INTERNAL EVALUATION REPORT

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PLANACT'S SOCIAL FACILITATION INTERVENTION METHODOLOGY IN COMMUNITIES AND ITS EFFECTIVENESS

A Case Study Of Spring Valley Informal Settlement (2011-2016)

ACKNOWLEDGEMENTS

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ACRONYMS

ANC	African National Congress
DA	Democratic Alliance
GEAR	Growth, Employment and Redistribution strategy
IDP	Integrated Development Plan
SALGA	South African Local Government Association
UDPs	Urban Development Plans

PART A: Executive summary, social facilitation in context and purpose

1. OVERVIEW OF PLANACT

Planact is a non-governmental organisation established in 1985 by a group of urban development professionals committed to social and political transformation in South Africa and mainly concerned with built-environment issues such as housing and basic services delivery. Its mission is to *facilitate community development processes that enhance participatory governance at the local level, improve people's living conditions and alleviate poverty.* The organisation works mainly in the urban areas of South Africa's Gauteng and Mpumalanga provinces, empowering people who lack decent living conditions, improving their environment and alleviating poverty.

Planact's programmes are supported by the donors: RAITH Foundation, MISEREOR, Oxfam International, National Lotteries Commission, Open Society Foundation, the International Budget Partnerships and the European Union. The RAITH Foundation, an organisation concerned with systemic injustice and unfairness in South Africa, has been funding Planact's participatory governance and integrated human settlement programmes in Spring Valley and Leandra informal settlements since 2013. Planact received a grant of R3 689 059 (over 3 years) from The RAITH Foundation, a donor that encourages continuous learning for the purpose of improving strategies and performance and promotes a culture of engagement and evaluative thinking. To achieve this objective the Foundation furthermore provided eight of its grantee partners with small grants to deliver strategic evaluative projects. Planact therefore received a grant of R25 000 from the Foundation to conduct an evaluation of its Social Facilitation process in Spring Valley, a methodology used to implement the programmes.

2. EXECUTIVE SUMMARY

The Social Facilitation process is an intervention methodology that Planact uses to implement its core programmes, namely, participatory governance, integrated human settlements and community economic development. In 2012, Planact was funded by MISEREOR to assess the effectiveness of capacity building programme for communities and participatory urban development processes for poverty alleviation and sustainable settlements (Gotsch and Weideman 2013). The previous evaluation demonstrated that Planact's programmes benefited communities and municipalities and produced the intended outcomes. The current evaluation funded by the RAITH Foundation, focuses on the Social Facilitation intervention methodology that cuts across all Planact's programmes. The evaluation findings illustrate that the execution of the Social Facilitation methodology in Spring Valley informal settlement improved the community's capacity to mobilise and engage with the municipality on service delivery. This

community rates Planact's institutional support favourably and believe that in the absence of the intervention, the Municipality of Emalahleni would have evicted the community from Spring Valley, because it classifies it as an illegal settlement. The findings furthermore show that the Spring Valley Development Committee is operational and involved in addressing the community's needs. Committee members attribute the effectiveness of the committee to Planact's Social Facilitation methodology, in particular, workshops and institutional support. Their concern though are the internal conflicts emanating from political differences and poor communication which impinges on the development of the community.

Undoubtedly, the workshops conducted by Planact remain important aspects of the Social Facilitation intervention methodology. The evaluation results indicate that the workshops improved the community's knowledge on local governance, development and community participation. Workshops on leadership skills, conflict management and administrative skills enhanced the capacity of the Spring Valley Development Committee (Please see pictures in appendices).

A major finding of this evaluation is that the unproductive engagements between the municipality and the Spring Valley Development Committee frustrate Planact and residents of Spring Valley. They assert that the municipality lacks commitment to addressing the community's needs (poor basic services and insecurity of tenure). However, social actions such as protests, resulted in water infrastructure provision and resisting community eviction[1]- interim remedial interventions. This report concludes that Planact moderately achieved the outcomes of the social facilitation methodology in Spring Valley.

The report presents recommendations based on the evaluation findings and the analysis, thus aims to improve the Social Facilitation methodology's outcomes in the future:

I)   Planact should periodically assess the needs of the communities and identify skills required by the communities
II) Planact should review its workshops and consider providing additional workshops that can improve skills development and social cohesion.
III) Planact should promote continued transfer of information and knowledge acquired by participants during the workshops to the community and consider including as many community members as possible in workshops.

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[1] An exception is the issue of 650 households who agreed to relocate to Klarinet. The Municipality built approximately 5000 RDP houses in Klarinat to house relocated residents (Municipal Official - Housing Department, 2016).However, many residents did not want to relinquish the already established various economic opportunities sustaining their livelihoods thus resisted the imposed relocation (Simelane 2016)

IV) Planact should consider setting up a site office in Spring Valley to encourage a quick response on community's concerns and easy accessibility by other development partners and municipalities.

V) Planact should increase a budget for social facilitation costs incurred by local committee members, especially those related to telephone calls, printing, and stationery and transport costs.

VI) Planact should involve the relevant government departments from initiation to evaluation of its Social Facilitation process to enhance government's understanding of the intervention and refrain from viewing Planact's programmes as being parallel to its work.

3. THE RELEVANCE OF EVALUATION

Planact considers monitoring and evaluation an integral part of its work, carried out frequently to improve the quality of services it renders to communities and retain donor confidence in the organisation. Planact therefore formulates programme objectives, intervention methodologies and evaluation indicators to ensure that monitoring and evaluation exercises are effectively undertaken. Project activities are also clearly spelled out because they are an important component contributing to performance targets. In addition, these components enable managers, funders and programme coordinators to assess the success of the different programmes and methodologies implemented in project areas.

Planact's strategic management approach focuses on reviewing its strategy and monitoring its programmes. Whenever performance measures indicate failure to reach targets, the management adjust their strategies. One of the challenges that the organisation faces with regard to evaluation pertains to those services that are intangible and have unpredictable outcomes. In spite of this limitation, Planact evaluates most of its programmes to determine their effectiveness and devise strategies to enhance the relevance and quality of work. In the case of intangibles Planact strives to concretise and pin down the project outcomes as far as evaluatively possible. This evaluation assesses the effectiveness of the Social Facilitation process in Spring Valley informal settlement at Emalahleni Municipality, Mpumalanga Province.

The following set of evaluation questions drives the assessment of the social facilitation methodology in Spring Valley.

I) What are the components of Planact's Social Facilitation process implemented in Spring Valley informal settlement?

II) To what extent have the three components (establishment of community structure, activating workshops on local government processes and coaching and mentoring the community and the leadership) been implemented in Spring Valley

during the process of engaging the Municipality of Emalahleni to deliver basic services?

III) How can Planact improve the Social Facilitation process implemented in informal settlements to promote engagement between the communities and municipalities on basic services delivery?

4. CONTEXTUALISING A SOCIAL FACILITATION METHODOLOGY

South African legislation recognises ward committees as representative of the residents of the wards (South African Constitution Act 108 of 1996). Wards are community based committees chaired by the municipal ward councillor. The ward councillor and the associated ward committee are intended to link the municipality with the community. These committees are required to work with communities, the ward councillor and council, to address the needs of communities (Local Government Municipal Structure Act 117 of 1998) However, many residents doubt the performance of ward committees and councillors and resort to unofficial structures to address their needs. The Spring Valley Development Committee was established to fill such a gap identified by the Spring Valley residents. In many places, ward committees are not functioning or are functioning poorly (piper and Deacon 2009). However, in other areas, ward committees are integrated into the community and council activities and add value to governance at ward level. Spring Valley informal settlement does not have a ward committee, therefore the Spring Valley Development Committee assumed the role of ward committee. Although Planact found the Spring Valley Development Committee functioning, it was poorly organised and lacked capacity to perform its functions. This evaluation assesses the Social Facilitation methodology in promoting participatory local government in Spring Valley.

5. STRUCTURE OF THE REPORT

This report is structured in five parts. Part A presents the executive summary, background to the evaluation, contextualisation of the social facilitation methodology and objectives. Part B details the evaluation methodology and legislative framework.

Part C presents the case study of Spring Valley and findings of the evaluation. Part D Conclusion and implication of the findings. Part E provides recommendations based on the findings.

6. SOCIAL FACILITATION METHODOLOGY AND PROGRAMMES

Planact's Social Facilitation methodology is used to execute its core programmes, namely, participatory governance, integrated human settlements and community economic development. **The Participatory Governance Programme** has three sub-programmes: Participatory Budgeting, Performance and Accountability, and Active Citizenship. The Participatory Governance Programme aims at improving access of vulnerable citizens to acceptable housing with security of tenure and basic services. The **Integrated Human Settlements Programmes** has three sub-programmes, namely: Informal Settlement Upgrade, Inclusive Inner Cities and Strengthened Social Movements. Under this programme, communities are informed, trained and supported to achieve improvements in their quality of residence. The **Community Economic Programme** has two sub-programmes and they are: Community-based Organisational Development and Livelihood Improvement. The Community Economic Programme promotes communities' access to available resources to improve their livelihoods. Social Facilitation methodology cuts across the three core programmes, and this evaluation focuses on establishing its effectiveness in regard to the participatory governance, as evaluated in the case study of Spring Valley.

Figure 1: Emalahleni in the Provincial context
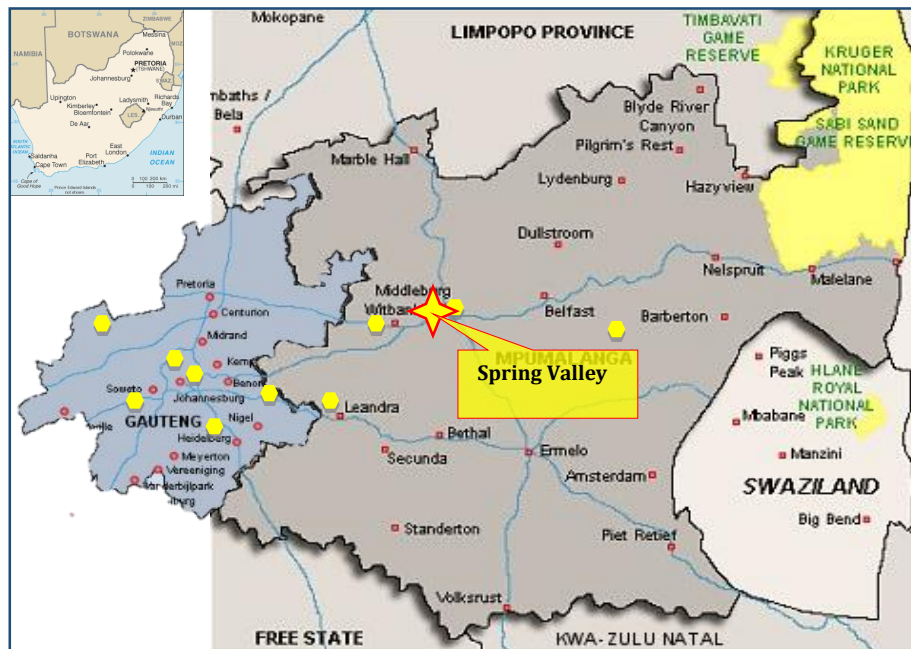
Planact's Participatory Governance Programme (the first of its three core programmes) focuses on developing the capacity of low-income communities to voice their needs in local government planning and development processes. Planact works with disadvantaged communities to improve their engagement with national and municipal processes. Specifically, it promotes the involvement of communities in influencing policy formulation and implementing local government processes such as the Integrated Development Plan and Municipal Budget, for the purposes of improving basic services delivery. This programme is implemented in communities located in Gauteng and Mpumalanga provinces and these communities include Cosmo City, KwaZenzele, Thembelihle, Jabulani, Leandra and Spring Valley.

The participatory programme covers the following activities:

I) Formalising community representative structures. Planact mobilises communities and facilitates establishment of community leadership structures to lead the process of identifying and articulating local needs to municipalities and other states institutions.

II) Building capacity for communities to engage with municipal development processes such as the Integrated Development Plan and Municipal Budgets. The communities (supported by Planact), initiate and conduct negotiations with relevant municipal councils on issues of formalising land tenure and upgrading projects in informal settlements.

III) Developing the capacity of community representatives to effectively execute their roles and responsibilities; display good leadership; practice conflict resolution; and promote active citizenship.

IV) Training community representatives on how to: promote development in their area; interact effectively with local government and government structures; and represent and report to their community structures.

V) Empowering communities to engage their respective councils on the provision of human settlements and basic services and to participate in production of urban development plans (UDPs) required to feed into the municipal development plans. Please see Planact's annual reports-2012-2015 available on-line: http://www.planact.org.za/about-us/annual-reports/.

7. COMPONENTS OF PLANACT'S SOCIAL FACILITATION METHODOLOGY

Planact's Social Facilitation methodology in communities is implemented through three components which can be considered as enablers, and these are (a) establishing a community structure that will represent the community in negotiations with the relevant municipality in relation to service delivery, (b) activating workshops on local government processes such as the Integrated Development Plans and Municipal Budgeting,

leadership, conflict resolution and administrative skills, and (c) mentoring and coaching of community members and leaders.

Planact has been using the Social Facilitation methodology in Spring Valley informal settlement situated in Mpumalanga Province. This evaluation now seeks to evaluate Planact's Social Facilitation process's effectiveness in promoting engagement of the community with the Municipality of Emalahleni on basic services delivery and tenure security.

The informal settlement of Spring Valley consists of approximately 2 200 households. Planact's involvement in this area dates back to 2010. The profile in section 2 of this document covers the historic factors. This informal settlement lacks adequate basic services (water, electricity and proper sanitation) and tenure security.

Planact aims at promoting engagements between the informal settlement and the Emalahleni municipality in service delivery issues. The informal settlement faces eviction threats from the Emalahleni Municipality which evokes illegality concerns. The municipality asserts that the informal settlement illegally settled municipal and private owned land. Currently, the community is involved in negotiations with the municipality and the Spring Valley Development Committee drives the process. This study examines the extent to which Planact's Social Facilitation methodology contributes to the operation of the structure and the engagement between the community and the Emalahleni Municipality. To achieve this, it will examine the three Social Facilitation components, which have been defined as establishment and/or operation of community structures, workshops, and coaching and mentoring.

8. SPECIFIC OBJECTIVES OF THE EVALUATION

The objectives of the evaluation are to determine:

I) Whether the established community leadership structure still exists and carries out its mandate of representing the community, as stipulated in its constitution, or not.

II) What the quality and relevancy of the workshops provided by Planact, are to the community's needs, including the perception of community leaders regarding the workshops and the extent to which the acquired knowledge is implemented in the community.

III) What the levels of trust are between Planact and the community and if the former has been providing adequate support to the community throughout the project period.

IV) The extent to which community representatives engage with the municipality's officials on service delivery and tenure issues.

V)   How far community leaders implement the acquired knowledge when they encounter practical situations, that is, during engagement with the municipality, conflict resolution and office administration.

VI) How much the community structure has benefited from Planact's coaching and mentoring.

PART B: Evaluation methodology

9. METHODOLOGY

Mixture of qualitative and quantitative methods

This evaluation comprises a single case study assessment of Spring Valley informal settlement in Mpumalanga Province. In order to achieve the objectives the evaluation collected data from August to September 2016, using mainly qualitative methodology. It used two sets of questionnaires to collect data from the Spring Valley Development Committee and selected community members. Please see appendices 1 and 2 in this report. Two research assistants administered a survey questionnaire to 50 participants (41 ordinary residents and 9 Spring Valley Development Committee Members) who were selected because of their previous involvement with Planact. The 41 participants were purposively drawn from the different sections of the community to improve representation of the community in the evaluation. The researcher divided the community into blocks and ensured that each of the block is represented in the survey. Nine of the interviewees were members of the Spring Valley Development Committee who were available during the fieldwork. The survey questionnaire consisted of structured questions and a few unstructured or open-ended questions. The structured questions were meant to allow an estimated numerical analysis on the perceptions of the participants regarding the Social Facilitation process.

To gain multiple perspectives into the contexts, perceptions and experience of the community on Planact's Social Facilitation, the evaluators collected data mainly from residents involved in Planact's intervention at least since 2010. The qualitative questions revealed the perceptions of the participants regarding the community structure and its effectiveness in representing the community. The questions also sought to establish their views regarding the workshops Planact offers and the extent to which they apply the lessons learnt and share with other people. In addition, the questions aimed at gathering data on mentoring and coaching provided by Planact to the Spring Valley committee and ascertain the level of its contribution to engagements between the Municipality of Emalahleni and the Spring Valley Community.

Table 1: Methods and survey participants

Method	Category	Number of participants
Structured interviews	Spring Valley Development Committee	9
Semi-structured interviews	Selected community members	41
Interpretative interviews	Programme coordinators	1

To ensure completeness of the information and improve interpretive validity, triangulation was used. Other specific methods used in data collection include participant observation, archival and secondary data (derived from Planact's website (Spring Valley case study 2016; Social Audit report 2016; Practice Note on Spring Valley 2010), minutes of previous community meetings and media articles).

To analyse the data, the evaluation team reviewed the data and used content analysis. Data collected using structured questionnaires was captured on excel and coded appropriately. Frequencies of variables and their differences were recorded and comparisons drawn. The evaluator tracked common patterns and relationships related to the evaluation questions. Recommendations in this report are based on the findings derived from the application of these methods. An external evaluation specialist reviewed the report to improve its validity and credibility.

The limitation of the evaluation is that due to time and resource constraints the evaluation could not engage a larger sample. However, it used a cross section approach to ensure that all sections of the community are represented and gender balance are achieved. The findings in this study are specific to Spring Valley informal settlement. They provide rich contextualized understandings of Planact Social Facilitation methodology. Inferences about the effectiveness of the Social Facilitation methodology can in most instances be made to other project areas where Planact applies the same methodology. This is in particular because the local socio-political dynamics in South Africa's informal settlements share common factors. Some of the Spring Valley conditions might have some unique character, which will then not be applicable to all other cases; in such instances (expected to be limited) the analysis will draw attention to more limited generalisability.

10.   LEGISLATIVE FRAMEWORK

Since 1994, the South African government made a commitment to provide basic services to vulnerable and needy people in South Africa as part of its development agenda to improve livelihoods, opportunities and quality of life. In implementing its development agenda, the South African government has enacted legislation promoting community

participation in local governance and development. Many developing countries acknowledge that citizens desire active engagement in several phases of the policy process, including agenda setting, policy formulation, implementation and monitoring and evaluation. In the South African context, the existing legislation encourages community participation. The South African Constitution of 1996, in particular Chapter 7, section 152(e) of the Constitution, stipulates that local government should encourage the involvement of communities and community organisations in matters of local government. In addition, the Municipal Systems Act 32 of 2000 also encourages the involvement of the local community; for instance section 4 of the act stipulates that the municipal council needs to consult the community about the level, quality, range and impact of municipal services provided by, either directly or through another service provider.

In adherence to this mandate, the municipalities have a responsibility to deepen local democracy through participatory citizenship. However, a disjuncture often occurs between the legislation and practice. Lack of commitment of municipal officials to community participation and the subsequent marginalisation of disadvantaged communities such as Spring Valley, in service delivery remains a concern. This gap has repercussions for service delivery as communities express their dissatisfaction through protests. The South African Local Government Association reports that in 2015 a total number of 129 protests related to service delivery were witnessed in the country (SALGA 2015).

Marginalisation occurs despite the number of policies and strategies enacted by the South African government to promote inclusion of all economic classes in development. Sadly, these strategies, in some cases actually generate negative effects. To illustrate this assertion, the Reconstruction Development Programme, which was meant to establish an equal society through reconstruction and development, failed because of financial constraints, organisational constraints and political will (South African History online 2014).The Growth, Employment and Redistribution strategy (GEAR) which embraced neoliberalism, was intended to provide more jobs for South African citizens, but it further increased unemployment (Koma, 2013). Instead, GEAR focused on privatisation and outsourcing of service delivery, which contributed to a larger gap between rich and poor (Baatjes, 2003). In addition, GEAR resulted in few people benefiting from the Reconstruction and Development Programme. Despite the observation that service delivery has improved in South Africa since 1994 huge backlogs related to housing and basic services remain a problem (Meyer, 2014). Communities in working class urban and peri-urban localities are frustrated by unemployment, poverty, marginalisation and injustice, which are sometimes attributed to neoliberal policies. In essence, economic investment and globalisation took precedence over the needs of the marginalised – that is, the people who were in need of housing (Habib and Padayachee, 2000;Chad n/d; Triegaard 2014). Community protests have increased and are 'ways to remind

government and its absentee representatives that there are citizens out there who have fallen behind and suffer gross inequality '(Booysen, 2015). The marginalisation of communities in South Africa's development is a concern for Planact, hence, the use of the Social Facilitation methodology to promote participatory processes in governance and development in communities such as Spring Valley in Emalahleni Municipality.

11.   EMALAHLENI MUNICIPALITY

Emalahleni Municipality is a Category B[2] consisting of a population of 395 466 making a quarter of Mpumalanga province's population which stands at 4.3 million. The geographical area of the municipality is approximately 2 677 square kilometres with an estimated population size of 395 466 inhabitants (Draft IDP2016/17). Emalahleni Municipality's jurisdiction includes the following towns: EMalahleni complex; Ogies and Phola; Ga-Nala and Thubelihle; and Wilge. According to the 2014-2015 IDP eMalahleni is the most industrialized municipal area in the Nkangala District Municipality, and within Mpumalanga as a whole. eMalahleni Municipality ranks as one of the 21 largest centres of economic activity in South Africa, with its southern region forming part of the country's energy centre as a result of its rich deposits of coal and power stations.

Despite the existence of such resources, the province is characterised by low GDP growth averaging 3 percent and an unemployment rate which is at 42.3 percent and dominated by young people. Emalahleni municipality also has a high rate of unemployment which is 27.3 percent (Statistics South Africa, 2016). The municipality is dominated by the mining sector, but residents are relatively poor with 57 percent of the economically productive population receiving no income. Factors contributing to the lack of sustainable growth in the province include an inadequate skills base and a lack of domestic demand resulting from poverty and inequality. Within the municipal boundaries there are many informal settlements in which poor socio-economic conditions prevail. The Emalahleni Municipality is responsible for service delivery such as water, electricity, and sanitation. The municipality is expected to encourage community participation in local government processes (Emalahleni Municipality Integrated Development Plan, 2016/2017). All other stakeholders, have to be consulted on their development needs. The municipality has a total of 170 ward committee, and each ward carries 10 ward committees. The municipality is mainly rural and rural areas are governed by traditional leaders who participate in Council. Spring Valley though is situated within the urban boundary.

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[2] Municipality is local council which shares executive and legislative authority in the areas with a Category C municipality within the area in falls (Municipal Structures Act 117 of 1998).

PART C: The case study of Spring Valley and evaluation findings

12. PROFILE OF SPRING VALLEY

Spring Valley is an informal settlement in eMalahleni Local Municipality in Mpumalanga province. The informal settlement was established on land formerly used as both a farm and a missionary school (est. 1962). Shacks were reportedly built on this land as far back as 1991. (Planact survey 2016. Over the years the settlement has grown substantially as people migrated from different provinces such as Limpopo, KwaZulu-Natal and Gauteng provinces. Whilst the majority of residents in this community are South Africans, there is a sizeable foreign population made up of immigrants from Lesotho, Mozambique and Zimbabwe. In 2014, Spring Valley had 2 200 households, with an estimated population of 10 000. However, there is a steady increase in these numbers, with the latest estimate (2016) at 2500 households and a population of 12 500.

The community's most pressing issues are related to poor basic services (water, sanitation, electricity and refuse collection) and lack of security of tenure. The municipality has relegated the Spring Valley community's needs to a secondary level of importance mainly because of the unofficial status of the settlement. The apparent apathy towards the community has culminated in a deteriorated relationship between the community and the eMalahleni Local Municipality. The community's challenges regarding eviction threats and lack of basic services were expressed through contestation between the Spring Valley community and the municipality (Urban Land Mark, 2013; Ndlovu and Simelane, 2016). Such confrontations inevitably involved the Nkangala District Municipality under which eMalahleni Local Municipality falls. Residents had to put pressure on the Mpumalanga provincial government to help facilitate effective service delivery at municipal level.

Since 2011 consultation between the state and the community have been characterised by apathy, confrontation and sometimes despondency (Ndlovu and Simelane 2016). The relationship between the community and the municipality became characterised by animosity, mainly because the municipality refused to provide legal recognition to the Spring Valley informal settlement (Urban Land Mark 2013). The municipality threatened the community with relocation to Klarinet, an area approximately 15 kilometres from Spring Valley (Urban Land Mark, 2013). However, with the involvement of Planact in executing the participatory governance and using the Social Facilitation methodology the relationship has improved. In particular, the community has become able to mobilise and collectively embark on strategies to put pressure on the local and district municipalities to address their needs (Ndlovu and Simelane 2016). Consequently, the Emalahleni municipality has been providing emergency services such as water and sanitation to the community of Spring Valley (Urban Land Mark 2013;Ndlovu and Simelane 2013).

13. EVALUATION FINDINGS

13.1 Existence of structure: Spring Valley Development Committee

The Spring Valley Development Committee comprises 13 members, approximately 70 percent female and 30 percent male, ranging in age from 26 to 65 years (survey 2016). Members of the Spring Valley Development Committee were elected at a community meeting. The survey covered 9 of the committee members. Five committee members settled in Spring Valley between 1990 and 2000, which suggests that they are long term residents who have stayed in the area approximately two decades. Three committee members have secondary education, two have high school level education, two members are illiterate and one has tertiary education. Employment demographics derived from the survey data revealed that 50 percent of the participants are in paid jobs, while 20 percent are in voluntary work, 10 percent are pensioners and 20 percent are unemployed. The employment status can be attributed to the fact that Spring Valley is surrounded by mining companies.

Sixty-five percent of participants in the social survey conducted as part of this study demonstrates that the election of the Spring Valley Development Committee was well organised and fair (Survey 2016). Community residents voted by a show of hands to indicate their favourite candidate. The main methods used for communicating with the public about committee nominations and election processes are general community meetings, notices and word of mouth. The nomination processes included many women but this was not difficult because the meetings were attended by many women and few men. Most men work in local industries and are therefore not available to engage in community work on week days and during working hours. For this reason the committee is women-dominated. Intentional efforts to solicit women's participation were often made (but not in quota-format). Ninety percent of the committee members involved in this survey mentioned that they have a constitution which guides their operations.

The interviewed members of the Spring Valley Development Committee said that the committee meets weekly to discuss community needs and issues. The frequency of meetings demonstrates active involvement by the Spring Valley Development Committee in community work. Seven committee members said that Planact gives them adequate notification for meetings – notifications that range between one week and four weeks. Spring Valley Development Committee meetings were scheduled monthly and occasionally cancelled or re-scheduled. Attendance from members is regular (with few meetings missed either due to lack of a quorum or other unforeseen community events). The Spring Valley Committee replaces members of the Committee who migrate to other areas. The Committee's secretary takes minutes of meetings in most cases, though it was not evident that minutes were shared or available to anyone outside the immediate committee. Other committee members encourage attendance. However most of the

committee members expressed concern about internal conflicts often emanating from political differences and lack of communication.

13.2   Workshops hosted for the Spring Valley Development Committee

Seven members of the Spring Valley Development Committee members mentioned that they attended workshops hosted by Planact. Planact's workshop have three main objectives are:

1. Enhance communities' knowledge on local government process such as the integrated development plans, spatial plans, housing options, land patters and municipal budgeting.
2. Build the capacity of the communities and committees to be able to engage effectively with municipalities.
3. Train the community leadership structures on leadership skills, negotiation skills, conflict management skills and administrative skills.

(Planact Annual reports 2014/2015; 2015/2016). Figure 2 shows the workshops attended by the committee members.

Figure 2: Workshops attended by committee members

No. of Participants = 41
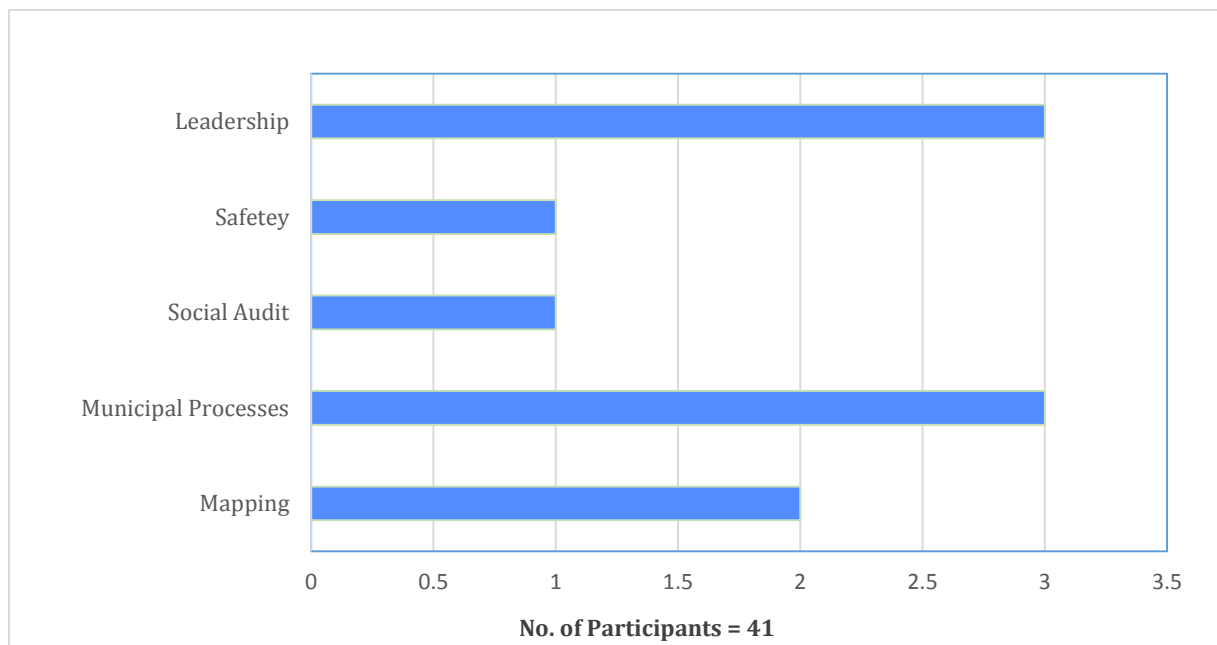
The figure above shows that workshops on leadership and municipal processes attracted the most participants. The workshops on leadership aimed at empowering the committee with effective leadership skills. The workshop on municipal processes sought to enhance their understanding on the local government processes such as the IDP and municipal budgeting. The fact that committee members participated in most of the workshops resonates with Planact's aim to build the capacity of the leadership structure to engage with municipality and better represent the community needs. Mapping was the second most attended workshop; committees are involved in participatory process, which include settlement layout design. These mapping workshops are vital process in the unplanned settlements. Planact recently (2016) introduced social audits[3] in Spring Valley therefore the lower level of attendance of the social audit workshops is expected. The social audit on water provision aimed at monitoring service delivery and advocating improved water provision. The social audit[4] revealed irregularities in water supply, service contractor operating without contract and inefficiencies.

A total of eight committee members indicated that they were notified about the workshops in time. They also related to the evaluators that the objectives of the workshops were clear and content of the workshops was relevant to their needs. One participant observed that that the workshops on municipal process enabled them to understand how municipalities work. The rest of the statements suggest that the committee values the workshops provided by Planact. Other committee members asserted that:

> *"The workshops helped us understand our rights" (Committee member C, 2016).*
> *"The workshops encourage us and we learnt a lot from [Planact officials] during the workshops" (Committee member A 2016).*
> *"The workshops taught us to voice our concerns to the municipality" (Committee member B, 2016).*

Committee members indicated that the conflict resolution skills acquired through Planact's workshops helped them address the conflicts in the committee. The Committee members provided shallow responses on the causes of the conflict: lack of communication, internal conflicts and political differences. However, a situational

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[3] Planact, Social Justice Coalition and International Budget Partnership trained ten community members on social audits. They were involved in data collection and analysis. Findings of the social audit were presented at a public hearing in Spring Valley. Please see pictures in appendix C.

[4] The social audit is available at: http://www.planact.org.za/wp-content/uploads/2016/05/Spring-Valley_Social-Audit-Report_Interactive_Final.pdf

analysis conducted by Planact in 2011 shows that Spring Valley informal settlement comprises members of the African National Congress (ANC) and Democratic Alliance Party (DA) (Planact 2016). The political differences therefore could be attributed to conflicting positions of the parties on development of the area. Illustratively, the ANC-led municipality insists that the community should relocate to Klarinat and many community members resist the relocation. Other community members observed that the municipality passes the threat because the area has many DA members. Despite the political differences, five out of 9 committee members believed that the workshop on conflict resolution improved their conflict resolution skills. As a result of the knowledge acquired, they addressed most of the internal committee conflicts independently and avoided Planact's involvement. However, the findings attest to the complexity of resolving conflicts because new challenges emerge in spite of acquired skills. It is important to note that while limited conflict can be functional and promote productivity in an organisation (Rahim 2010), committee members focused on the need to have at least some of these conflicts resolved.

13.3   Workshops hosted for ordinary residents of Spring Valley

Planact holds workshops in the area also for community members who are not members of the Spring Valley Development Committee. A majority of the participants said that the workshop content was relevant to their needs and met their expectations and workshop objectives. The figure below shows the responses of the 41 participants regarding the importance of the workshops. Question **27: How would you describe the workshops?**

Figure 3: The importance of workshops to participants

Number of participants = 41
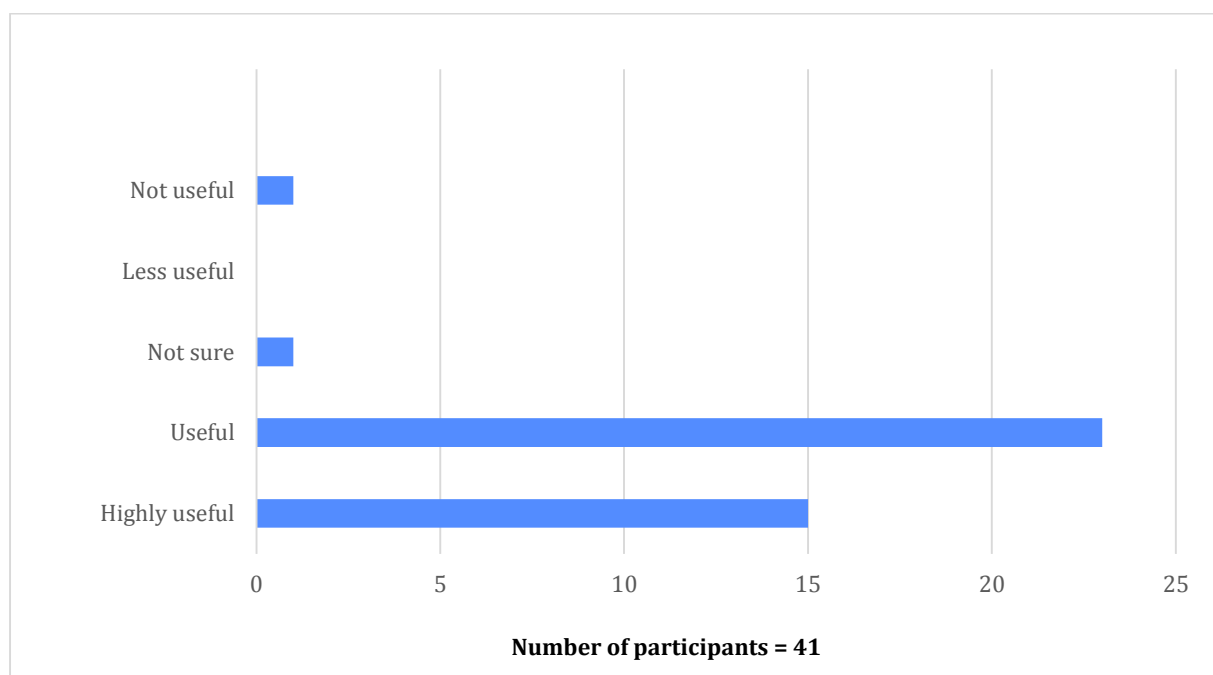
The results reveal that the community considers the workshops important which justifies why Planact should scale up the workshops because they empower them on relevant skills.

"I learnt that we need to prioritise community issues that we would like to address"

"I know how to monitor if the committee does its work or not"

"I learnt how to analyse tender documents"

When asked about the nature of the workshops, the majority of participants stated that the workshops were highly interactive. The observation resonates with Planact's Social Facilitation which promotes community participation in development processes. Figure 3 below captures the response of all the participants regarding the nature of the workshops. Question; the workshops conducted by Planact are often: a) highly interactive, b) moderately interactive c) less interactive d) non-interactive.

Figure 4: The nature of workshops

Number of participants = 41
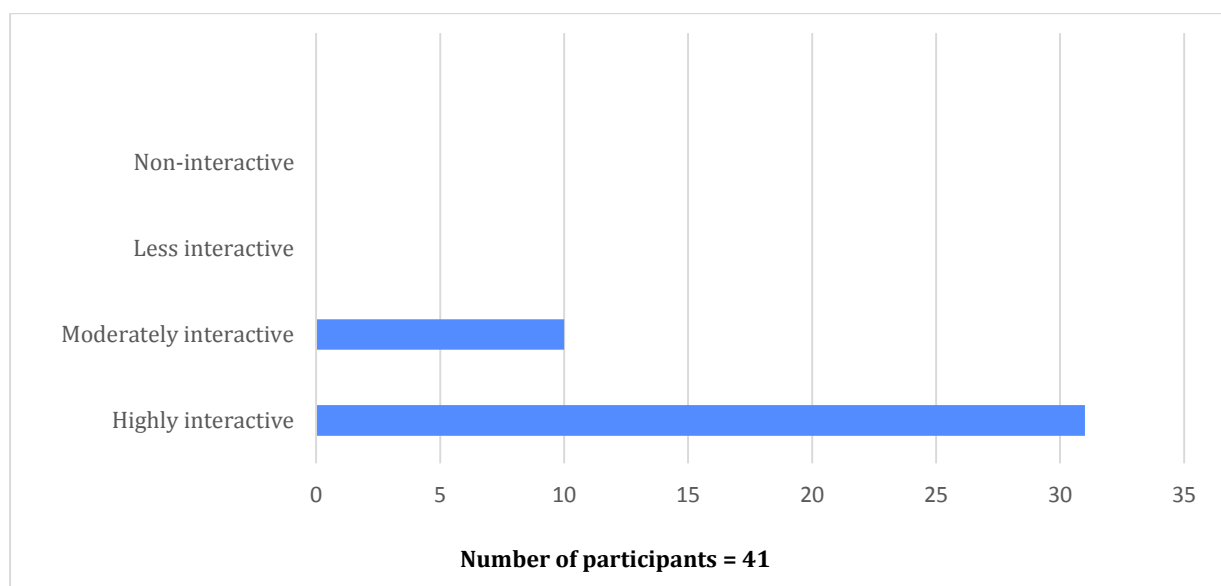
Furthermore, participants clarified that workshop objectives were clear, meaning that they had an understanding concerning what it aimed to achieve. This suggests that they willingly participate in anticipation of acquiring the relevant skills. The question: **Were the objectives of the workshop clear to you?**

Figure 5: Clarity of Objectives
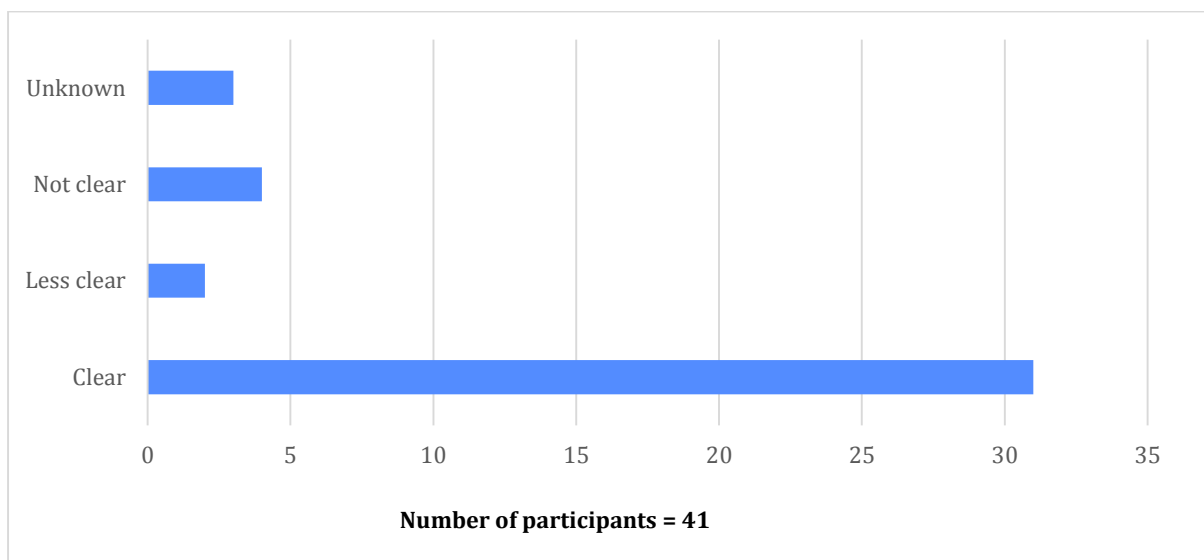
In summary, the 41 participants in the semi-structured interviews indicated the following benefits of the workshops:

I) They asserted that through the workshops they became aware of their rights as citizens of South Africa;

II) They learnt about the importance of community participation and obtained additional information about service delivery; and

III) They helped the residents realise their role in development and holding the state accountable. For instance participants stated:

"I learnt how to work together with the Spring Valley Development Committee on development issues" (Resident 2016).

"I know my rights because of these workshops" (Resident 2016).

"'I learnt about how to present our issues when engaging with the municipality" (Resident 2016).

It is important to realise that workshops do not only benefit the workshop participants but other community members. A majority of the participants in the evaluation survey also mentioned that they engaged in informal community education to share the knowledge acquired during the workshops. This points to the effectiveness of the workshops in terms of reaching a larger number of community members. The participants endorsed the workshops. Nevertheless, they stated that the workshops could be improved by ensuring the use of different modes of communication to invite residents. They criticised the sending of invitations through the Spring Valley Development Committee as ineffective and argued that this method excludes other potential participants. The participants recommended that the workshops should be held on weekends when most people are not at work. Some of the participants recommended that additional workshops be conducted to improve residents' understanding about municipal processes and other development issues. In addition, other participants argued

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that Planact's focus should extend beyond local government processes and cover livelihood skills which are residents' priority given the unemployment rate in the area.

13.4   Residents' involvement in Planact' programmes

During the fieldwork participants indicated both positive and negative experiences regarding the Spring Valley Development Committee. Out of the 41 participants in the semi-structured interviews 61 percent mentioned that the Spring Valley Development Committee introduced Planact to them. When asked to indicate their involvement in the work carried out by Planact in the area, all the participants mentioned that they do participate in community engagements facilitated by Planact, with 44 percent actively involved than the rest. Forty-three percent of the participants said that they received administrative support whilst 32 percent mentioned institutional support. Only 22 percent said that they receive technical support from Planact and 3 percent did not specify the kind of support they receive. A majority of the participants at 85 percent rated positively the overall support they received from Planact, explaining that it is satisfactory. The figure below shows the responses of the 41 participants.

Question: **Overall, how would you rate the advice and institutional support that Planact provides to the community?**

Figure 6: Rating Planact's support to Spring Valley
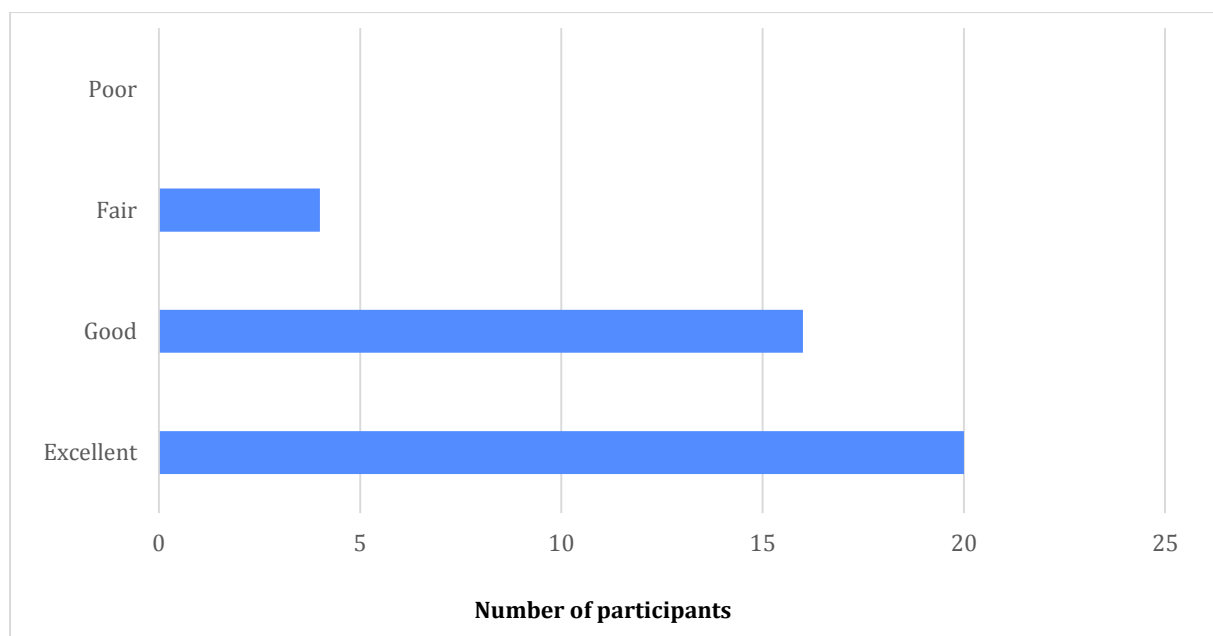
The question **'Overall, how would you rate the advice and institutional support that Planact provides to the community? (Survey 2016)** was meant to assess if the community finds Planact's Social Facilitation package (establishment of structures, workshops, institutional support and mentoring) useful and relevant. The findings reveal

that the community considers Planact's work relevant to their needs: 49 percent rated it excellent, 39 percent rated it good, 10 percent rated it fair and 2 percent did not rate it.

When asked about the frequency of interaction with Planact coordinators, 66 percent said that they meet with Planact quite regularly and 27 percent mentioned only once a month. The meetings are often about how to engage the municipalities on the different aspects of service delivery such as water and security tenure. Planact is either invited to coach the community or the Spring Valley Development Committee. The findings illustrate that Planact's presence in the area is felt and that the officials are accessible and work together with the community.

The participants furthermore mentioned that they worked with four Planact officials (project coordinators): Mike Makwela, Shumani Luruli, Nkululeko Ndlovu and Nomcebo Dlamini. The involvement of the four project coordinators in the work demonstrate Planact's visibility and collaborative approach to development in particular because it requires financial resources. For instance, approximately R300 000 was spent on community consultation costs during between in 2015/2016 (Planact's Interim Report to the RAITH Foundation, August 2016). An amount of R193 000 was spent during the initial stages of the project on conducting a situational analysis of Spring Valley and formalising the Spring Valley Development Committee (Planact Interim Report to RAITH Foundation, August2016). In addition, sometimes Project Coordinators have to lodge in Emalahleni guest houses to be able to attend meetings held in consecutive days thus depriving them the opportunity to be with their families. All these project inputs demonstrates the commitment of the organisation to promoting participatory governance and improving the engagement of the community with the local municipality to improve their quality of life.

13.5   Residents' perceptions of the Spring Valley Development Committee

The 50 participants (41 residents and 9 Spring Valley Development Committee members) indicated that the strengths of the community include their efforts to work together. Importantly, some of the participants mentioned that the committee engages the municipality on local issues though the latter makes empty promises. One participants observed: 'the municipality does not consider our needs as important' (Resident 2016). This statement helps to explain why to date Spring Valley struggles largely with inadequate basic services and lack of tenure security, despite the numerous engagements and support provided by Planact. As one notable exception, it is recognised that the community has been granted temporary water relief subsequent to the engagements by the committee.

Many of the participants said that the weaknesses of the committee are that the committee sometimes experiences internal conflicts, which impact negatively on the development of the community. Less than ten participants mentioned that other committee members illegally sell pieces of land thus the conflict. 'Certain people grab

pieces of land in the area and the committee fails to resolve the problem'. As mentioned in the above section, lack of communication and political differences were also considered triggers of the intra-conflict. The participants simultaneously have high expectations of the committee, including that it should approach private companies for financial assistance to develop the area that the committee needs to promote provision of houses to the residents and develop strategies to generate job opportunities in the area.

14. MENTORING AND COACHING

Planact Social Facilitation methodology covers mentoring and coaching the community or community leadership structure on engaging in local government processes. Planact specifically coaches the leadership structure on strategies to better engage the municipality on service delivery issues. Furthermore, Planact provides institutional support during the actual engagement processes with the municipalities and guidance as and when necessary. Sixty-three percent (of the 41 community members in this evaluation survey) said that Planact officials attend the meetings, 29 percent indicated that they were not sure whether this happens, 5 percent said Planact never attends and 3 percent did not answer the question.

14.1 Engagement with municipality

Overall the findings indicate that Planact has an active involvement in discussions between the community and the municipality. Nevertheless, the participants consider the municipality as insensitive to the needs of the community. The statements below capture the concerns of the community regarding the municipality's behaviour:

'The municipality has done nothing for us, thus, we are still faced with inadequate water supply" (Resident 2016).

"The municipal officials never honoured their promise to come to Spring Valley to view the conditions of the area" (Resident 2016).

'The municipality promised to resolve relocation issues but never pursued it" (Resident 2016)

The findings are indicative of the bad experience that the community has in engaging the municipality. Alluding to the experience Committee Member B stated that sometimes meetings with the municipality of Emalahleni would not take place because managers would be reported to be unavailable for the meeting. On the same issue Spring Valley Development Committee member G asserted 'the municipality sometimes block the community from entering the municipal building' (survey 2016). For this reason, the community has on a couple of occasions marched to the Provincial District to submit petitions. Please see pictures in this report. The community is unhappy with the municipality's behaviour which many argued undermined them. Planact's involvement has not eliminated the municipality's negative behaviour towards the community.

Implicit in the finding is that the municipality has poor understanding of the Social Facilitation Methodology. Nevertheless, the Community expressed their appreciation for Planact's intervention which addresses the situation.

The findings of this evaluation show furthermore that 61 percent of the participants noted that Planact services are accessible to the communities, whilst 39 percent observed that these services could be improved. The community is able to communicate with Planact through the committee or attending community meetings. Important also is the fact Planact Coordinators share their mobile phone numbers with committee members hence the committee is able to request advice at any time. Ordinary community members also approach Planact Coordinators for advice or to raise their concern on certain issues. The Coordinators also do frequent site visit to the area to provide social facilitation. The fact that a majority of the participants consider the services accessible indicates Planact's efforts to reach out a broader spectrum of the community. Despite the efforts to constructively engage the municipality of Emalahleni, the community's needs have not been satisfactory addressed hence it embarked on protests as strategies to demand attention.

Figure 7: Planact's attendance of community protest
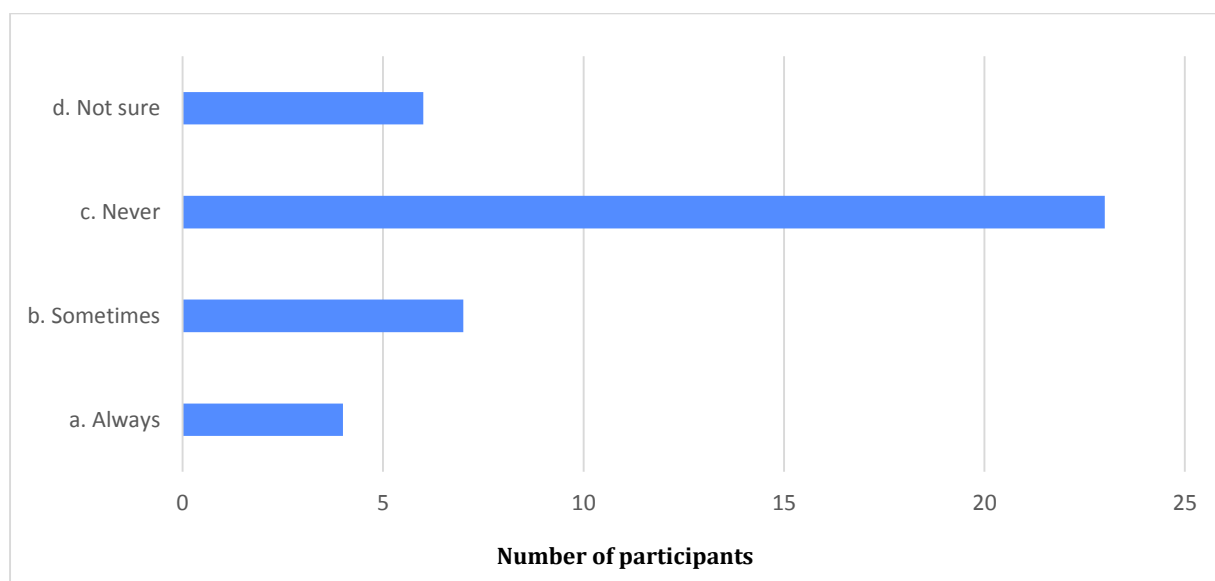
The data from the community survey shows that Planact rarely participates in protest organised by the communities. This can be interpreted in two ways; firstly that Planact provides minimal support to the community protests. Secondly, that Planact believes that once the capacity of the communities is developed, they should be able to independently engage on community protests. An interview with Planact's Project Coordinator (for the RAITH Foundation grant) revealed that Planact's approach to capacity building emphasises independent and informed community strategies to address their challenges. The Coordinators stated 'to avoid a discrediting of the protest

by the municipality on basis that it is led by an external party, Planact does not participate in the protest' (interview 2016).

However he clarified that Planact mentors and provide technical advice during the preparation stage when community members plan their protest action. He continues to assert 'this is a strategy to give legitimacy to the processes'. The programme Coordinator pointed that since the involvement of Planact in Spring Valley there have been fewer than four protests. He attributed this to the social facilitation intervention which empowers communities with better strategies of engaging the municipalities. The survey data suggests that the participants believe that Planact's involvement in the protest is necessary to build momentum of the community and positively influence municipality's decision.

A majority of the participants in the community survey pointed out that Planact assists the community regarding the acquisition of technical skills. Eighty one percent of the participants observed that Planact provide technical assistance in drafting the local committee's constitution, in petitions to be submitted to municipality, on grant proposals and when it comes to establishing partnerships with other organisations.
The questionnaire also had a question asking the participants to indicate three example situations where coaching has been important. This aimed at identifying practical situations where coaching might have been valuable. Most of the participants listed negotiations with the municipality on water provision and negotiations on eviction. The participants said that as a result of the support received from Planact, the municipality provides water to the settlement. Furthermore, contrary to the initial municipal decision to pursue evictions, the   municipality did not evict the residents from the area (Urban Land Mark2013; Planact 2016).

15.   PERCEPTIONS OF PROGRAMME COORDINATORS ON SOCIAL FACILITATION

Planact's lead programme coordinator asserted that the Social Facilitation process in Spring Valley benefited the community in three ways:

I) Improving the organisation of the community and functioning of the Spring Valley Development Committee which had a few members before Planact's involvement.
II) Empowering the Spring Valley Development Committee to understand how to lead and interact with local government processes. This resonates with Planact's purpose of promoting access of communities to adequate basic services.
III) The Spring Valley Development Committee is able to independently engage the municipalities on issues of service delivery and advance other communities' development needs.

The Programme Coordinator stipulated the following challenges:

I) Local government processes are slow, therefore results cannot be seen immediately. Illustrative is the fact that 'it took Planact and the community two years of negotiations to get water infrastructure in Spring Valley and three years to install a solar system' (interview 2016). Please see pictures on the last page of this report.

II) Intra-conflicts in Spring Valley Development Committee associated with politics and power are a cause for concern because they detract the committee from pursuing the interests of the community. Some committee members sometimes use their positions as a power base to gain favours from other people such as those in need of land, thus creating tension between members.

III) The unresponsiveness, and sometimes hostility, of the Emalahleni Municipality affect the impact of the social facilitation process.

PART D: Conclusion and Implications of Findings

The use of the Social Facilitation methodology in Spring Valley improved the community's capacity to engage with the municipality. This is illustrated by the high percentage of participants in the community survey who rated Planact's support favourably and the evidence given on successes of mentoring and coaching. Forty eight percent said that the institutional support and coaching is excellent whilst and 39 percent rated it as good. A small percentage of 10 percent considered it fair, and none of the participants said that it was poor.

Spring Valley Development Committee operates and members are dedicated to their positions and the improvement of the community. Some of them have been serving on the committee for many years. The fact that they are still serving as volunteers, despite difficulties reported by many regarding expenses for transport, phones, etc., that cannot always be reimbursed by Planact, furthermore demonstrates their commitment. Certainly, the committee members are committed to engaging the municipality for the purpose of advancing improved living conditions of the residents. The committee indicated that they receive no support from the councillor of the ward. The lack of involvement of the councillor in the area's challenges is attributed to political differences – Spring Valley is viewed as a Democratic Alliance dominated community hence not supporters of the ruling NC government.

Planact has built the capacity of the Spring Valley community to negotiate with the municipality and lobby for improved service delivery. The committee has in turn been able to mobilise the community to put pressure on the municipality and the District Municipality through social action like protests, and formal engagements such as meetings. Members of the committee sometimes approach Planact for advice on certain courses of action especially with regard to drafting petitions and issues to be pursued with the municipality. This demonstrates sustainability of the structure even in a Post-Planact era.

Survey participants attribute the effectiveness of the committee to the Social Facilitation provided by Planact because previously the committee was not active in putting pressure on municipality to provide services. Spring Valley committee members concurred that Planact provides support during municipal engagement. They also indicated that they value the workshops, social cohesion and assistance with formulation of development plans. However, the committee members could not hide their frustration with the lack of impact on Council processes and the improvement of the settlement which they attributed to lack of commitment from the municipal officials. They believe that the reshuffling of Council employees worsens impingement on negotiations with Emalahleni municipality. Introduction of new municipal officials requires that the negotiation process either starts from sketch or prolonged time is spent briefing the new official.

Indeed, the committee expressed despondency regarding the fact that the municipal officials make false promises to the community of Spring Valley regarding service delivery.

The findings show that the Spring Valley Development Committee is a non-party political structure; therefore it does not represent particular parties. However, political differences do occasionally ensue and affect meeting progress. Intra-conflicts occur as a result of different factors such as lack of communication regarding certain functions, sometimes lack of trust, unofficial land distribution by other members, and and different opinions on certain issues. What remains positive is that most the participants believe that the role of the committee is important in facilitating development of the area.

The committee's internal conflicts nevertheless are a concern because they slow down progress on addressing community challenges. Other concerns of the participants regarding the operations of the committee include its inability to involve many members of the community in workshops. Some participants complained that they do not give adequate feedback to the community on engagements they had with municipalities.

The Social Facilitation process in Spring Valley improved community participation in local governance as was demonstrated through the evaluation findings reported in section C. In addition, it enhanced citizens' understanding of its rights in democratic South Africa. Spring Valley community actively participates in resolving issues affecting the community members' lives

The evaluation demonstrates that the workshops are important, thus implying that Social Facilitation remains an important intervention methodology to use in implementing Planact's programmes. The participants' call for involvement of many more community members in the workshops and additional sets of workshops, nevertheless disregards the financial implications and Planact's financial constraints on expanding and multiplying its community engagements.

The community values the institutional support provided by Planact in engagements with the municipality. One participant asserted *''If Planact was not working with us we would have been forcefully removed a long time ago"* (Resident 2016). The participants value the support offered by Planact and consider it as a buffer zone against eviction by the Emalahleni municipality. This citation is indicative of the extent to which the community values the contribution of Planact's Social Facilitation methodology to the area.

PART E: Recommendations

In the light of the evaluation findings (reported in PART C) and the summary and interpretations in PART D, this internal Planact evaluation report makes the following recommendations:

I. Planact should involve the relevant government departments from initiation to evaluation of its Social Facilitation process to enhance government's understanding of the intervention and refrain from viewing Planact's programmes as being parallel to its work. This might involve a lot of negotiations especially during the initiation stage.

II. Planact should review its workshops and consider providing additional workshops that can improve skills development and social cohesion. Communities have already expressed their concerns regarding the focus on local government process at the exclusion of livelihood skills.

III. There is a need to periodically assess the needs of the communities and identify skills required by the communities. Partnership with other development agencies could enable Planact to share resources and efficiently provide different sets of workshops.

IV. Planact should conduct frequent evaluations of local leadership structures to assess their effectiveness in serving represented communities.

V. Planact should promote continued transfer of information and knowledge acquired by participants during the workshops to the community and consider including as many community members as possible in workshops. This could improve knowledge sharing between community members and minimise the use of information by some committee members to inappropriately extend their power.

VI. Planact should budget for social facilitation costs incurred by local committee members, especially those related to telephone calls, printing, stationery and transport costs. This is necessary because committee members are often required to arrange meetings related to the Social Facilitation process and spend scarce personal resources.

VII. Planact should consider setting up a site office in Spring Valley to encourage a quick response on community's concerns and easy accessibility by other development partners and municipalities. This could also improve Planact's visibility in the local government process. At least two qualified (Planact to decide on required qualification) local community members should be employed to serve as Planact's liaison officers.

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APPENDICES

Appendix A: Survey Questionnaire 1

Appendix B: Survey Questionnaire 2

Appendix C: Project pictures

Residents drawing water from the spring
Spring-community_drew_water

Water tanks installed in Spring Valley

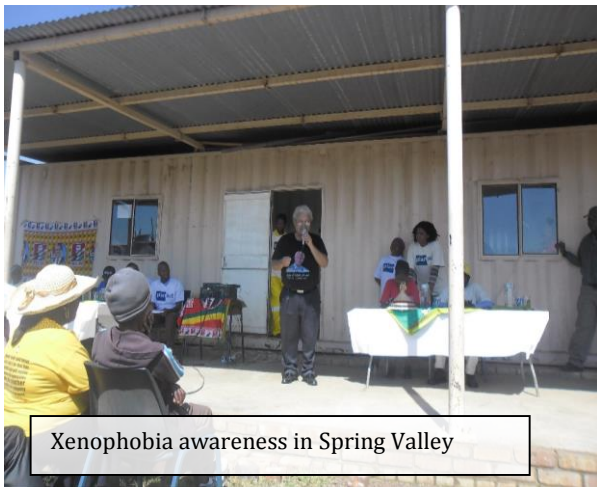Water tanks in Spring Valley

Workshop on leadership skills

Water tanker delivering water-Spring Valley

Building structures - Spring Valley

Xenophobia awareness in Spring Valley

Programme Coordinator-Nkululeko Ndlovu at Spring Valley community meeting

Meeting at the municipal Council offi

Community protest-at District Municipality

Workshop on social audits

Spring Valley community meeting

Community members conducting social audits

Spring Valley community meeting