



UMKHANYAKUDE DISTRICT MUNICIPALITY

PUBLIC PARTICIPATION STRATEGY

2017/2018

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1. Preamble

This document provides a strategic framework for public participation within The Municipality. This builds on the commitment of the democratic government to deepen democracy, which is embedded in the Constitution and above all in the concept of local government, as comprising the municipality and the community.

The Municipality is committed to a form of participation which is genuinely empowering, and not token consultation or manipulation. This involves a range of activities including creating democratic representative structures (ward committees), assisting those structures to plan at a local level (community-based planning), to implement and monitor those plans using a range of working groups and CBOs, supporting community-based services, and to support these local structures through a cadre of community development workers. The Municipality should also improve the accountability of ward and municipal structures to each other and to the communities they serve, as well as improving the linkages between provincial and national government departments.

If we do this as a District we have a chance to making our democracy and governance structures firmly rooted in our people.

2 Purpose

The purpose of the Public Participation Strategy is to clearly communicate the expectations of the municipality to officials and community, as this shall help all know when they should consult and why. It is expected that Councilors and officials of the Municipality shall ensure that the community is involved in:

- The implementation and review of the Integrated Development Plan;
- The establishment, implementation and review of the Performance Management System;
- The monitoring and review of the performance of Municipality;
- The preparation of budget;
- Strategic decisions relating to the provision of municipal services;
- The development of by-laws and regulations; and
- Implementation of projects and initiatives

It is further expected that Officials and Councilors shall ensure that all people in the community shall be given the opportunity to be involved including, those people who cannot read or write, people with disabilities, women and other disadvantaged groups

Language preferences should also be taken into account

3 Legislative Background

Since 1994 the government has put in place policy and legislative frameworks that seek to promote participatory governance.

The notion of public participation in all spheres of government is embedded in the South African Constitution. Chapter 2 of the **Constitution** includes a Bill of Rights including equality, human dignity, freedom, environment, as well as rights to housing, health care, food, water, social security, education, access to information. In terms of the roles of national, provincial and local spheres of government the Constitution states:

“Section 151(1) (e) - obliges municipality to encourage the involvement of communities and community organizations in local government.

Section 152 - the Objects of local government (are) to encourage the involvement of communities and community organizations in the matters of local government.

Section 195 (e) – in terms of the Basic values and principles governing public Municipality administration – people’s needs should be responded to, and the public should be encouraged to participate in policy-making”

In the **White Paper on Local Government – 1998** the Object of community participation is embedded in the following four principles:

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

The White Paper also suggests that *“Municipality should develop mechanisms to ensure citizen participation in policy initiation and formulation, and the M&E of decision-making and implementation. The following approaches shall be of assistance to achieve this:*

- Forums to allow organized formations to initiate policies and/or influence policy formulation, as well as participate in M&E
- Structured stakeholder involvement in certain Council committees, in particular if these are issue-oriented committees with a limited lifespan rather than permanent structures

- Participatory budgeting initiatives aimed at linking community priorities to capital investment programmers
- Focus group participatory action research conducted in partnership with NGOs and CBOs can generate detailed information about a wide range of specific needs and values”

Section 16 (1) of the Local Government Municipal Systems Act 32, 2000 clearly outlines the expectations that Local Government shall develop a culture of community participation within Municipality. In particular it refers to the need to:

- Encourage and create conditions for the local community to participate in the affairs of the municipality; and
- Contribute to building the capacity of the local community and councilors and officials to foster community participation.

The Act further states that the Municipality should take into account the special needs of: People who cannot read or write people with disabilities, women and other disadvantaged groups. Finally the Act states that a Municipality should clearly communicate information concerning community participation.

4. Principles of Public Participation

The Municipality is committed to enabling participation of all people in decisions of the Municipality that shall affect them. This strategy is designed to outline the expectations in regard to Public Participation. In particular it is designed to:

- Assist elected representatives understand, and be informed by, the views of constituencies when making decisions on their behalf;
- Assist the officials of each Municipality to gain community input into planning, program development, regulation, project development and implementation; and
- Help to develop and maintain co-operative relationships between the Municipality and the community.

In order to make public participation a reality, the Municipalities shall be guided by the eight **Batho Pele principles**:

4.1 Consultation

Citizens shall be consulted about the level and quality of the public services they receive and, wherever possible, shall be given a choice about the services that are offered. Civic education shall be at the centre of the agenda, to actively empower role players so that they clearly and fully understand the objective of public participation and may in turn take such actions or conduct themselves in ways that are calculated to achieve or lead to the delivery of the objectives.

4.2 Service Standards

Citizens shall be informed about the level and quality of public services they shall receive so that they are aware of what to expect. This includes being informed of service charters, strategic plans, booklets with standards and service level agreements.

4.3 Access

All citizens shall have equal access to the services to which they are entitled. The Municipality shall ensure that participants in a public participation process fully and clearly understand the aim, objectives, issues and the methodologies of the process, and are empowered to participate effectively. Accessibility shall ensure not only that the role players can relate to the process and the issues at hand, but also that they are, at the practical level, able to make their input into the process.

4.4 Courtesy

Citizens shall be treated with courtesy and consideration. The Municipality shall embrace all views and opinions in the process of community participation; and shall allow differences based on race, gender, religion, ethnicity, language, age, economic status and sexual orientation to emerge, and where appropriate, ways shall be sought to develop consensus in the planning processes to include these diversities. Where citizens cannot read or write, a municipal official shall be available to assist in writing the citizen's query, complaint or request.

4.5 Information

Citizens shall be given full and accurate information about the public service they are entitled to receive. The Municipality shall, through its relevant offices, assist in providing information about the Municipal issues and government services available to communities; register indigent households, or provide information concerning account, billing and tariff queries. The Municipality shall ensure both political and Municipality administrative accountability by acknowledging and assuming responsibility for decisions, actions, conduct and policies developed. Information shall be available in the main languages of the district/ Local area and wherever possible, arrangements shall be made to facilitate sign language and Braille where needed.

Communities shall also be informed through community newsletters, posters, and brochures, press articles in the local media, local radio bulletins, website and all other available channels.

4.6 Openness and transparency

Citizens shall be told how national, provincial departments and local municipality are being run, how much the budgets are, and who is in charge. The Municipality shall promote openness, sincerity and honesty among all the members of Council and Municipality administrators in service delivery and the public participation process. The Municipality shall present the IDP and budget for public scrutiny and publish the annual report to inform citizens how the Municipality's resources were used, including how well the Municipality performed.

4.7 Redress

Should the promised standard of service not be delivered, citizens shall be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response. Trust is a critical element in the public participation process and invariably trust is used to refer to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process.

Citizens shall also be requested to fill in **customer satisfaction questionnaires** to test their level of satisfaction of services provided and all queries, complaints and requests shall be recorded and monitored on a monthly basis to identify trends in information needs, number of calls received, topic of discussions, where these queries came from and whether the calls were satisfactorily dealt with.

4.8 Value for money

Public services should be provided economically and efficiently in order to give citizens the best possible value for money. The Municipality shall ensure that the public participation processes are integrated into the mainstream policies and services, such as the IDP process, Service Delivery Planning and so on. Citizens shall be fully informed about the budget, financial statements, how the money was spent, budget reviews, what projects were implemented, expenditure controls, internal controls, etc. to ensure value for money.

In order to make this a reality we must be guided by a series of principles:

- **Inclusivity** - embracing all views and opinions in the process of community participation.
- **Diversity** - In a community participation process it is important to understand the differences associated with race, gender, religion, ethnicity, language, age, economic status and sexual orientation. These

Differences should be allowed to emerge and where appropriate, ways sought to develop a consensus. Planning processes must build on this diversity.

- **Building community participation** – Capacity-building is the active empowerment of role players so that they clearly and fully understand the objective of public participation and may in turn take such actions or conduct themselves in ways that are calculated to achieve or lead to the delivery of the objectives.
- **Transparency** - promoting openness, sincerity and honesty among all the role players in a participation process.
- **Flexibility** - the ability to make room for change for the benefit of the participatory process. Flexibility is often required in respect of timing and methodology. If built into the participatory processes upfront, this principle allows for adequate public involvement, realistic management of costs and better ability to manage the quality of the output.
- **Accessibility** – at both mental and physical levels - collectively aimed at ensuring that participants in a public participation process fully and clearly understand the aim, objectives, issues and the methodologies of the process, and are empowered to participate effectively. Accessibility ensures not only that the role players can relate to the process and the issues at hand, but also that they are, at the practical level, able to make their input into the process.
- **Accountability** - the assumption by all the participants in a participatory process of full responsibility for their individual actions and conduct as well as a willingness and commitment to implement, abide by and communicate as necessary all measures and decisions in the course of the process.
- **Trust, Commitment and Respect** - Above all, trust is required in a public participatory process. Invariably, however, trust is used to refer to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process. Going about participation in a rush without adequate resource allocations will undoubtedly be seen as a public relations exercise likely to diminish the trust and respect of community in whoever is conducting the process in the long term, to the detriment of any public participation processes.
- **Integration** – that public participation processes are integrated into mainstream policies and services, such as the IDP process, service planning.

Example of their practical application is shown in Table 1.

Table 1 Examples of the practical application of these principles

Principle	Examples of applying these principles
Inclusivity	Identifying and recognizing existing social networks, structures, organizations, social clubs and institutions and use them as a vehicle for communication
Diversity	Ensure that different interest groups including women, the disabled and youth groups are part of governance structures
Building community capacity	Solicit funding from external sources to train ward committees on their role in development Embarking on consumer education on all aspects of local governance including the functions and responsibilities of the municipality and different municipal structures
Transparency	Engendering trust in the community by opening council meetings to the public and encouraging attendance
Flexibility	Being flexible in terms of time, language and approaches to public meetings
Accessibility	Conducting public meetings in the local language
Accountability	Ensuring report backs to community forums or ward committees at least on a quarterly basis
Trust, Commitment and Respect	Ensuring that the purpose of the process is explained adequately, as well as how it will develop
Integration	Integrating ward planning with the IDP process Including user committees into mainstream services, e.g. School Governing Bodies

5 Introduction

Public Participation involves providing clear and relevant information to the community, seeking input, feedback and information about Council directions and initiatives, actively encouraging participation from a cross-section of the affected community, mobilizing community involvement in raising public awareness around key issues, providing prompt and comprehensive feedback to the community on the views expressed, decisions made and the reasons for those decisions.

In this document public participation is defined as an **open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making**. It is further defined as a democratic process of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives.

Why the need to promote public participation within the Municipality? Research by **DPLG** has shown that public participation is promoted for four main reasons: Firstly; public participation is encouraged because it is a legal requirement to consult. Secondly, it should be promoted in order to make development plans and services more relevant to local needs and conditions. Thirdly, participation may be encouraged in order to hand over responsibility for services and promote community action. Lastly, public participation should be encouraged to empower local communities to have control over their own lives and livelihoods.

Research done on the Municipality Public Participation environment across the district revealed the following assumptions about public participation within the District:

- Public participation requires a culture of commitment from individuals, interest groups or communities and ward committees;
- In the District and within the context of public participation, community is defined as ward, with elected ward committees – hence the need for an effective ward committee system which is functional and well capacitated;
- Public participation acknowledges a fundamental right of all people within the District to participate in the governance system, and the need to recognize other structures that could be used as vehicles for public participation targeting specific interest groups e.g. farmers association when farmers as interest group are targeted;
- Public participation further acknowledges the need for involvement of communities in IDP, Annual report, By-laws formulation, Performance review as well as Project implementation;

- Public participation recognizes other public participation mechanisms available within Local Government terrain and recognized by law; this refers to structures such as IDP Representative Forums as well as Council Meetings

Ward committees play a central role in linking up elected institutions with the people, and other forums of communication reinforce these linkages with communities like the izimbizo, roadshows, the makgotla's, and so forth.

6 The Municipality Public Participation Strategic Drivers

The Municipality Public Participation Strategy is premised on the following key strategic drivers:-

6.1 Information

The promise is to keep the public informed; communities and citizens shall be informed about the intentions of the municipality.

- This process has the objective of providing balanced and objective information;
- The Promotion of Access to Information Manual of The Municipality details process and prescribed fees to be followed when members of the public request information which is in the custody of the municipality, this manual conforms to section 51 of the Promotion of Access to Information Act;
- Communication channels shall include any of the following, but shall not be limited to, informative meetings, public notices, website, written information and audiovisual presentations;
- The Municipality shall make the IDP and budget, with supporting documents, available to the public to allow for public representations on the budget in accordance with Section 22(a) (i) and (ii) of the Municipal Finance Management Act (MFMA); through the IDP Representative Forum and other relevant structures. Copies shall be lodged with public libraries at main towns within the District and at Customer Care & Services Centres located at local municipality;
- The Municipal Manager should place on the website key financial information that includes budgets and related documents, the annual report, performance agreements of Section 57 employees, service delivery agreements, partnership agreements, and any other documents providing insight into the state of the municipality's financial affairs, in accordance with 75(1) of the Municipal Finance Management Act No 56 of 2003. In order to ensure greater transparency, ward committees shall be utilized to reach the broader community;

- The Municipality shall publicize the annual report in terms of Section 21A of the Municipal Systems Act and ask for public comments to be included in the oversight report to be presented to Council in terms of section 129(1) of the MFMA.

When publishing the annual report as envisaged above, the Municipal Manager shall advise the community about the time when the comments should be submitted, the physical or postal address as well as fax numbers where submissions are to be made.

6.2 Consultation

- The Municipality shall use a consultation process with the objective of obtaining community and public views, opinions and feedback from the community.
- The promise to the public is to provide people-centred services by getting inputs from and acting on concerns raised by communities and members of the public.
- Communication channels shall include any of the following, but not limited to, IDP/Budget roadshows, public hearings, public meetings, workshops, public participation days/weeks, community panels, focus groups, community information, radio and feedback sessions (such as District Communicators and Local Communicator Forum meetings), facilitation, questionnaires and website.

6.3 Participation

- This shall entail active participation where decisions arrived at receive legitimate mandates from stakeholders.
- The process shall be used with the objective of working with public throughout the process.
- The promise to the public is to ensure that the stakeholders are involved in the process of formulating solutions.
- Communication channels shall include any of the following but not be limited to project steering committees, forum meetings, District communicators, Local Communicator Forum meetings, Integrated Development Plan Representative Forums, advisory committees, facilitation and planning meetings, conferences and radio.

6.4 Empowerment

- Communities and citizens shall be involved in the entire process so that they can fully understand the relevance and importance of the matter to be addressed.
- This process shall be used with the objective that the community carries out decisions and plans. **Community based planning** should be engaged in, as it is an empowering tool.
- The promise to the public is that the community shall be empowered to oversee implementation of decisions.
- Communication channels shall include any of the following, but not be limited to, working groups, prioritization and visioning meetings, mapping, community feedback meetings, operational planning, public meetings and civic education workshops.

- The Speaker's Office shall ensure that ward committees are trained in community based planning.

6.5 Communicating with the public

- The Municipal Manager should inform the community of any public comment procedures available to voice their opinions and views on the affairs of the Municipality on which the community's input is required, which may include any of the following but not limited to:
- Public meetings and hearings by the Council and other political structures, and office bearers of the municipality.
- Consultative sessions with locally recognized community structures and organizations.
- The submission of written comments.
- In conducting public hearings, the municipality shall comply with the provisions of the Municipality Administrative Justice Act 2000, which requires the following:
 - Public comment and notice procedure
 - Holding public enquiry
 - Enquiry, notice and public comment procedures.

6.6 Petitions

- The petitions shall be dealt with in terms of the Standing Rules of the municipality.
- A petition is a formal request submitted and signed by a group of persons for the municipality to take a particular course of action in respect of a cause.
- The Municipality should notify the community of the processes they should follow to lodge petitions and the whole petitions process.
- Any petition or complaint should comply with the following requirements:
 - It should be in legible writing or typed.
 - The document should clearly indicate the topic.
 - The Speaker should acknowledge receipt of the petition to the petitioner and advise the petitioner of the manner in which the petition is being handled, within a two week period.
- Language of petitions
 - A petition may be lodged in any of the eleven official languages recognized in section 6(1) of the Constitution of the Republic of South Africa.
- Signing of petitions
 - A petition should be signed by every petitioner;
 - Where a petitioner is unable to sign his or her name, he or she may make a mark on the petition, which mark should be witnessed by two other persons, both of whom should sign as witnesses next to the mark.

6.7 Lodging of any other complaint, query or request

The Municipality has established Customer Care & Service Centres or offices responsible for customer queries. Members of the community may register as indigent households, pay or query their water accounts, or submit any request for information on Municipality's services or any other government department.

6.8 Invitation for public comment and open session

- When the Municipality considers and deliberates on any of the issues set out hereunder, it should hold open sessions to which members of the public and interested organisations should be invited to submit their views and comments:
 - The identification of the needs of the community in the municipal area, including prioritization of those needs;
 - On strategies, programmes and services to address priority needs through the integrated development plan and budget processes;
 - The development, implementation and review of the Council's performance management system, including the setting of appropriate key performance indicators and performance targets;
 - A proposed tariff as contemplated in Section 74 of the Municipal Systems Act as well as its credit and debt related policies;
 - The annual report and oversight processes
 - Decisions on mechanisms for the provision of services through service delivery agreements;
 - Formulation or review of by-laws that would affect the community or structure.
- The Municipal Manager shall, after Council has held an open session on any of the matters contemplated in this policy or other relevant legislation:
 - Formulate a full report thereon together with any advice or recommendations Council may deem necessary or desirable;
 - Make copies of the report available to the community in one or more of the following manners:
 - By publication in the local newspaper, leaving a copy at libraries posting a copy on the noticeboard at the Council's offices, and in case of a District Municipality, providing each of the UMkhanyakude DM's local municipality with copies for distribution to the ward committees and communities, and posting a copy on the noticeboard of the Customer Care & Satellite Offices located at each local municipality.
 - Publish the report on the municipality's website.

- Ensure that the report is published according to the Municipalities language policy for the municipal area.
- Provide the public with a central e-mail address, whereby members of the community may submit written comments directly to the municipality on any matter referred to in this policy and/or other relevant legislation.
- Ensure that the comments are addressed regularly and collated by a member specifically allocated to this task

6.8 Public meetings and hearings by the municipality

- The Municipal Manager shall place an appropriate notice in the local newspaper or radio, to notify the community of any public meeting and/or hearing arranged to discuss and consider issues affecting the community;
- The issues may relate to any issue that the MUNICIPALITY may deem necessary to engage the community on;
- Any such public meeting and/or hearing should take place within 7 (seven) days of the Municipal Manager having notified the community;
- The notice thereof should state the issues to be considered by the meeting and the section of the community that is targeted for the meeting;
- The meeting or hearing shall be conducted in a language that shall ensure effective participation by the target group;
- The Municipality should provide interpretation if such is necessary

6.9 Notification

- The MUNICIPALITY shall give a notice whenever Council shall hold:
 - An ordinary Council meeting
 - A special meeting of Council, except when the constraints make this impossible.
 - A meeting as provided for under this policy
 - A session about any matter contemplated in this policy or any relevant legislation
 - A public meeting or any other matter decided by Council that warrants notification of the community in terms of this policy;
- Copies of all notices should be posted at any of the following, but not limited to:
 - The local newspapers in the area;
 - The noticeboards at the municipal offices;
 - Libraries in the municipal area;
 - Ward information centres ; and
 - Other places as may be determined by the ward committee

7. Structures for Public Participation

7.1 Ward Committees

Ward committees are a legitimate statutory platform for community participation. The object of a Ward Committee is to enhance participatory democracy in local government.

The Municipality shall:

- Ensure that the required resources are available for the efficient and effective operation of Ward committees;
- Strengthen and capacitate ward committees such that they become a driving force for community developmental programmes;
- Support communities to produce ward plans (community based planning) as a systematic planning and implementation process to perform their role and responsibilities;
- With the cooperation of local municipality develop programmes for civic education;
- Improve the accountability of ward and municipal structures to each other and to the communities they serve;
- Make recommendations on any matters affecting the ward to the ward councilor or through the ward councilor to the municipality;
- Serve as an official specialised participatory structure;
- Create formal unbiased communication channel as well as co-operative partnerships between the community and the council; and
- Serve as a mobilizing agent for community action, in particular through the IDP process and the municipality's budgetary process;
- Hold other duties as delegated by the municipality.

Figure 1 Areas covered by ward committees and their linkages



Therefore ward committees are forums for deliberative democracy, set up to:

- Promote self-management, awareness building and ownership of local development;
- Enable faster access to information from government, as well as collecting information about the situation at community level (Social Audit) as well as closer monitoring and evaluation of service delivery;
- Provide clarification to communities about programmes and enable community involvement and quicker decision making;
- Enhance transparency in administration;
- Harness local resources to support local development;
- Improve planning, which can now be based on local strengths, needs and preferred outcomes;
- Improve the accountability of government.

Wards can cover a wide range of sectoral issues (see Figure 1) depending on the situation in the ward.

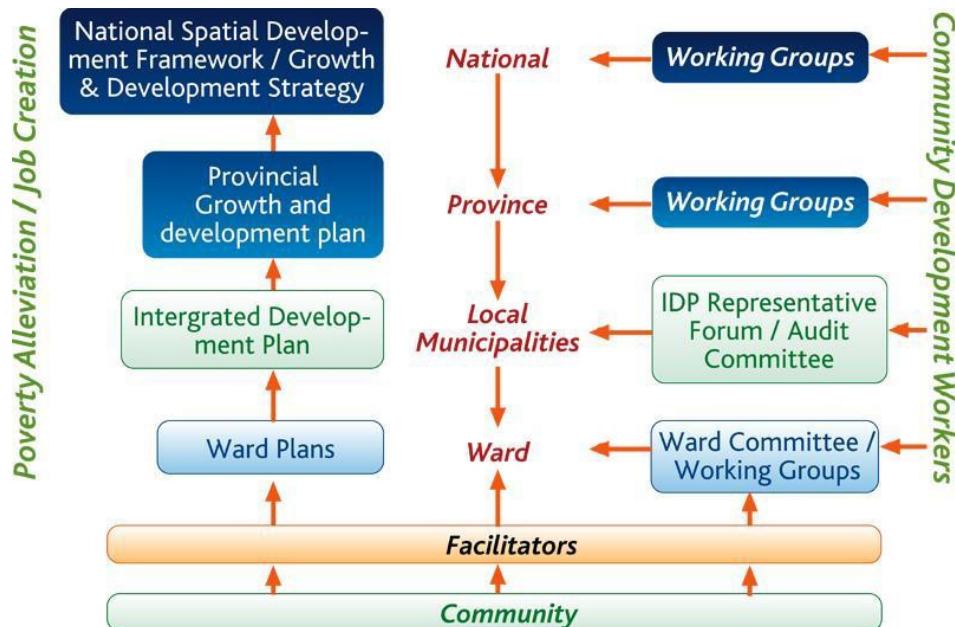
In order for communities to be active and involved in managing their development, claiming their rights and exercising their responsibilities, ward committees as legitimate structures need to be effective and a number of practical mechanisms are required, which are outlined in the next sections. The establishment of ward committees is still at an early stage, and a great deal of capacity-building still needs to be undertaken.

7.2 Community Development Workers (CDWs)

The DM shall support CDWs to:

- Ensure that ward committees and civil society are informed of government services, encourage ward committees and civil society to make use of opportunities within the Municipality area;
- Support implementation of community activities and projects via community structures such as community workers and Civil Based Organisations;
- Providing technical support to ward committees (e.g. compile reports and documents) to monitor community projects and to account to communities and municipality;
- CDWs are to be represented at Local and District Communicator Forum meetings; and should work together with Communication Officials at Local Municipality, ward committee representatives, and government departments located in the local municipal area to develop a common programme of action on a quarterly basis.
- CDWs to work together with Communication/ Public participation Officials at Local municipality as well as representatives of ward committees in meeting to undertake an environmental analysis and to identify issues at a local ward level that needs urgent attention. The Communication/ Public participation Officials should submit environmental analysis reports to the EXCO's Committee at the local municipality and copied to relevant portfolio heads so that the latter can follow up on the issues. The Environmental Analysis reports are to be sent to the District Head of Communications who shall consolidate the information from all local municipalities on a monthly basis and submit reports to the District Mayors Forum, with a copy to the Speaker's Office.

Figure 2 Working groups at all levels, informed by CDWs



7.3. Local Communicators Forum (LCF)

UMkhanyakude DM shall facilitate the establishment of Local Communicators Forums at local municipality level within the district. Members should include, the local municipality communications official who is the driver of the programme together with a core team, Community Development Workers (CDWs) and coordinators, representatives from the ward committees, and government departments located in the local municipal area. It may also include representatives from civil society structures such as Non- governmental Organizations (NGOs), Community Based Organizations (CBOs) etc. The purpose of the LCF is to share information, best practices, develop a common programme of action at a local level applicable to all participants, and facilitate communication strategies and programmes. The LCFs shall meet at least on a quarterly basis or as often as necessary and is the platform for sharing vital information with communities in the local area.

7.4 District Communicators Forum (DCF)

UMkhanyakude District Municipality establishes the District Communicators Forum. The forum meets on a quarterly basis or as often as necessary and is driven by the Head of Communications at the district together with a core team made up of representatives from the LM's, Office of the Premier and GCIS. The forum also includes communication officials from all the local municipality, communication officials from government departments and parastatals located within the district as well as CDWs and coordinators. The forum serves to share

Information and best practices amongst the government spheres, and to coordinate programmes and projects such as izimbizo, information days, etc. at a district level. Information is cascaded down to the LCFs and vice-versa, and even upwards to the Intergovernmental Forums.

7.5 Other District/Local forums

Community organizations and structures also participate in a number of other District/Local forums and are part of the decision-making process of Council, such as:

District/local Aids Council; Community Safety Forum ; Local Economic Development (LED) Forum ; Disaster Management Forum ;Disability Forum ; Gender Forum Youth Forum; IDP Representative Forum; Senior citizens forum; Rights of a child forum, Farm workers forum; etc.

7.6 Customer Care & Service Centres

Umkhanyakude District Municipality shall established Customer Care and Service Centres at each local municipality in the district. Customer Care Assistants located at these centres shall be responsible for disseminating information on Municipality services as well as all other government departments to community members who enquire at these centres. The Customer Care Assistants shall also be responsible for assisting those community members who cannot read or write, to write down their query; petition or complaint and forwarding same to the relevant party within the Municipality for follow up. The Customer Care Assistants shall also capture all queries, complaints and requests for information on an electronic Customer Care Management System and forwarding same to the relevant party within the District/ Local municipality for follow up where necessary. The Customer Care Management System shall assist in gathering information for research purposes and shall assist the municipality in assessing how many calls were received, where these calls came from, what the topics were about, and whether the calls were satisfactorily addressed. Printouts shall be available on a monthly basis for monitoring and evaluation purposes, and to assess information needs and trends that are developing

7.7 Public Participation Practitioner's Forum

The Public Participation Practitioner's forum shall act in accordance with its terms of reference in ensuring:

The scope of work of the DPPF is oriented towards planning and monitoring of Ward Committees with regard to the establishment and functionality to ensure co-ordination of all support initiatives and programs by all spheres of Government, stakeholders and outside institutions, in particular to:

- Ensure common and comprehensive understanding of legislation and policies with regards to Public Participation;
- Ensure the establishment of standard practices, policies and programmes with regards to Public Participation;

- Closely cooperate with the Provincial Public Participation Steering Committee (PPPSC);
- Share best practices and case studies in the provincial and national spheres;
- Communicate with Municipalities to inform about the training initiatives and to mobilize for participation;
- Solve emerging problems and/or coordinate with the PPPSC to solve problems; and
- To receive information from PPPSC and follow up programme of implementation.

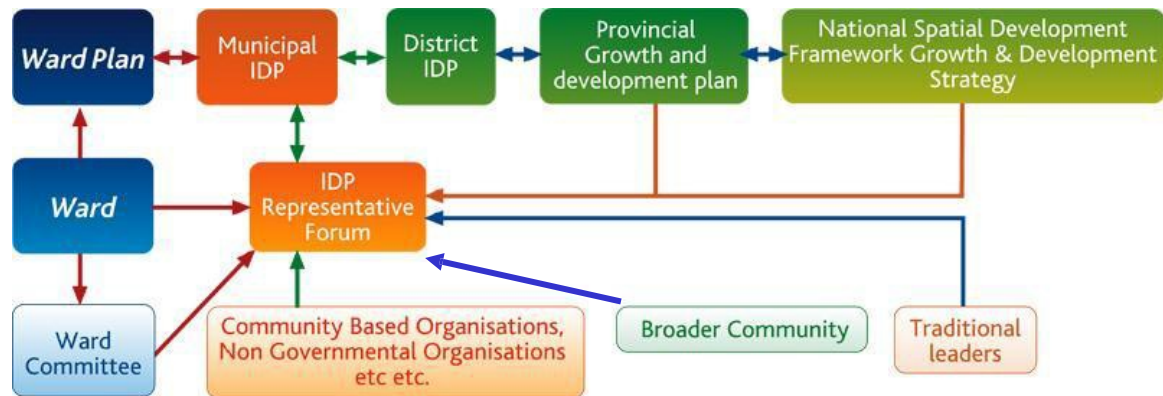
7.8 Community-based ward plans

South Africa has successfully piloted a system of community-based planning (CBP) at ward level. These ward plans include:

- an understanding of social diversity in the community, the assets, vulnerabilities and preferred outcome of these different social groups;
- an analysis of the services available to these groups, as well as the spatial aspects of development and the strengths, weaknesses, opportunities and threats facing the community
- a consensus on priority outcomes for the ward;
- collective development of plans to address these outcomes, based on what the ward will do, what support is needed from the municipality, and what from other agencies;
- identification of support needed from the IDP;
- a community budget for discretionary funds from the municipality to assist the community to take forward their ward plans;
- An action plan for the ward committee to take forward their plan and help communities to reach consensus and to have direction.

The linkage between ward plans, IDPs, provincial growth and development plans and the National Spatial Development Framework is shown in Figure 3.

Figure 3 Linkage between ward plans, communities and higher-level plans



Ward plans help to ensure that IDPs are more targeted and relevant to addressing the priorities of all groups, including the most vulnerable. CBP provides ward committees with a systematic planning and implementation process to perform their roles and responsibilities. In other words, ward plans provide an overall direction for development for the area, as well as an annual operational plan, the implementation, monitoring and evaluation of which gives ward committees an ongoing role through the year.

Dplg should now encourage all municipalities to undertake CBP, so making the requirement for participation in the IDP a reality. It should be timed to link with the IDP and review cycle (see Figure 4).

Figure 3 Cycle of CBP and IDP

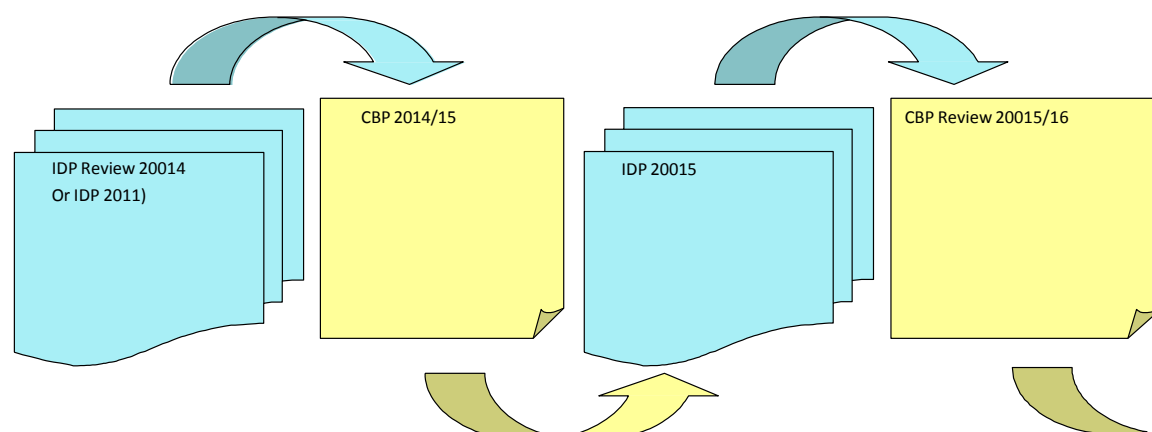


Table 2 provides an indicative schedule showing the linkage between CBP and IDP.

Table 2 Schedule for CBP and IDP

Month	Activity	Content
1 Jan-1 April	Meetings with Council and senior management	<ul style="list-style-type: none"> Discussing costs, benefits and preconditions for CBP Deciding whether to take on CBP Clarify roles and responsibilities for CBP
1 April to 30 June	Preparing for planning	<ul style="list-style-type: none"> Plan/content/duration/planning cycle for CBP Process for developing the ward plans Selecting key Running training for CBP Manager, Specialists, councilors, sector staff Packaging IDP information for CBP
July	Training of Facilitators	<ul style="list-style-type: none"> Training of facilitators from municipality, ward committees (and if appropriate NGOs and CBOs)
August	IDP process plan	<ul style="list-style-type: none"> Process plan developed and approved by Council
August-September	Ward planning	<ul style="list-style-type: none"> Ward planning in all wards Documentation
October	Appraisal of ward discretionary budgets	<ul style="list-style-type: none"> Ward plans reviewed and discretionary budgets approved Questions sent to technical depts.

Month	Activity	Content
November-February	Linking to IDP	<ul style="list-style-type: none"> packaging CBP information for IDP IDP process underway
	Implementation of ward plans by wards	<ul style="list-style-type: none"> CBP implementation
May	Approval of IDP and Budget by council	<ul style="list-style-type: none"> Council approves IDP and budget inclusive of relevant CBP project proposals
June	Feedback to community	<ul style="list-style-type: none"> Feedback to community on CBP projects included in the IDP and budget
July 2014	IDP implementation	<ul style="list-style-type: none"> Implementation of IDP projects and programmes (including those drawn from ward plans)

8. Annual Public Participation Programmes of the Municipality

The following shall inform Annual Public Participation Programme of the Municipality:

- 8.1** The Municipality shall establish an **Integrated Development Plan (IDP) Representative Forum**. An advertisement shall be placed in the local media inviting representatives from local community organizations and traditional leaders to attend the meetings where plans and programmes for inclusion in the reviewal process of the **Integrated Development Plan** are discussed. This IDP process is led by the Mayor/s. The draft IDP is taken on a road show to all local municipalities in April/May each year before approval by Council. All public comments during the road show are collated for consideration in drafting the final document. The road show dates are advertised in the local media.
- 8.2** The Municipality **budgets** are co-ordinated during the planning and reviewal phase of the IDP. Once the draft budget has been drawn up, an IDP and Budget road show is undertaken to consult with local communities and to explain the IDP and how the finances are to be spent in the forthcoming year. This process is led by the Mayor/s, and arrangements are coordinated by the Communications/ Public participation Unit together with the local municipality. The road show presentation dates, times and venues are advertised in the local media and copies of the IDP and Budget are lodged at all local libraries and at customer care & service centres for perusal. All public comments during the road show are collated into a Question & Answer (Q&A) document for consideration in drafting the final document.

- 8.3** The **IDP and Budget documents** are presented to Council for adoption towards the end of May each year. The Mayor/s shall deliver his/her “State of the District Address” in which he/she reports on the performance of the municipality for the previous year and summarises the IDP plans for the forthcoming year, including the budget. The Council Support Unit/ Secretariat shall be responsible for coordinating this event. The State of the District Address/Local Municipality shall subsequently be published as a community newsletter and distributed as a supplement in the local newspaper and via local municipality at public outlets, customer care & service centres and via the LCFs to ward committee members, CDWs and ward councilors.
- 8.4** **National Public Participation Weeks** are held annually in April and October. This is an opportunity for politicians and officials at all spheres of government to meet local communities and to listen to their needs, concerns and answer queries. It is critical that the major component of these meetings be unmediated (no formal agenda) as this is an opportunity for the local communities to have their voices heard. It is also an opportunity for them to meet with the political leaders. **The izimbizo** provide a platform to convey government information, to notify local communities how they can access government services and an opportunity to hold registration drives and campaigns e.g. for identity documents, child support grants etc. It is important to follow up on promises made and to return to the affected communities to report on action/s taken, where these have been outstanding. In order to answer questions knowledgeably, it is critical for councilors to be fully informed of municipal IDPs and plans for the affected communities. The Municipality Communications Unit/ Public participation co-ordinates izimbizo through the Communicators/ Public participation practitioners Forum with the local municipality and communicates these arrangements to the Office of the Premier and Government Communications Information System (GCIS) and the Municipality EXCOs. The political structures at national, provincial and district/local level deploy their members to attend these events.
- 8.5** **Various project launches**, promotions and handovers are organized during the course of each year. Local community members are mobilized to attend these events. These functions provide the opportunity to listen to the comments and needs of the communities and to answer queries. It should be noted that increasingly government departments and local municipality are consolidating their efforts and working together to launch programmes and projects. This also applies to funding where necessary. These events are generally led by the responsible portfolio councilor and the relevant head of department on behalf of the Municipality and with the assistance of the communication/ public participation unit, however, programmes are coordinated across government spheres according to protocol. Typical events would include National Water Week in March and National Sanitation Week in May, Tourism and Heritage Month activities in September, as per the government annual calendar of events, and other project launches which are held during the course of the year.

8.6 Special Programmes

The **Special Programmes Unit (SPU)** is located in the Office of the Mayor and is responsible for all activities related to promoting the interests of youth, women, disabled persons and other marginalized groups and HIV and Aids. Various SPU programmes are convened in line with the government's annual calendar of events and are led by the Portfolio Head for Special Programmes and driven by the SPU, such as **Youth Month in June, Women's Month in August, the 16 Days of Activism against Women and Child Abuse which is held in November and December, and usually includes activities in celebration of World Aids Day in December.**

9. Language Policy and Translations

9.1 The Municipality language policy has its basis in the National Language Policy Framework. The Council has determined that the official language of the Municipality is English; however Councilors can take the oath of office in any language they prefer. In terms of the Rules of Council, the Speaker shall mandate the Municipal Manager to translate such documents as the Annual Report, the Integrated Development Plan and Community Newsletters in the official languages encountered in the District, bearing in mind the cost implications and budgetary constraints. As such therefore, the Mayor's State of the District Address (SODA) elaborates on the performance of the District (includes local arrangement). The SODA also elaborates on the IDP and budget for the next financial year. Hence the State of the District Address should be published as a community newsletter in English and isiZulu and distributed as a supplement to the local newspaper, which is the main commercial newspaper in the district. Additional copies shall also distribute to all local municipalities, at all public outlets and ward committees. The language policy of the Municipality is therefore as follows:

- Plain language and proper grammar shall be used in all communication with the public to ensure clarity and consistency of information;
- English is the business language of the Municipality;
- If a member of the public communicates with the Municipality in a specific language, then they should be answered in that language;
- Official documents shall only be translated subject to capacity and budget;
- In terms of the Promotion of Access to Information Act, the Municipality is obliged to translate any official document into the preferred language of choice of the applicant, at a cost to be borne by the applicant.
- In terms of legislation (Chapter 4 of the Local Government Municipal Systems Act No 32 of 2000), the municipality should take into consideration the language preference and usage in the municipality and the special needs of people who cannot read or write. If someone is illiterate and would like to communicate with the MUNICIPALITY, a Counselor or an official shall be responsible to take down the statement in writing. Similarly, cognizance should be taken of the special needs of disabled persons,

Especially in public/community meetings and where necessary a translation service should be made available e.g. sign language.

- The decision to use translations for communication campaigns has far reaching implications for costs, target audiences, distribution mechanisms, publicity mediums and design of material. All these should be considered in the planning phase of any activity.

10. Institutional Roles and Responsibilities

The support for the public participatory component of the political system should reside with the Office of the Speaker. The Speaker, whose responsibility is to ensure that the oversight role of The Municipality's legislative component is exercised effectively, who also chairs Council, shall be responsible for ensuring that the Municipality, through its elected councilors implements a dynamic and progressive system of public participation. The following roles and responsibilities shall be observed:

Activity	Role	Responsibility
Municipality administrative mechanisms to co-ordinate aspects of public participation	Developing a mechanism and the capacity to ensure that Municipality administrative components relating to public participation are fulfilling their function, and ensuring synergy in the overall policy	Officials in the Office of the Speaker and the Mayor
Petitions Management System	Ensure an effective receipt, referral and implementation of decisions relating to petitions	Office of the Speaker
Municipality administrative mechanisms to coordinate aspects of all other queries, complaints and requests	Monitoring of monthly Customer Care Reports	Communications Unit in the Office of the Mayor
Notice of Council and Committee meetings	Ensure an effective receipt, referral and implementation of decisions relating to petitions	Corporate Services and Officials in the Office of the Speaker
Management of Access to Information	Develop and manage a system of access to information	Office of the Municipal Manager Office and Corporate services
Reporting to the Premier's Co-coordinating Forum	Presenting a summary of the Municipality public participation	Office of the Mayor

Activity	Role	Responsibility
	programmes	

11. Accountability, Monitoring & Evaluation

All matters related to implementation and monitoring of this policy shall be done by the head of Municipality administration in the institution. The strategy shall be reviewed on an annual basis during policy review process/ when required.

Accountability is one of the key principles of participation and ward committees are accountable to the communities they serve. Ward committees can apply this principle by participating in the monitoring and evaluation of community projects; and by regularly reporting back to the citizens on progress made on implementation of community projects and other community issues (see Figure 74).

We have models for how this can occur, e.g. through the CBP process. This must be expanded improving mechanisms for accountability:

- For ward committees to monitor their own activities, working groups etc.
- for the community to monitor ward committees and their driving of implementation of the ward plans;
- for ward committees to account to municipalities on their activities, on progress with implementing ward plans;
- For municipalities to account to ward committees, on their performance, on progress with IDPs etc.

Figure 4 Feedback links between community, ward committee and municipality



Annexure A:

UMkhanyakude DISTRICT MUNICIPALITY

PUBIC PARTICIPATION ANNUAL PROGRAME OF ACTION

ISSUE	RESPONSIBILITY OF	TARGETED GROUP	HOW/WHEN	ROLE OF PUBLIC PARTICIPATION OFFICIAL	COMMUNICATION PLAN	MUNICIPALITY WARD SECTOR	DATE OF IMPLEMENTATION	PORTFOLIO OF EVIDENCE
PUBLIC EDUCATION	Speakers office Communication office Ward councilors Traditional leadership Stakeholders	Community Government Departments	Community Meetings to be held monthly/Quarterly basis	Ensure that all Stakeholders are educated Official to design programme	Newspaper advert, public notices, radio slots, loud hailing, branding, information packaging, flyers	Umhlabuyalinga Jozini Big Five Hlabisa Mtubatuba	Quarterly	Attendance register and Minutes of Meetings and photos with dates Attendance register
LAW MAKING (bylaws)	Council and Administration	Stakeholders	Engage of Communities Structures through hearings, Izimbizo, Media, suggestion box When necessary	Official must coordinate Stakeholder participation	Process Plan Newspaper advert, public notices, radio slots, loud hailing	Umhlabuyalinga Jozini Big Five Hlabisa Mtubatuba	As per resolution taken by council	Advert Attendance registers,

ISSUE	RESPONSIBILITY OF	TARGETED GROUP	HOW/WHEN	ROLE OF PUBLIC PARTICIPATION OFFICIAL	COMMUNICATION PLAN	MUNICIPALITY WARD SECTOR	DATE OF IMPLEMENTATION	PORTFOLIO OF EVIDENCE
Petitions	Speakers Office Rapid Response Team	Petitioners	Acknowledgement and receipt of petitions and agreement of time frames on report back When a need arises	Registration of all petitions Coordination of responses	Report back to Petitioners	Umhlalabuyalinga na Jozini Big Five Hlabisa Mtubatuba	Seven Days after receiving a petition	Attendance Register and Petition Register and Minutes and Photos
Intergovernmental Relations	Municipal Managers Offices	Family of Municipalities in the District Sector Departments Other Stakeholders	Quarterly Coordinated in District Level	Coordination and Implementation of Resolution	Schedule of Meetings Invitations Circulars	Umhlalabuyalinga na Jozini Big Five Hlabisa Mtubatuba	Quarterly	Minutes, attendance register
Stakeholder Management	Speakers Office	Stakeholders	As need arise	Record register Facilitation and Coordination Monitoring and Evaluation	To be included to Communication Strategy and advertised on the Website and Press	Umhlalabuyalinga na Jozini Big Five Hlabisa Mtubatuba	On dates submitted by Stakeholders	Registers and Adverts send to Websites
Mayoral Izimbizo	Speakers Office	Community and Stakeholders	Pamphlets, Newspapers and Adverts	To ensure successfully execution of Izimbizo	Process plan Newspaper Loud haling	Mtubatuba Local Municipality	Quarterly	Attendance register, minutes of meeting.

ISSUE	RESPONSIBILITY OF	TARGETED GROUP	HOW/WHEN	ROLE OF PUBLIC PARTICIPATION OFFICIAL	COMMUNICATION PLAN	MUNICIPALITY WARD SECTOR	DATE OF IMPLEMENTATION	PORTFOLIO OF EVIDENCE
			Overview of the implementation of the current Budget IDP Road shows and Budget Road shows		Notices	Umhlabuyalinga Jozini Hlabisa Big Five and Mtubatuba		
Portfolio Committees	Speakers Office	Councilors	Schedule of meetings Through Agendas and Notices	Coordination of meetings	Notices and Agendas	Umhlabuyalingana Jozini Big Five Hlabisa and Mtubatuba	As per Portfolio committee scheduled dates of meetings.	Attendance Register and Minutes
Capacity Building Programmes for Ward Committees and Councilors	Speakers Office LGSETA Cogta	Ward Committees and Councilors	When need is required Through facilitation programme	To ensure that Ward Committees are empowered and getting accreditation	Invitations to workshop	Umhlabuyalingana Jozini Big Five Hlabisa and Mtubatuba	Quarterly	Attendance Register
Sectorial Parliaments:	Speakers office	Dialogue during, women's, workers, youth day.		To ensure sitting of Sectorial Parliaments (workers, women, youth etc.)	Newspaper advert, Notices, branding, photography, press releases, radio slots,	Women's Summit Youth Workers	August June May	Attendance registers, advert, invitation

ISSUE	RESPONSIBILITY OF	TARGETED GROUP	HOW/WHEN	ROLE OF PUBLIC PARTICIPATION OFFICIAL	COMMUNICATION PLAN	MUNICIPALITY WARD SECTOR	DATE OF IMPLEMENTATION	PORTFOLIO OF EVIDENCE
Speakers Forum	Corporate services MM department Secretariat	Local municipality speakers,		To monitor that meetings sit.	Agenda to the office of the Speakers	Speakers forum meetings Troika Meeting	Quarterly	Attendance registers
District Forums	Speakers Office Special Programs Communication Office	Women, youth, Men, Elderly Disability Confederations Farmers IDP etc.		Assist in strengthen the forums Meeting with Lms to check structures that are existing	Public notices, Radio slots, loud hailing, newspaper adverts, branding	District forum		Attendance registers
Taking Council to the people	Secretariat ADMM Speaker Communication office Local municipalities	Councilors Community	Community access to council meeting		Newspaper advert, public notices, radio slots, loud hailing, branding, information packaging	Umhlabuyaling ana Jozini Big Five Hlabisa Mtubatuba	As per district council schedule of council meeting	Attendance register Council agenda

TERMS OF REFERENCE ESTABLISHMENT OF THE DISTRICT PUBLIC PARTICIPATION FORUM

(DPPF):

1. PURPOSE / OBJECTIVE OF THE DPPF

The primary objective of the DPPF is to ensure the co-ordinated and coherent implementation and establishment of the ward participatory process to encourage the involvement of communities and organizations in matters of local government.

2. LEGISLATIVE PROVISIONS

2.1 The Republic of South Africa Constitution Act (108 of 1996)

Section 152(1) places an obligation on local government *“to encourage the involvement of communities and community organization in matters of local government”*.

2.2 The Local Government: Municipal Systems Act 2000 (Act 32 of 2000) Chapter 4 section 16 outlines specific requirements for community participation processes and procedures. Section 16(1) states:

“A municipality must develop a culture of municipal governance that compliments formal representative government with a system of participatory governance, and must for this purpose –

(a) Encourage, and create conditions for, the local community to participate

In the affairs of the municipality, including in –

(i) The preparation, implementation and review of its integrated development plan in terms of Chapter 5;

- (ii) The establishment, implementation and review of its performance management system in terms of Chapter 6;*
 - (iii) The monitoring and review of its performance, including the outcomes and impact of such performance;*
 - (iv) The preparation of its budget; and*
 - (v) strategic decisions relating to the provision of municipal services in terms of Chapter 8;*
- (b) Contribute to building capacity of –*
- (i) The local community to enable it to participate in the affairs of the municipality; and*
 - (ii) Councilors and staff to foster community participation; and*
- (c) Use its resources, and annually allocate funds in its budget, as may be appropriate for the purposes of implementing (a) and (b).*

2.3 It is important to note that the legal obligations to public participation placed on municipalities are not confined to the Constitution and the Systems Act. Many Acts such as the Local Government: Municipal Structures Act, the Municipal Financial Management Act and the Municipal Property Rates Act further emphasize the critical role of communities in the key business of the municipality.

3. BACKGROUND

3.1 To bring about meaningful co-ordination of public participation initiatives within all spheres of government and to give effect to the implementation of the 5 year Local Government Strategy. This will re-orientate and co-ordinate the efforts of the district, local municipalities, departmental representatives and other critical

Stakeholders towards common district/local municipalities process of deepening democracy in South Africa.

- 3.2 As a direct response to the resolutions taken at the KZN Local Government Summit, the Department of Local Government and Traditional Affairs on 19 and 20 April 2007 developed a framework document to assist municipalities in KwaZulu-Natal with the development, implementation, management and evaluation of the participatory processes.
- 3.3 The Public Participation National Task Team (PPNTT) chaired by the Department of Provincial and Local Government (DPLG) has been established to ensure coordination of all support initiatives and programs by all spheres of government, government departments and other institutions outside government. A common approach was adopted by all the Provinces including KwaZulu-Natal.
- 3.4 It is imperative that the District and the local municipalities urgently establish a District Public Participation Forum to promote, co-ordinate and monitor implementation and roll out of public participation training programs done jointly with the Department of Local Government and Traditional Affairs (DLGTA).

4. SCOPE OF WORK

The scope of work of the DPPF is oriented towards planning and monitoring of Ward Committees with regard to the establishment and functionality to ensure co-ordination of all support initiatives and programs by all spheres of Government, stakeholders and outside institutions, in particular to:

- Ensure common and comprehensive understanding of legislation and policies with regards to Public Participation;
- Ensure the establishment of standard practices, policies and programs with regards to Public Participation;

- Closely cooperate with the Provincial Public Participation Steering Committee (PPPSC);
- Share best practices and case studies in the provincial and national spheres;
- Communicate with Municipalities to inform about the training initiatives and to mobilize for participation;
- Solve emerging problems and/or coordinate with the PPPSC to solve problems; and
- To receive information from PPPSC and follow up programme of implementation.

5. COMPOSITION AND/OR STRUCTURE OF THE FORUM

In the light of the composition of the PPPSC it is proposed that the DPPF be comprised of:

- DLGTA (Public Participation Unit);
- District Municipal Representatives, namely, The Speaker, Director: Community Services and/or Manager: Public Participation;
- Local Municipal Representatives, namely, The Speakers, Directors: Community Services and/ or Managers: Public Participation;
- Service Providers on *ad hoc* basis.
- Secretariat unit
- IDP unit
- IGR unit

6. ROLES AND RESPONSIBILITIES OF DPPF

- *The Speaker: District Municipality/Director: Community Services/ Manager: Public Participation* chairs the meetings;

- Responsible for advising and updating committee and municipalities on issues pertaining to community/public participation;
- Co-ordination and alignment of District strategic objectives, initiatives and priorities;
- Identification and sourcing of resources for implementation in ensuring effective and efficient utilization of such resources;
- Promote effective decision making on issues relating to community/public participation;
- Co-ordination and monitoring the establishment and functioning of ward committees;
- Information and knowledge sharing among stakeholders;
- Identify key intervention areas; and
- Provide secretariat function.

It is recommended that once the District Public Participation Forum is established its reports be included in the District Intergovernmental Forum (DCF) established in terms of Section 24 of the Intergovernmental Relations Framework Act, 2005 (Act No 13 of 2005).

7. FREQUENCY OF MEETINGS

The DPPF is a working group with heavy workload during the preparation period and the initial training phase. Therefore, it is envisaged that the Forum will have to meet at least every second month and thereafter the meeting schedule may change to quarterly. Meetings may be held at the District Municipality or rotate among all the municipalities of the District.

8. INVITATIONS, MINUTES AND AGENDAS

The working sessions of the DPPF are geared towards management and monitoring of the programmes. Therefore even the formal requirements need to be pragmatic, lean and in favor of operational efficiency. Minutes will be result oriented, clearly indicating by whom and when certain activities have to be carried out. The chairperson of the DPPF is responsible for establishing and distributing minutes of the meetings. The date for the next meeting will be agreed in the DPPF meeting and a formal invitation will be sent out prior to the next meeting. The chairperson prepares the agenda.

9. COMMUNICATION

A streamlined communication protocol is an efficient tool to keep the planning and implementation process on track and to avoid unnecessary frictions. As a general rule each *municipality*/organization represented in the DPPF is responsible for sending out communication to its own constituency, however communication must be copied to all members of the DPPF and to the chairperson of the PPPSC. Letters and emails to be sent out *must be* discussed by the DPPF.

10. RESOURCES / BUDGET

The participating municipalities/organizations will carry their travel and other related cost for attending the working sessions. I.E. FOR THEIR OWN ACCOUNT

Costs relating to venue and catering will be borne by the hosting municipality.