of Ghana and South Africa. In the context of rapid labour shedding in agriculture due to liberalisation of tariff policies and withdrawal of state support to commercial farms, farm workers' unions have not been well received in organised agriculture and are generally poorly resourced and undercapacitated. The study, undertaken by Daniel Pienaar and Jeff Zingel, recommended that all national, provincial and district functions in land reform should be better resourced and organised to address farm workers' needs, while the unions should be capacitated to drive the land reform needs of members more systematically through a combination of directed FAO, donor support, and partnerships with NGOs.

Doreen Atkinson and Jeff Zingel were invited by CIDA to design the proposals for a three-year programme of support into commonages in two provinces. The approach adopted for **A National Pilot Programme for Commonage Development** was to turn the potentially piecemeal effect of policy originally



conceived by the Departments of Land Affairs and Agriculture towards a more complementary and integrated investment strategy. This now addresses the different needs of different categories of commonage users and aims to "free up" peri-urban land and to make the Land Redistribution for Agricultural Development (LRAD) facilities more accessible to commonage users, as well as spatially and therefore economically more effective.

Jeff Zingel and Doreen Atkinson also utilised baseline funding to design a national framework for the establishment of a **Small Town Network**. Small towns face alarming challenges regarding urbanisation and local economic development in a national and provincial context where current policies are largely geared to support the stimulation of the metropolises in line with a highly contentious export-led growth strategy. The parties to the small town network will design a programme budget for a national support function to small town development interests which will combine advocacy, research, "best practice" learning, dissemination and project development.

Doreen Atkinson and Anja Benseler joined an externally-led team to undertake an **Evaluation of the Consolidated Municipal Infrastructure Programme (CMIP) and Local Economic Development (LED)** for DPLG. The main purpose of the project was to evaluate the Consolidated Municipal Infrastructure Grant and the Local Economic Development Programmes.

Commissioned by the PEAC and undertaken in collaboration with Rhodes University academics, **Evaluation LED in the Free State Province** examined the status quo with respect to LED in the Free State and the impact it is having on local communities. The study revealed that a series of key constraints related to shortages of funds, staff, skills and resources are impeding the widespread and successful implementation of LED at all levels. Furthermore, there is confusion regarding whether LED is about poverty relief or economic growth. The project was undertaken by Shai Makgoba and Doreen Atkinson.

Commissioned by SALGA and undertaken by Shai Makgoba, **District Management Areas: A case study of Siyanda District Municipality, Northern Cape District Management Area (DMA)** was a pilot study for the District Learning Network (DLN) of the Hologram Programme, a 16-member network of District Municipalities in South Africa. From the report it was clear that Siyanda District Municipality (DM) in Upington has been recognised as a District Municipality that has successfully managed to deliver quality services to its DMA. The study outlined how and why Siyanda DM has been successful as a developmental municipality.

**Evaluation of the process of compiling the Free State Developmental Plan (FSDP)** for PEAC was designed to provide recommendations for consultation during future policy plan-

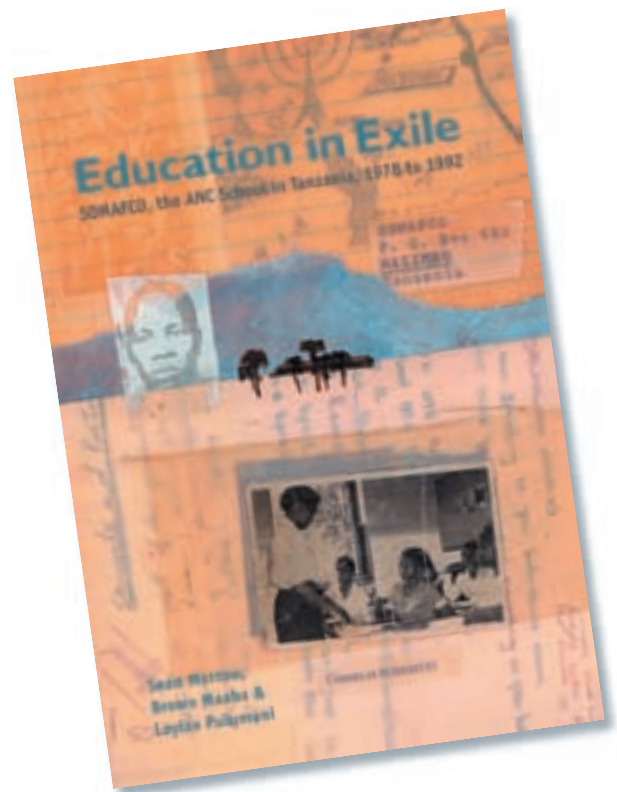
ning processes. The FSDP for 2002–2005, drafted in 2001, provides a provincial strategy to direct effective service delivery by the provincial Government. The evaluation, by Doreen Atkinson, Marlene Roefs and Shai Makgoba, argued that the consultative drafting of the FSDP had demonstrated that consultation should be an integral part of the entire policy cycle if a unified approach to development was to be attained.

### Publications

During 2003/04 researchers with D&G were responsible for the publication of: one co-authored book, one co-edited book, articles in peer-reviewed journals, chapters in books published by the HSRC, chapters in books produced by external publishers and numerous newspaper articles and book reviews.

### Future developments

Professor Southall stood down as Executive Director in favour of Professor Adam Habib from 1 April 2004 in terms of the HSRC's strategy to improve representivity. Under Professor Habib's leadership, D&G will seek to improve long-term financial sustainability by developing large-scale anchor projects for external funding in such areas as "race and redress", "South Africa in Africa" and "rural women's rights".



**Executive Director** (until 31 March 2004)

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